



# Victorian Preparedness Framework

Emergency Management

2022 Update

**Emergency Management Victoria acknowledges Aboriginal and Torres Strait Islander people as the Traditional Custodians of the land. Emergency Management Victoria also acknowledges and pays respect to the Elders, past and present and is committed to working with Aboriginal and Torres Strait Islander communities to achieve a shared vision of safer and more resilient communities.**

#### **Acknowledgements**

Version 1 of this document was 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.

Authorised and published by  
Emergency Management Victoria,  
121 Exhibition Street, Melbourne, 3000

© State of Victoria 2022

Published October 2022

**ISBN 978-1-922262-89-9 (PDF / online / MS word)**

#### **Copyright information**

You are free to re-use this work under a Creative Commons Attribution 4.0 Licence provided you credit the State of Victoria (Emergency Management Victoria) as author, indicate if changes were made and comply with the other licence terms. The licence does not apply to any images, photographs or branding, including Government logos.

#### **Accessibility information**

If you would like to receive this publication in an accessible format, please email [media@emv.vic.gov.au](mailto:media@emv.vic.gov.au)

This document is also available in word and PDF format at [www.emv.vic.gov.au](http://www.emv.vic.gov.au)





# Table of Contents

Introduction .....	6
Victorian Preparedness Goal .....	8
We all have a role to play in emergency management preparedness .....	10
Consequence management .....	11
Using risk to determine scenarios for assessing capability and capacity.....	12
Introducing Victoria's 21 core capabilities .....	16
Core capabilities and their critical tasks.....	20
Five core capability elements.....	41
Better prepared, together: How the Framework is beneficial to our work .....	42
Appendix A: Assessing our capability and capacity.....	46
Appendix B: Process for determining capability targets .....	48
Appendix C: Summary of plausible scenarios developed.....	52

# Introduction

Victoria faces various challenges and emerging threats from both natural and non-environmental risks. As the risk profile of Victoria shifts, driven by climate change, demographic changes and transitions, increased population density in high-risk areas and advances in technology, the likelihood and impact of emergencies grows. This subsequently increases the demand on the capability and capacity of the emergency management sector and Victorian communities.

The development of Victoria’s preparedness model started in 2015 and is based on the [United States’ National Preparedness Goal](#). Victoria’s model includes:

## 1. Victorian Emergency Management Capability Blueprint

The Victorian Emergency Management Capability Blueprint outlines the **State Capability Principles** and **desired future state** for Victoria’s emergency management capability. The overall aim of the Blueprint is to have effective emergency management capability across Victoria that can meet future needs.

## 2. Victorian Preparedness Framework (this document; the Framework)

This Framework is developed to enable Victoria to achieve the desired future state for capability outlined in the Blueprint. The Framework was first released in 2016 and updated in 2018. In 2022, Emergency Management Victoria worked with emergency management agencies to strengthen and validate the Framework. The Framework now also incorporates the **Victorian Preparedness Goal** that was previously published separately:

*"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" (Page 8).*

The Framework is established to be a planning tool that can be used in a variety of ways. It sets out a common language and processes that planners at the State, regional, municipal, community, agency or group levels are encouraged to integrate into their emergency management planning. The Framework also provides a level of confidence and visibility of preparedness to identify what ownership is required at each level of emergency management preparedness.

We all have a role to play in emergency management. The Framework encapsulates an ‘all communities, all emergencies’ approach which emphasises that emergency management is a shared

responsibility across all of Victoria’s diverse communities, Victoria’s First Peoples, community groups, networks, businesses, individuals, households, visitors to Victoria, government and non-government organisations, and the emergency management sector.

The Framework sets out **21 core capabilities** and their **critical tasks** as a foundation of how we can mitigate, plan, prepare, respond to and recover from emergencies. The core capabilities embedded in the Framework are what Victoria and the emergency management sector requires to meet the challenges and risks Victoria faces. By understanding what core capabilities Victoria needs, we can work to identify and maintain our capability strengths and where there are opportunities to improve our capabilities.

The capacity of each of these core capabilities is determined by the extent to which the **five core elements** (people, resources, governance, systems and processes) can be sustained during the mitigation, planning, preparedness, response and recovery phases of emergency management.

To test Victoria’s preparedness for emergencies (i.e. our capability and capacity), **risk assessment results** are used to inform which emergency **scenarios** have been developed. These scenarios can be used to determine anticipated emergency impacts and the desired outcomes, known as capability targets.

In a commitment to continuous improvement, the Framework to be reviewed at regular intervals and adapted in line with changing emergency risks, government policies and sector reforms.

Figure 1: Capability and capacity definitions

<b>Capability</b>	Our collective ability to reduce the likelihood and consequences of an emergency before, during and after.
<b>Capacity</b>	The extent to which the five core capability elements (people, resources, governance, systems and processes) can be sustained, before, during and after an emergency.

**Appendices A and B** outline the processes to assess capability and capacity in line with this framework. These processes can be used for assessments of capability and capacity at State, regional, municipal and community level, and even within agencies.

EMV is available to provide guidance on how to use these processes in any context ([emergencyplanning@emv.vic.gov.au](mailto:emergencyplanning@emv.vic.gov.au)).



# Victorian Preparedness Goal

The Victorian Preparedness Goal is – “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.”

This Goal is the foundation of the Framework, and it seeks to represent all Victorian communities, Victoria’s First Peoples, community groups, networks, businesses, individuals, households, visitors to Victoria, government, and non-government organisations, along with the emergency management sector.

The emphasis on resilient communities aligns with the concept of preparedness as a shared responsibility, where effective mitigation, planning, preparedness, response and recovery activities are dependent on all of Victorians working together in emergencies.

Figure 2 shows how the Goal is the foundation of the Victorian Preparedness Framework’s process for assessing capability and capacity (further expanded in Appendix A).

Figure 2: Emergency management capability model



# We all have a role to play in emergency management preparedness

## Shared responsibility

The State Emergency Management Plan (SEMP) recognises that emergency management is the shared responsibility of all Victorians, not just the emergency management sector. A commitment to shared responsibility recognises that no single actor can be responsible for mitigation, planning, preparedness, response and recovery. All members of Victoria, First Peoples, community groups, networks, businesses, individuals, households, visitors to Victoria, government and non-government organisations, along with the emergency management sector have a role to play. Preparing for emergencies requires a collaborative approach that integrates the abilities and skills from across our State. This shared responsibility is reflected in the emergency sectors shared goal "We Work as One".

## Resilient communities

Shared responsibility paves the way for more resilient communities that are engaged, informed and involved in all phases of emergency management, because *"every community, every history, every landscape and every emergency is different."*<sup>1</sup>

Resilient communities and individuals recover more quickly and are better placed to respond to and recover from subsequent emergencies. Through sharing responsibility for our collective vulnerabilities, we can minimise the impacts of emergencies and build safer communities.

Communities will have different levels of resilience, which is dependent on available resources, access to services, previous experience in emergencies and the extent to which the community has ownership over their level of preparedness. It is important that communities are engaged in emergency management planning, and in particular having community representative / s on each Municipal Emergency Management Planning Committee<sup>2</sup>.

<sup>1</sup> Community member, Engage Victoria survey, Victorian Preparedness Goal and Victoria Preparedness Framework Review, 2022

<sup>2</sup> *Emergency Management Act 2013*, s 59A(1)(b)(i)

# Consequence management

In order to effectively manage the impact and consequences of emergencies on communities, it is critical that Victoria's mitigation, planning, preparedness, response and recovery from emergencies is integrated, comprehensive and coordinated across all levels of government, agencies and businesses, in conjunction with communities.

*"Emergencies are now so big and so damaging that we need to work together (community and government) to realistically plan for such major events that are increasing in frequency across our State."*<sup>3</sup>

Consequence management is important when considering preparedness because, despite how resilient a community is, or how well prepared it is for emergencies, events will occur that exceed a community's levels of resilience and preparedness.

Victoria manages consequences through considering the wider ramifications of an emergency, and through the coordination of agencies and government departments to identify and implement appropriate mitigation actions, with the intent of:

- minimising adverse consequences from major emergencies to the community
- preventing the impact of an incident escalating
- focusing on potential wider impacts of events
- providing a mechanism to inform decision making.

Consequence management is organised around nine principles. Consequence management:

1. is everyone's responsibility (a shared responsibility)
2. establishes and sustains value
3. uses existing structures and systems
4. engages with key agencies, departments and communities
5. uses the best available data and intelligence
6. is predominantly a coordination function
7. is a vital component of planning
8. informs decision making
9. is dynamic, iterative, and responsive to change.

Through the Victorian Preparedness Framework, consequence management can be applied across all agency activities that align with the 21 core capabilities.

<sup>3</sup> Community member, Engage Victoria survey, Victorian Preparedness Goal and Victoria Preparedness Framework Review, 2022



## Using risk to determine scenarios for assessing capability and capacity

### Emergency Risks in Victoria Report (2020)

Understanding the types, likelihood, and consequences of emergency risks that Victoria faces is crucial to determining Victoria's preparedness, including the identification of core capability requirements for the sector and community.

The Emergency Risks in Victoria report (2020) focused on a series of state significant risks and assessed them against the criteria of catastrophic consequences and major consequences. The state significant risks of **bushfires**, **heatwaves** and **plant pest** were the top risks when it came to the highest impact and likelihood for a worst-case scenario. Catastrophic or major consequences from **earthquake** or **pandemic influenza** were considered comparatively rare, whilst major consequences from **flood** and **storm** were determined to be more likely to occur. The report also considered that a scenario for **water supply disruption**, where consequences greater than high impact was not deemed plausible.

### Catastrophic consequences criteria:

- Deaths and / or critical injuries directly from the emergency are greater than 600 people
- Decline of economic activity loss of asset value greater than \$15 billion
- Permanent destruction of an ecosystem or species recognised at the national level
- The affected community ceases to function effectively, breaks down and entirely disperses
- Governing bodies are unable to deliver their core functions.

### Major consequences criteria:

- Deaths and / or critical injuries directly from the emergency greater than 60 people
- Decline of economic activity loss of asset value greater than \$1.5 billion
- Permanent destruction of an ecosystem or specific species recognised at the state level
- The community of interest's social connectedness is significantly broken with significant permanent dispersal
- Governing bodies encounter severe reduction in the delivery of core functions.

## Scenario development

Scenarios can be used to determine Victoria's preparedness and assess the State's capability and capacity.

This Framework identifies eight significant risks that Victoria faces. As per the Emergency Risks in Victoria report (released in 2020). The scenarios listed in Table 2 were developed with consideration to the outcomes of an earlier version of the Emergency Risks in Victoria risk assessment<sup>4</sup>. This information helped subject matter experts to prioritise and decide which scenarios to develop.

The scenarios are intended to be evidence-based, high impact, most plausible scenarios, which allow the extrapolation of aspirational requirements (capability targets) of emergency management preparedness and activities. The scenarios are not an extreme worst case.

**Table 2: Scenarios that have been developed**

	Bushfire / Heatwave
	Earthquake / Transport Infrastructure
	Pandemic Influenza
	Flood / Storm
	Electricity Supply Disruption
	Plant Disease
	Hazmat Emergency
	Animal Disease

A summary of each scenario is provided in Appendix C<sup>5</sup>.

Understanding our preparedness is based on high impact, plausible emergency scenarios and not the extreme worst case. Circumstances, or a combination of circumstances, may arise for which it is not reasonably possible to be prepared. This understanding was reinforced in the final report of the Queensland Floods Commission of Inquiry that stated:

*'A great deal can be done to improve readiness to deal with disasters generally, but it is impossible that any government could be permanently ready to come at once to the assistance of everyone needing help in a disaster of that scale and suddenness, unless it were to maintain a standing force of rescue personnel beyond the present capacity of society to fund.'*<sup>6</sup>

As a result, it is not reasonably possible to be at the highest level of preparedness at all times. *'Finding the right balance in maintaining a level of readiness to respond to bushfire in Victoria is a complex calculation. The required resources in terms of personnel, vehicles, equipment and aircraft need to be scalable according to seasonal requirements and cannot readily be switched on and off if conditions alter rapidly.'*<sup>7</sup>

Once Victoria considers itself prepared for these scenarios, it may choose to consider low probability scenarios that some may consider to be implausible. Victoria's recent experience in emergencies shows that even these events could eventuate. Other possibilities include exploring complex, protracted and concurrent emergencies.

<sup>4</sup> Future development of new scenarios by the sector and the community should use the most up-to-date risk assessment to inform which scenarios to develop, especially for risks where a scenario is not currently prepared.

<sup>5</sup> The scenarios developed are not publicly available due to their sensitive information and may be made available to emergency management sector stakeholders on request, if appropriate, through contacting Emergency Management Victoria.

<sup>6</sup> Commissioner C.E Holmes, Queensland Floods Commission of Inquiry, 2012, p 30.

<sup>7</sup> Inspector General for Emergency Management, Inquiry into the 2019-20 Victorian Fire Season – Phase 1 Community and Sector Preparedness for and Response to the 2019-20 Fire Season, 2020, p 15.

# Introducing Victoria's 21 core capabilities

The Victorian Preparedness Framework's core capabilities and their critical tasks set the foundation for how we mitigate, plan, prepare, respond to and recover from emergencies.

The delivery of the Framework's capabilities align with the State Emergency Management Priorities (outlined in the [State Emergency Management Plan](#)), which provides clear direction on the factors that are required to be considered and actioned throughout all phases of an emergency.

The 21 core capabilities are each expressed as a statement with associated critical tasks.

## Core capability

Core capabilities outline what Victoria needs to manage emergencies, coordinate and unify efforts, improve training and ensure capabilities are effectively applied to all stages of a major emergency.<sup>8</sup>

Each core capability is expressed as a statement that details the requisite abilities in a specific area to reduce the likelihood and consequences of an emergency.

### Figure 2

- A core capability's critical tasks are detailed in the following section, in tables like this.
- Critical tasks are the fundamental activities of the core capability. These are the tasks that need to be undertaken and delivered to fulfil the intent of the core capability.
- Critical tasks are tangible, definable activities and are agency agnostic.

<sup>8</sup> "Major emergency" means:  
(a) a large or complex emergency (however caused) which  
(i) has the potential to cause or is causing loss of life and extensive damage to property, infrastructure or the environment; or  
(ii) has the potential for adverse consequences for all parts of the Victorian community; or  
(iii) requires a multi-agency response; or  
(b) a Class 1 emergency; or  
(c) a Class 2 emergency.



Figure 3: Victoria's 21 emergency management core capabilities

Capabilities	Mitigation	Response (including relief)	Recovery
1. Planning	✓	–	–
2. Community Information and Warnings	✓	✓	✓
3. Operational Management	✓	✓	✓
4. Intelligence and Information Sharing	✓	✓	✓
5. Public Order and Community Safety	✓	✓	–
6. Building Community Resilience	✓	✓	✓
7. Fire Management and Suppression	✓	✓	–
8. Fatality Management	–	✓	–
9. Critical Transport	–	✓	✓
10. Logistics and Supply Chain Management	–	✓	✓
11. Impact Assessment	–	✓	✓
12. Search and Rescue	–	✓	✓
13. Health Protection	–	✓	✓
14. Health Emergency Response	–	✓	✓
15. Relief Assistance	–	✓	✓
16. Environmental Response	–	✓	✓
17. Economic Recovery	–	–	✓
18. Natural and Cultural Heritage Rehabilitation	–	–	✓
19. Built Recovery	–	–	✓
20. Social Recovery	–	–	✓
21. Assurance and Learning	✓	–	–

Figure 3 aligns with the State Emergency Management Plan and provides a snapshot of the 21 core capabilities required to deliver emergency management.

To be effective, the core capabilities are interdependent, coordinated and overlap across mitigation (including planning and preparedness), response (including relief) and recovery.

# Core capabilities and their critical tasks

This section provides a description of each core capability and details their critical tasks.

## 1. Planning

Description	
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.	
Critical tasks	
1.1	Share information with relevant stakeholders to assist effective emergency management planning  For example: planning principles, priorities and governance arrangements for the relevant level of planning, including an understanding of the planning footprint's emergency risk profile, resilience, and the likely emergencies that may impact their communities.
1.2	Community and agency stakeholders participate in emergency management planning, preparation, and review of relevant emergency management plans
1.3	Identify, analyse and evaluate the likelihood and consequences of emergency events holistically, and document within relevant emergency risk assessments and relevant emergency management plans
1.4	Community and agency stakeholders are engaged to explore, determine and implement mitigating actions to reduce or manage the likelihood and / or consequences of emergency events
1.5	Communicate information to communities and agency stakeholders on the residual likelihood and consequences of an emergency after planning and mitigation is undertaken
1.6	Exercise, review and updated emergency management plans regularly with agencies and community stakeholders using scenarios related to the relevant emergency risk profile

## 2. Community Information and Warnings

Description	
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.	
Critical tasks	
2.1	Provide information to people and communities on the risks, risk mitigation actions, and incident / events that may affect them
2.2	Deliver a whole-of-Victorian-Government preparedness and awareness campaign
2.3	Deliver timely, coordinated, accessible, tailored and relevant information and warnings to communities
2.4	Undertake evaluations and research to understand community information needs and effectiveness of warnings
2.5	Plan for and deliver collaborative and proactive messaging to promote recovery in impacted communities

### 3. Operational Management

Description	
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. <sup>9</sup>	
Critical tasks	
3.1	Establish command and control to effectively deliver emergency management
3.2	Activate established coordination networks to support operational response
3.3	Identify and maintain facilities for emergency management activities
3.4	Identify, maintain and protect operational communications networks used by emergency services
3.5	Develop communication networks connecting communities and emergency managers

<sup>9</sup> Operational Communications are the communications within and between emergency management agencies, when responding to emergency incidents, performing business as usual activities in the field or responding to multi-agency, large scale emergency events.

### 4. Intelligence and Information Sharing

Description	
To provide timely, accurate, tailored and actionable intelligence to inform decision making and planning, by collecting, processing, and analysis of multiple data sources, to assist with anticipating and forecasting hazards and risks across all phases of an emergency. It also includes the assessment of risks and hazards so that decision makers, responders, and community members can take informed action to reduce their entity's risk and increase their resilience.	
Critical tasks	
4.1	Collaboratively identify and plan for intelligence requirements
4.2	Develop and implement effective governance, processes, and networks to improve intelligence capacity and doctrine
4.3	Develop, establish and monitor surveillance systems, integrated information sharing systems, tools and networks of trained personnel to deliver intelligence requirements
4.4	Collect, collate, process, analyse and where appropriate share data and information for current and emerging risks and hazards across all phases of an emergency
4.5	Tailor and disseminate relevant intelligence to stakeholders
4.6	Provide relevant and actionable intelligence and predictive assessment
4.7	Systematically review and adjust intelligence processes based on feedback and evaluation

## 5. Public Order and Community Safety

### Description

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.

### Critical tasks

5.1	Secure the affected area
5.2	Evacuation of affected persons (no mandatory evacuation order in Victoria)
5.3	Establishment of traffic management points and the maintenance of supply lines
5.4	Maintain security and meet the protection needs of affected communities and responders

## 6. Building Community Resilience

### Description

Building community safety and resilience includes working together at the local level. Communities can strengthen their lifelines by better connecting and working together with appropriate support from organisations.

Build on combined community and organisational strengths across all phases of an emergency through the below critical tasks.

### Critical tasks

6.1	Connecting with people and by supporting them to use their networks to communicate effectively
6.2	Using local knowledge to better understand and identify local needs
6.3	Working through likely scenarios to manage underlying stresses and cope with shocks that may continue to impact the community
6.4	Working together to identify local context and develop local solutions
6.5	Sharing information and learning from experiences to make better decisions in the future
6.6	Encourage self-reliance by enabling communities to cope for up to 72 hours without significant external assistance

## 7. Fire Management and Suppression

Description	
Provide firefighting capabilities to manage and suppress fires while protecting lives, property, and the environment in the affected (land and water) area. <sup>10</sup>	
Critical tasks	
7.1	Reduce incidence and consequence of fire
7.2	Suppress, contain and extinguish major fires
7.3	Co-ordinate deployment of local, state, national and international people and resources

<sup>10</sup> Based on US Federal Emergency Management Agency learnings we have included Fire Management and Suppression as the only hazard specific capability.

## 8. Fatality Management

Description	
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 tasks	
8.1	Oversee all coronial investigations of fatalities
8.2	Establish and maintain operations to recover a significant number of fatalities over a geographically dispersed area
8.3	Provide investigative and operational support services for victim identification
8.4	Establish and maintain temporary mortuaries ensuring they have adequate storage for the predicted number of fatalities
8.5	Provide staffing and equipment to adequately examine and document all fatalities to enable accurate identification and support coronial / police investigations
8.6	Manage family communication regarding coronial process and repatriation
8.7	Communicate accurate and timely information to emergency services and communities about the safe handling of fatalities

## 9. Critical Transport

### Description

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 and restoration of damaged roads.

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 priority response objectives.

### Critical tasks

9.1	Secure disaster area
9.2	Establish physical access for responders
9.3	Identify and enact alternate / detour routes
9.4	Coordinate alternate public transport provision
9.5	Clear debris from critical routes
9.6	Undertake engineering / safety assessments
9.7	Undertake temporary remediation works

## 10. Logistics and Supply Chain Management

### Description

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.

Synchronise logistics capabilities and enable the restoration of impacted supply chains, including removal of debris.

### Critical tasks

10.1	Identification of essential supplies and equipment to support agency emergency management activities
10.2	Identification of essential supplies and equipment to aid affected communities
10.3	Manage, coordinate the end-to-end procurement and distribution of essential supplies and equipment, and services
10.4	Manage and coordinate the demobilisation and reconciliation of essential supplies, equipment and facilities

## 11. Impact Assessment

Description	
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.	
Critical tasks	
11.1	Gather information regarding extent of damage, immediate threats, loss of life and persons displaced
11.2	Collect progressive assessment data of the scale and characteristics of the impact across the social, economic, built and natural environments
11.3	Provide consistent and meaningful impact assessment data through a co-ordinated process to decision makers

## 12. Search and Rescue

Description	
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.	
Critical tasks	
12.1	Conduct search operations to locate persons
12.2	Coordinate spontaneous volunteers
12.3	Conduct rescue of trapped or isolated persons
12.4	Coordinate the deployment of interstate, national and international people and resources

## 13. Health Protection

Description	
Promotes and protects the public health of Victorians by monitoring notifiable diseases and responding to any disease outbreaks in order to control and minimise the risk of infection. This includes regulating the safety of food, drinking water and human environmental health hazards such as radiation, legionella and pesticides. Includes informing the community and health providers about public health risks and promoting behaviours and strategies to mitigate and avoid risk. It also includes the development of national policies, standards and strategies to promote improvements in public health generally and supports the health system to respond to national public health risks.	
Critical tasks	
13.1	Maintain an ongoing state of preparedness to respond to a public health emergency
13.2	Identify and characterise risks and commence enhanced arrangements
13.3	Prepare and support public and private health entities to manage and control public health risks
13.4	Effectively communicate public health and clinical health management guidance to the health sector
13.5	Effectively communicate the health risks, through public health promotion and prevention campaigns

## 14. Health Emergency Response

Description	
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.	
Critical tasks	
14.1	Identify existing and developing health risks
14.2	Assess patients
14.3	Establish primary patient treatment points
14.4	Deploy specialised resources as required
14.5	Undertake and coordinate patient transport
14.6	Work with hospitals to identify strategies and resources that may be implemented in response to a surge in demand
14.7	Provide treatment and ongoing medical care
14.8	Coordinate across the health sector to provide advanced clinical care, speciality services, and investigations required for patient treatment and care

## 15. Relief Assistance

Description	
The provision of well-coordinated, integrated and timely assistance to meet the immediate health, wellbeing, financial and essential needs of affected communities, during and immediately after an emergency event.	
Critical tasks	
15.1	Establish temporary shelter options for displaced persons
15.2	Coordinate and manage services to meet the physical needs of affected populations
15.3	Coordinate and manage services to meet the psychosocial needs of affected populations
15.4	Assess and provide financial hardship assistance payments
15.5	Monitor emerging needs and adapt services to minimise the long term consequences on health and wellbeing
15.6	Facilitate the reunification of family and friends separated during an emergency
15.7	Coordinate and manage services to meet the immediate needs of affected livestock

## 16. Environmental Response

Description	
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.	
Critical tasks	
16.1	Conduct risk / epidemiological assessments and identify consequence management strategies
16.2	Conduct monitoring and surveillance activities
16.3	Coordinate the delivery of diagnostic services
16.4	Restrict the movement of spread vectors or hosts using legislative instruments (includes 'standstill')
16.5	Restrict the movement of hazardous materials or organisms using physical containment methods
16.6	Destroy the organism and / or susceptible hosts
16.7	Render (disperse / dilute / neutralise) the hazardous material safe
16.8	Dispose of contaminated waste
16.9	Decontaminate affected people, places and equipment

## 17. Economic Recovery

Description	
Support the recovery and resilience of economic and business activities (including food and agriculture) to provide the community with jobs, goods and services, and higher living standards.	
Critical tasks	
17.1	Assess and identify business and economic needs
17.2	Assist impacted businesses to access information and advice
17.3	Coordinate insurance industry information and advice
17.4	Provide technical advice on re-establishment or alternative strategies
17.5	Deliver targeted intervention strategies if required

## 18. Natural and Cultural Heritage Rehabilitation

Description	
Protect natural values and cultural heritage values through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and best practices. This process is to be undertaken in compliance with applicable environmental and heritage preservation laws, along with consultation with all affected communities, including Victoria's First Peoples and Traditional Owner groups.	
Critical tasks	
18.1	Identify natural heritage values and cultural heritage values at risk in affected areas, in consultation with all affected communities, including Victoria's First Peoples and Traditional Owner groups
18.2	Undertake assessment of risk posed to natural and cultural heritage values, in consultation with all affected communities, including Victoria's First Peoples and Traditional Owner groups
18.3	Coordinate and undertake stabilisation works on private and public land to remediate response actions
18.4	Coordinate and undertake natural values rehabilitation works, in consultation with all affected communities, including Victoria's First Peoples and Traditional Owner groups
18.5	Coordinate and undertake cultural heritage values rehabilitation works, in consultation with all affected communities, including Victoria's First Peoples and Traditional Owner groups
18.6	Establish recovery monitoring of natural and cultural heritage values, in consultation with all affected communities, including Victoria's First Peoples and Traditional Owner groups
18.7	Transition recovery services and programs to previous management arrangements

## 19. Built Recovery

Description	
To restore critical and community infrastructure and establish safe areas during and following an emergency, ensuring the provision of facilities and services to support and benefit communities. <sup>11</sup>	
Critical tasks	
19.1	Undertake technical assessments for critical infrastructure
19.2	Undertake technical assessments for community infrastructure
19.3	Undertake stabilisation and remediation works
19.4	Assess and prioritise restoration needs of the affected community
19.5	Restore community infrastructure to be sustainable and more resilient to future events
19.6	Ensure continuity of critical infrastructure during restoration works
19.7	Undertake and facilitate the restoration of critical infrastructure
19.8	Ensure continuity of critical infrastructure during restoration works

<sup>11</sup> Note: Residential properties are the responsibility of the owner, however individuals and communities are supported regarding residential property loss through personal and social support.

## 20. Social Recovery

Description	
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.	
Critical tasks	
<b>20.1</b>	Assess and provide for medium to long term psychosocial needs
<b>20.2</b>	Provide housing / accommodation options
<b>20.3</b>	Assess and provide financial re-establishment assistance
<b>20.4</b>	Coordinate and adapt health programs to ensure continuity and availability of advice / activities
<b>20.5</b>	Assess community service needs, including socio-economic disadvantage
<b>20.6</b>	Work with communities to transition recovery services and programs to mainstream community delivery / services
<b>20.7</b>	Provide bereavement support for communities

## 21. Assurance and Learning

Description	
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.	
Critical tasks	
<b>21.1</b>	Undertake assurance activities before, during and after major emergency events
<b>21.2</b>	Analyse insights and identify lessons from assurance activities
<b>21.3</b>	Assess identified lessons for change / improvement activities
<b>21.4</b>	Monitor and measure improvement activities and outcomes
<b>21.5</b>	Provide opportunities for all personnel to access and utilise identified lessons



## Five core capability elements

There are **five core capability elements** that are required to deliver each of the 21 core capabilities and their critical tasks. These capability elements are the lens through which each critical task can be examined.

**Table 3: Five core capability elements**

Core capability element	Description	Application and examples
<b>People</b>	All personnel involved in undertaking emergency management activities from all parts of the community, government, agencies and businesses.	Includes people with appropriate knowledge and skills with a focus on leadership skills, technical skills and a culture of working as one.
<b>Resources</b>	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.
<b>Governance</b>	The enabling factors that emergency management operates within.	Including legislation, funding, authorising environment, emergency management arrangements, doctrine and policy.
<b>Systems</b>	The systems, including data, that are used to deliver emergency management outcomes.	For example, learning and development, information technology, financial, infrastructure and assets management, workforce management, workplace health and safety, quality control and the Australasian Inter-service Incident Management System (AIIMS).
<b>Processes</b>	Documented or undocumented ways of delivering emergency management.	For example, capacity planning, risk management, continuous improvement, information flow and planning.



## Better prepared, together: How the Framework is beneficial to our work

The language of capability and capacity that is used within the Victorian Preparedness Framework is intended to be a common language across all preparedness work in Victoria.

The following case studies are examples of how the Framework has been used to improve awareness of emergency management preparedness in Victoria and paves the way for making more educated decisions around resource allocation into the future.

### Case Study: Emergency Management Capability and Capacity Project

In May 2020, Victoria's Emergency Management Capability and Capacity Project agreed to a mixture of three assessment methodologies to assess the Framework's 21 core capabilities:

- maturity assessments
- physical assessments
- exercise / real event assessments.

The Fire Management and Suppression core capability's physical assessment has been the first of the 21 core capabilities to be assessed using the process outlined in this Framework. It applied the Heatwave / Bushfire scenario, with **Country Fire Authority (CFA)** as the coordinating agency. The gaps identified in this assessment are useful for the planning of all agencies that conduct activities in relation to this core capability, making it a far-reaching resource.

In a similar fashion, the Operational Management core capability's physical assessment used the Foot and Mouth disease scenario, with **Emergency Management Victoria (EMV)** as the coordinating agency.

The Fatality Management physical assessment is the next to progress, with **Victorian Institute of Forensic Medicine** as the coordinating agency. This assessment is using a high consequence product transport (HAZMAT) scenario for its assessment.

The Search and Rescue core capability assessment is also underway, with both **Fire Rescue Victoria** and **Victoria Police** coordinating it, using the earthquake scenario.

Following the lead of these first four assessments, the remaining core capabilities are due to be completed using a mixture of the three methodologies, until all 21 are assessed. This creates a baseline to compare a future round of assessments against.



### Case Study: State Emergency Management Plan

As the sector’s planning tool to prepare for emergencies, the Framework has been used in the development of the State Emergency Management Plan, which was initially prepared in 2020. The SEMP’s critical task tables map agency roles and responsibilities (as found in agency role statements) to the Framework core capabilities and critical tasks, and vice versa, agency role statements are aligned to critical tasks. The SEMP also aligns emergency phases to the Framework core capabilities.

### Case Study: Regional Emergency Risk Assessments

In accordance with the National Emergency Risk Assessment Guidelines (NERAG) and ISO 31000 Risk Management Guidelines, risk assessments should be updated regularly to ensure they remain current, effective and the recommended priorities remain relevant. Completing risk assessments is addressed in the Planning Core Capability’s critical tasks.

In 2021, EMV secured funding through the National Partnerships Agreement to contract the development of a consistent methodology and facilitate Regional Emergency Risk Assessments (RERA) workshops across all eight Regional Emergency Management Planning Committees (REMPCs). As a result, a RERA was completed by each REMPC, with input from any agency subject matter experts that the REMPCs invited to participate.

The completed RERA are expected to be used by REMPCs to inform the Regional Emergency Management Plans (REMPs) at their point of next update, as well as to identify the need to create any specific sub plans and assist regions in prioritising and focussing on mitigation, response and recovery actions.

## Appendix A: Assessing our capability and capacity

To ensure effective and efficient emergency management, it is fundamental that the core capabilities are tested.

Levels of capability are measured through determining if Victoria can deliver on its capability target (see Appendix B). This is done in the context of the developed scenarios (See Appendix C).

By comparing reported levels of capability with the capability target, gaps may be identified. These gaps can then drive priorities, planning and decision making into the future as we work to close or manage the gaps identified. The process outlined in Table 4 outlines how to assess capability.

Table 4: Five-step process to assess capability and capacity

Step	Step Summary	
1	Evaluate the capability elements required to deliver each capability target.	What is required to deliver each target?  (See Appendix B) for a process to determine capability targets.
2	Estimate the capability elements currently available in Victoria to deliver each capability target.	What is currently available in Victoria to deliver each target?
3	Explain the gaps identified for each capability target.	Identify what is missing.
4	Identify where additional capability and capacity is available to assist with identified gaps.	Where else is agreed capability available? (Including state, interstate and international agreements, arrangements and supporting relationships; additional expected volunteer capability).
5	Select and describe the most significant areas to leverage capability through partnerships or other means.	Where could capability be leveraged in the future?

## Appendix B: Process for determining capability targets

A capability target is a desired outcome.

Table 5 describes how to estimate or determine a capability target. By combining the impacts and desired outcomes (steps 2 and 3 below), a capability target can be developed.

The targets are aspirational and based on evidence-based, high impact, most plausible **scenarios**. They provide a common approach for the sector to understand the requirements for emergencies and are a tool to identify what the community, businesses and other organisations could provide, so Victoria is better prepared for major emergencies.

Using this process, capability targets have been prepared in consultation with emergency management agencies<sup>12</sup>. The capability targets assist the sector to understand its own capability and capacity requirements and provides an opportunity for the sector to look at optimising community, business and government capability and capacity for mitigation, planning, preparedness, response, and recovery for emergencies.

<sup>12</sup> The capability targets prepared through this process are not distributed widely, as a widespread knowledge of each target may encourage respondents to provide aspirational responses when undergoing an actual assessment of a particular core capability. The capability targets are held by Emergency Management Victoria.

Table 5: How to estimate or determine a capability target

Step	Step Summary	Example
1	<p><b>Select which capability to estimate</b></p> <p>Choose the:</p> <ul style="list-style-type: none"> <li>a. core capability</li> <li>b. critical task and</li> <li>c. scenario.</li> </ul>	<ul style="list-style-type: none"> <li>a. Core capability 14: Health Emergency Response.</li> <li>b. Critical task 14.5: Undertake and coordinate patient transport.</li> <li>c. Scenario: Hazmat emergency.</li> </ul>
2	<p><b>Identify impacts</b></p> <p>Identify the impacts from the scenarios related to the critical task.</p>	18,275 ill / affected, with approximately 6,289 requiring transport.
3	<p><b>Consider desired outcomes</b></p> <p>Consider the desired outcomes that are being aimed for.</p>	Within 60 minutes after the establishment of an Emergency Management Team (EMT), a Patient Distribution Plan is developed, and implementation commenced within 15 minutes.
4	<p><b>Develop capability requirements</b></p> <p>Combine the impact and the desired outcomes to develop the capability target.</p>	<p>Develop a Patient Distribution Plan within 60 minutes of the establishment of an EMT, to manage up to 6,289 patients.</p> <p>Within 15 minutes, commence implementation of the Patient Distribution Plan to transport identified patients as required.</p>
5	<p><b>Repeat Steps 2-4 for all 8 scenarios</b></p>	The scenario that resulted in the highest capability requirements across all scenarios becomes the capability target for that particular critical task.

## Appendix C: Summary of plausible scenarios developed

The following fictional but plausible scenarios have been developed by subject matter experts. They are used to help us understand Victoria's capability and capacity against the 21 core capabilities.

These scenarios were developed based on the outcomes of the Emergency Risks in Victoria report of 2012 / 13 and whilst a majority of the risks remain the same in the Emergency Risks in Victoria report of 2020, some risks may differ.

### Bushfire / Heatwave

The scenario outlines that the Bureau of Meteorology has projected seven consecutive days of temperatures exceeding 40 degrees in Melbourne. On the last day of the heatwave, the Forest Fire Danger Index peaks at 130, and a south-westerly wind change is forecast in the evening, followed by a bushfire event.

Over 17,500 calls are made to Ambulance Victoria, across the State, there are in excess of 900 confirmed deaths during the heatwave, and the number of daily hospital emergency department presentations increases.

Widespread consequences are experienced across the State from the heatwave affecting public transport, power outages and flow on effects from these. Nine fires of significance occur, three of these are fast moving grass fires through the western region of the State. Two fires of high impact consequences occur, one in a National Park and another in a State Park. Four fires of long duration (28 days) occur in the Alpine and Gippsland regions.

*Source: Country Fire Authority, Department of Environment, Land, Water and Planning and Ambulance Victoria*

### Earthquake / Transport Infrastructure

The scenario is modelled on a magnitude 5.2 event centred under the CBD of the City of Melbourne and corresponds with the recurrence interval for ground shaking of approximately 500 years, as defined in the current building regulations.

The damage predicted for this scenario indicates significant damage to older buildings on softer soil sites with many severely damaged. A small number of road and rail bridges are damaged. The shaking, however, will require an extensive and systematic survey of central Melbourne bridges to assess serviceability immediately after the earthquake. Disruption to other infrastructure is also anticipated due to tripping of electricity transformers, some substation damage and the loss of the operation of traffic signals and wastewater pumping due to lost electricity supply. Collectively these consequences are consistent with an earthquake event that is at the threshold of causing severe damage.

*Source: Geoscience Australia*

## Pandemic Influenza

The pandemic influenza scenario outlines that the Australian Health Protection Principal Committee (AHPPC) has met and Australia has declared that we are in the Initial Action stage of a pandemic. Within 3 weeks Victoria has 10,000 cases (2,500 require hospitalisation and of those 1,000 have died).

Cases are also occurring in every other State / Territory as well as spreading across the world. Hospital emergency departments and general practices are overwhelmed with cases and the worried as well. Selected school closures are taking place. Voluntary quarantine and isolation is taking place in the community. Victoria has up to 580,000 cases (presumptive). The duration of the pandemic in Australia could be seven to ten months.

*Source: Department of Health (previously Department of Health and Human Services)*

## Flood / Storm

The scenario describes major impacts from flooding in the La Trobe Valley area, some minor flooding in the North East and Metropolitan areas primarily affecting local roads and farmland. This flooding has occurred after several years of drought Victoria.

Two weeks after the flood occurs a large band of severe thunderstorms move across the State resulting in severe flash flooding across the Geelong area and hail up to 7cm in size across the Central and Eastern parts of Melbourne.

## Electricity Supply Disruption

The scenario describes the consequences and impacts of a power outage from loss of power from the Elwood and St Kilda substations in March prior to the Labour Day weekend.

*Source: Department of Environment, Land, Water and Planning and Emergency Management Victoria*

## Plant Disease

The scenario details the consequences from an outbreak of Red Imported Fire Ants which is confirmed at a nursery in Victoria. Twenty palms that are infected have been sold to a landscaper in Brunswick from the nursery. Nine further cases are identified in the Shepparton area, a 5km restricted area around the infestation areas is put in place. Overall there are 40,000 properties located within 1km of each incursion, they all require inspection.

*Source: Department of Jobs, Precincts and Regions*

## Hazmat Emergency

The scenario models a truck carrying a large load of hazardous chemicals that overturns on a major freeway. A rupture has occurred and a large quantity has escaped. The gas plume is affecting an area of 10km downwind from the accident and spreading 2km wide.

Security-related risks, such as malicious attacks, were not included in this work as they are being assessed under other national arrangements.

*Source: Victoria Police and Fire Rescue Victoria*

## Animal Disease

The scenario outlines an outbreak of foot and mouth disease that has occurred at a saleyard in regional Victoria, on further investigation it is found to have started at a dairy farm. Three properties are quarantined, 3km radius formed around the infected properties and a large number of animals to be destroyed.

*Source: Department of Jobs, Precincts and Regions*

