



2017

STRATEGIC DIRECTIONS
ACHIEVEMENT REPORT

**Copyright © 2017, Australasian Fire and Emergency
Service Authorities Council**

All rights reserved. Copyright in this publication is subject to the operation of the Copyright Act 1968 and its subsequent amendments. Any material contained in this document can be reproduced, providing the source is acknowledged and it is not used for any commercialisation purpose whatsoever without the permission of the copyright owner.

AFAC Limited (ABN 52 060 049 327)

Level 1, 340 Albert Street
East Melbourne Victoria 3002

Telephone: 03 9419 2388

Facsimile: 03 9419 2389

Email: afac@afac.com.au

Internet: www.afac.com.au

Contents

2	FROM THE CEO
3	BACKGROUND
5	DIRECTION 1: SUPPORTING RESILIENT COMMUNITIES THROUGH RISK REDUCTION
6	AFAC Bushfire Fatalities Guideline Australian Disaster Resilience Handbook 7 Collection – Managing the Floodplain
7	Home fire safety and Community and Health Sector Workers Prescribed Burning Toolbox
8	Tasmania Fire Service Bushfire-Ready Neighbourhoods Program
9	DIRECTION 2: PROVIDING TRUSTED RESPONSE AND FACILITATING THE TRANSITION TO RELIEF AND RECOVERY
10	AFAC evidence-based IMT exercising program AIIMS 2017
11	National Resource Sharing Centre International Deployments Agreements Pacific Islands Emergency Management Alliance and Liaison Network
12	National Recovery Workshop
13	DIRECTION 3: THE SOURCE OF CREDIBLE AND TIMELY INFORMATION
14	NAFC ARENA aviation management support system National Warnings Group Establishment (Recommendations Report)
15	NRSC National Capability Statement Refresh (Phase 1) Predictive Services Group
16	Country Fire Service Messages Informed by Research
17	DIRECTION 4: EFFECTIVE GOVERNANCE AND RESOURCE MANAGEMENT
18	Emergency Management Professionalisation Scheme (EMPS) Male Champions of Change
19	Psychological First Aid Webinar Standards – Domestic and International
20	Succession Planning Framework
21	DIRECTION 5: INFORMED BY KNOWLEDGE AND RESEARCH
22	Bushfire and Natural Hazards CRC - National Research Priorities Initiative Work Health and Safety Hazard Management Framework and Safe Work Guidelines
23	Lessons Management Forum National Burning Project
24	NSW SES Volunteering Reimagined

| From the CEO

It is my pleasure to provide the Strategic Directions Achievement Report 2017.

There has been an increase in cross-jurisdictional activity that is focused on producing quality outcomes for Ministers, Commissioners, Chief Officers and the community. These outcomes are demonstrated through the work that has been completed in the last 12 months by all jurisdictions in conjunction with AFAC. This report highlights a sample of initiatives undertaken, rather than an exhaustive list.

Throughout 2017 year fire and emergency service agencies, all members of AFAC, together with the Bushfire and Natural Hazards Cooperative Research Centre (BNHCRC), the Australian Institute for Disaster Resilience (AIDR) and the National Aerial Firefighting Centre (NAFC) have worked together to make the Strategic Directions for Fire and Emergency Services in Australia and New Zealand 2017-2021 a reality.

The Strategic Directions ensure emergency management organisations are positioned to meet challenges of changing community needs and expectations, an ageing, growing and diverse population, more severe natural disasters, national security threats and organisational change. Effective management of fire and emergency services to address these challenges will lead to greater community confidence, trust and improved delivery.

The work undertaken by AFAC and its members goes to the heart of the overarching principles articulated in the strategic directions, Primacy of Life, Trust and Confidence, Interoperability, and Accountability.

The Strategic Directions have become fundamental to the work of fire and emergency services. They have assisted our sector coming together like never before. Shared commitment, a unified vision and focus in achieving the strategic directions, have ensured our industry is well placed to serve our communities well.

I extend my thanks and gratitude to all AFAC members, and other emergency management organisations across the sector for the commitment and collective achievements during the year.



Stuart Ellis, AM
CEO AFAC

| Background

Strategic Directions for Fire and Emergency Services in Australia and New Zealand 2017–2021 was endorsed by the Australia-New Zealand Emergency Management Committee (ANZEMC) and the Law, Crime and Community Safety Council (LCCSC) in 2016.

The Strategic Directions consist of five priority areas that reflect a shared vision and joint commitment to safe and secure communities in Australia and New Zealand.

The five strategic directions are:



1. Supporting resilient communities through risk reduction



2. Providing trusted response and facilitating the transition to relief and recovery



3. The source of credible and timely information



4. Effective governance and resource management



5. Informed by knowledge and research

The expectation within the AFAC National Council is that the strategic directions will be considered in the development of each agency's strategic plan. Together with states and territories and the Australian and New Zealand Governments, the priorities are shaping the future of emergency management.

AFAC is proud to present the Strategic Directions Achievement Report 2017 to Ministers who have responsibility for law, policing and emergency services. This report provides examples of industry and jurisdictional activities in support of the strategic directions.

AFAC expresses gratitude to all members and affiliate members for their commitment to delivering on the first Strategic Directions Achievement Report. AFAC acknowledges the agency representatives who shared their own case studies. These contributions have ensured the final result is wide-ranging and reflective of the work undertaken by the fire and emergency services industry.

V. RURAL FIRE S

REALLY DO WORK

TODAY'S FIRE DANGER

LOW MODERATE HIGH EXTREME

Don't play with fire says: DON'T PLAY WITH FIRE!

NSW RFS Meeting
Image: NSW Rural Fire Service

4

NSW RFS Meeting
Image: NSW Rural Fire Service

DIRECTION 1:

Supporting resilient communities through risk reduction



The *National Strategy for Disaster Resilience* highlights the collective responsibility of all sectors of society including governments, business, communities and individuals.

The industry is well aware of the inherent disaster risks and the need to provide advice, education and information to mitigate those risks. Once policy, planning decisions, construction options, compliance requirements and individual choice have been determined, the focus turns to preparedness and risk reduction with and for the community. At the same time the industry has a standing capability for response to any residual risk, should an emergency still occur.

The industry is not solely responsible for reducing risk, or creating resilient communities. It is one of the sectors collectively responsible for supporting the achievement of those goals. A range of risk management and mitigation activities and services specifically to help communities better understand risk and take appropriate action to mitigate and manage that risk are delivered.

A variety of approaches and strategies are used to enhance public safety. These include community education, community engagement, community development, partnership development, legislation, Codes and Standards, influence and advocacy for innovation and improvements, and broader risk mitigation activities and initiatives.

A fundamental goal of this work is to build a sense of shared responsibility with the community and empower them to exercise choice and take responsibility, thereby reducing their reliance on fire and emergency services.

Fire and emergency services contribute to resilient communities through:

AFAC Bushfire Fatalities Guideline

Initiative Driver: The catastrophic bushfires of Black Saturday 2009 tested human endurance and the capability of fire and emergency service providers. Lessons identified from research into those who survived and perished during the tragedy are being applied by agencies to help their communities plan and prepare to survive catastrophic bushfire.

Aim: An AFAC project team developed the industry guideline, *Community Safety Messaging for Catastrophic Bushfires: Lessons Learnt from Black Saturday Bushfires, Victoria 2009*, from the research insights into national doctrine for community engagement and safety practitioners. The aim was to build useful guidance, based on research evidence, for key messaging in the lead up to, during and immediately after catastrophic fire.

Features: The guideline captures the key findings of the Victoria Police report *Lessons Learnt from the Black Saturday Bushfire*:

Information for Fire Agency Managers of Community Safety, and expands on the major findings of the report. Each set of key messages is accompanied by the related major learning from the report and more detailed information about the context of each issue, including a real life example.

Outcomes: A resource for use by community safety and engagement practitioners was developed. The key messages in the guideline are easily adopted by fire agencies into community education materials for communities exposed to bushfire risk. The resource, approved in late 2016 as national doctrine, provides guidance and context for applying the learnings to key messaging before, during and immediately after catastrophic bushfire. It includes situations such as planning, understanding warnings, determining exit routes, and seeking shelter.

Australian Disaster Resilience Handbook 7 Collection – Managing the Floodplain

Initiative Driver: Since 2009 the National Flood Risk Advisory Group (NFRAG) has been working to improve community flood resilience and flood risk management in Australia through update and expansion of best practice floodplain management guidance consistent with the National Strategy for Disaster Resilience. This enables more users to contribute to management of flood risk.

Aim: In 2016/17, NFRAG supported by the Australian Institute for Disaster Resilience (AIDR), reviewed and updated the *National Handbook 7 Collection – Managing the Floodplain*.

The aim was to facilitate exchange of practice, research, information and knowledge, mapping and modelling in relation to flood risk management. It also provided a collegiate pathway for sharing and improving floodplain management practice, making recommendations on best practice in that can be implemented within the management frameworks of the different jurisdictions.

Features: NFRAG provides support to the Australian New Zealand Emergency Management Committee (ANZEMC) and its subcommittees in relation to flood risk management issues. NFRAGs ongoing membership comprises representatives from each jurisdiction and stakeholder organisations.

Outcomes: The *National Handbook 7 Collection – Managing the Floodplain* comprises eight documents. Handbook 7 outlines the nationally agreed principles and guidance on best practice in flood risk management, and is supported by five guidelines, one template and one practice note which facilitate embedding the Handbook 7 collection guidance in local flood risk management practice. The collection is freely available on the Disaster Resilience Knowledge Hub.

Background documents on flood hazard and approaches for estimating flood fatalities relevant to floodplain management have also been produced.

Home fire safety and Community and Health Sector Workers

Initiative Driver: Older people, people with disability and those who experience disadvantage are all high fire risk groups. They are predicted to grow to unprecedented levels, particularly older people who will account for a quarter of the population over the next decade. Additionally, sector reform in aged and disability, will result in care predominantly being provided at home.

Aim: The aim of this project was to reach high risk groups via the care workers that support them. This project was developed by the MFB in partnership with AFAC and fire services nationally and involved:

- Lobbying for the inclusion of home fire safety information in the Vocational Educational and Training for community and health sector workers.
- Development of the Basic Home Fire Safety Training Materials for Registered Training Organisations (RTOs) for use in all states and territories.

Features: The training materials are a benchmark for the community and health services industries in relation to the fire safety of clients and workers. The information includes advice about high risk groups, fire prevention and maintaining working smoke alarms.

In addition to the use of the training materials in training by RTOs, all Australian fire services recommend the materials are used by community care providers for the induction of new workers and skills maintenance of existing workers.

Outcomes: The impact of this initiative is predicted to deliver an improved safety outcome for nearly 900,000 older Australians alone who access Commonwealth funded programs alone.

Prescribed Burning Toolbox

Initiative Driver: Fire and land management agencies undertake prescribed burning to support resilient communities through risk reduction and promoting landscape health. The agencies have developed a range of useful tools to support prescribed burning decision making and stakeholder engagement. They have recognised that there are missed opportunities for sharing existing tools and collaborating in the development of future tools that could be better facilitated through a national Prescribed Burning Toolbox.

Aim: Prepare a catalogue of available tools to enable prescribed burning agencies to know what tools are available to support their business practices.

Features: Prescribed burning is a complex process that requires consideration of a wide range of factors. Tools provide a mechanism for the assessment of multiple factors to provide insights that support prescribed burning decision making and community and stakeholder engagement. The Prescribed Burning Toolbox provides a description of the form and functions of each tool, and relevant copyright and usage

arrangements. The functions identified through the compilation of existing tools include:

- fire behaviour prediction
- fire growth simulation
- asset evaluation
- planning and procedural advice
- cost benefit analysis
- fuel assessment
- risk assessment
- ecological assessment
- treatment prioritisation
- smoke dispersion prediction.

The tools include field guides, reports, spreadsheets and purpose built software applications.

Outcomes: The Prescribed Burning Toolbox includes 51 tools that have been identified through a collaborative data collection process. The first version of this toolbox has been distributed to fire and land management agencies.

Tasmania Fire Service Bushfire-Ready Neighbourhoods Program

Initiative Driver: In 2008 Tasmania Fire Service (TFS) reviewed the impact of its then bushfire education campaign. New research was emerging, focusing on how individuals interpreted risks and the influences that motivated them to act on that risk.

TFS engaged the University of Tasmania and the Bushfire CRC as research partners to understand the motivations and influences that drive householder decisions on whether and how to prepare, and to trial a community development approach.

Aim: Flipping from a 'top down' to a community-based approach to fill the gap between the concept and practice of shared responsibility, the Bushfire-Ready Neighbourhoods (BRN) aims to build resilience and capacity in bushfire prevention, preparedness and response in Tasmanian communities, through a sustainable community development approach.

Features: The success of the program has been founded on strong evidence and guided by best practice principles in community development and project planning. Critical factors have included:

- collaborating with and actively involving all stakeholders
- being innovative, flexible and creative in approach
- training and development of staff and volunteers
- investigating and applying sector research findings and reinforcing the message of the program 'Individuals, TFS, communities. We all play a part'.

Outcomes: On average community members completed an additional five preparedness activities including:

- planning exactly how to evacuate under different circumstances
- a written bushfire survival plan
- a clearing on the fire-prone side of the house
- a set of protective clothing for householders planning to stay and defend
- every person who intended to stay and defend the house had
- practiced, and were clear on their bushfire survival plan.



Mt Rumney Community Field Day
Image: Tasmania Fire Service

DIRECTION 2:

Providing trusted response and facilitating the transition to relief and recovery



The practice of emergency management incorporates the framework of Prevention, Preparedness, Response and Recovery (PPRR), underpinned by the principles of risk management – where the risks to life, property and the environment from a range of hazards are identified and appropriate measures taken to address them.

Fire and emergency services provide the best incident management services. This includes responses before, during and after the event, expert advice and advocacy for community safety outcomes.

Through the shared commitment by the industry to provide a trusted response, practitioners and technical experts are working to review and develop new operational doctrine for the provision of incident and disaster management and interoperability. They foster and promote the sharing of case studies emanating from the delivery of their services. There is a commitment to undertake analysis of emerging trends and to provide advice and guidance on information and data requirements to capture agency activities and performance.

There is a strong focus, in this and other strategic directions, on incorporating knowledge and research into the practice of emergency management. It is important that such research is available so that practitioners and technical experts are able to keep pace with contemporary expectations and requirements.

Associated with this direction, AFAC and a number of its member agencies have long-standing partnerships with the fire and emergency service organisations in the Pacific Islands.

Fire and emergency services reliably respond when required by:

AFAC evidence-based IMT exercising program

Initiative Driver: Simulation is a key strategy for assessing capability. Simulation-based exercises for incident management teams (IMTs) provides an opportunity to engage personnel in relevant, targeted and robust professional development and to provide the quality of evidence needed to make judgements about competence.

Aim: The program aimed to build on findings from the CRC programs, and other research, and explore how IMT exercises can be better designed, developed, delivered and evaluated to build individual and team capability.

Features: Simulation (human generated) exercises (strategic and tactical) support incident management capability development. Exercises within agencies help personnel to work with internal policies and procedures. Joint agency exercises provide opportunities for personnel to familiarise themselves with other systems of work. Multi-agency exercises enable

standing orders, standard operating procedures and protocols to be tested, re-evaluated and adjusted.

This program supports industry to build its capability in how to develop IMT exercises that can be used as evidence for predicting whether an individual, or team, has the capability to perform an IMT role.

Outcomes: AFAC conducted two Simulation Training Clinics involving 53 participants from the emergency management sector. The clinics actively engaged participants in how to plan for, deliver and assess simulation-based exercises for IMTs to achieve optimum individual and team learning outcomes, and creating psychological and physiological fidelity. Armed with strategies and evidence-based resources, these participants can use their expertise and learnings from the clinic to build the capability of others in their agency.

AIIMS 2017

Initiative Driver: The Australasian Inter-service Incident Management System (AIIMS) is an integral part of emergency management doctrine for the fire and emergency services industry within Australia. Given the potential scale and complexity of impact of events we are faced with, and the all hazards – all agencies approach, the need for agencies to work collaboratively in incident management is more critical than ever.

Aim: The production of AIIMS 2017 is the latest step in the evolution of incident management in Australia. The aim was to capture the learnings from many insights, both from formal research findings and guidance provided by a number of reviews and inquiries into the management of incidents in recent years.

Features: AIIMS 2017 was guided by 33 proposals for change, which led to new chapters being included on regional and state

arrangements, relief and recovery and the management of traditional and non-traditional volunteers. Additional updates to the manual included the introduction of mission command and commander's intent; identifying social media as source of intelligence; the use of advanced technology, including UAVs and drones, and the role of intelligence in managing these resources; and creating a concise incident action plan and common operating picture.

Outcomes: Through the application of AIIMS in training, exercising and incident response, people from fire and emergency services, government, not-for-profit agencies and industry have been able to build trust and confidence in each other's ability to work together and effectively manage the most challenging of incidents.

National Resource Sharing Centre International Deployments Agreements

Initiative Driver: There has been a 17 year history of wildland fire resource sharing between Australia, Canada and the United States. To update and modernise the arrangements for the future, the National Resource Sharing Centre, (NRSC) has been in negotiations with the US Departments and the Canadian Interagency Forest Fire Centre (CIFFC), on behalf of the Federal Government of Canada.

Aim: With contemporary arrangements in place Australia can maintain a productive partnership with the key agencies in both Canada and the United States to share resources for mutual fire response assistance and for fire management outcomes.

Features: As of January 2017 Australia through Emergency Management Australia, has signed country to country

arrangements with Natural Resources Canada and the Chargé d'Affaires at the US Embassy on behalf of the US Departments of Interior and Agriculture. These arrangements bring a truly national perspective to the ongoing relationship and partnerships with North America for fire management into the future.

Outcomes: Underpinned by these national arrangements Australia provided an unprecedented number of personnel to Canada in 2017 for deployment into British Columbia for support during a challenging wildfire season. This highlights the sound relationship between the three countries that will provide the platform for global wildfire resource management into the future.

Pacific Islands Emergency Management Alliance and Liaison Network

Initiative Driver: AFAC member agencies are committed to supporting fire and emergency services in Pacific Islands Countries and Territories as a partnership of equals and in a spirit of mutual cooperation.

Aim: The Pacific Islands Liaison Officers Network (PILON) aims to share information and good practice in relation to member agencies' twinning arrangements with Pacific Island Countries and Territories and support reporting of outcomes.

Features: AFAC members have bilateral arrangements with Pacific Islands Emergency Management Alliance (PIEMA) member nations Fiji, Samoa, Tonga, Vanuatu, Cook Islands, Niue, Papua New Guinea, Solomon Islands, Kiribati, Niue, Timor, Tuvalu and Nauru.

In 2016 PIEMA launched its Strategic Agenda 2020, outlining aspirations for strengthening resilience and emergency management capability within the Pacific. AFAC member activities in the Pacific contribute directly towards the Pacific Strategic Agenda 2020 Key Result Areas:

- common doctrine
- relationships and leadership
- advocacy and profile
- professionalisation.

Outcomes: PIEMA and the Pacific Community Secretariat have worked together with the Australian and New Zealand governments to develop PIEMA's future emergency preparedness and response program 2017-2021.

Members have conducted skills gap analysis and training, delivered introductory AIIMS courses, provided essential equipment including Personal Protective Equipment and fire truck donations, and supported incident response and recovery efforts when formally requested.

The partnerships between AFAC members and Pacific Island fire and emergency services have resulted in institutional reform and strengthening of capability in the Pacific region. Broader outcomes include examples of fire services becoming involved in all hazard response and are demonstrating closer liaison with ambulance, military and police.

National Recovery Workshop

Initiative Driver: Recovery from disasters is complex. Understanding where we have been and where we are heading is key to positioning ourselves to better support communities impacted by disasters. Planning for recovery is integral to preparing for emergencies, and is not simply a post-emergency consideration. Recovery commences with planning and responding to an emergency and continues until after the affected community can manage on its own.

Aim: At the directive of the Commonwealth Attorney-General's Department, the Australian Red Cross, supported by the Australian Institute for Disaster Resilience and representatives from the Attorney-General's Department and the national Recovery Sub Committee, hosted a thought leadership recovery workshop to review the Australian recovery agenda.

The objective of the workshop was to reflect on the changes in the recent history and future direction for recovery, and deliver

clear statements and priorities for disaster recovery in Australia, particularly developing an understanding of our key strengths, areas for development, and future focus areas.

Features: The workshop brought together over 70 participants from across Australia including the three tiers of government, representatives from disaster impacted communities, community and social service organisations, emergency services, private and insurance sector, universities, NGOs and not-for-profit organisations and consultancies.

Outcomes: At the end of the workshop participants had developed a clearer understanding of the key problems, causes and effects of community recovery. A report will be prepared outlining the key opportunities and challenges in different aspects of recovery with a list of identified key priority issues, with suggested ways forward. This will direct and inform national planning and strategies over the next five years.



Fire & Rescue NSW training for Solomon Islands Fire and Rescue
Image: Fire & Rescue NSW

DIRECTION 3:

The source of credible and timely information



Fire and emergency services are committed to providing credible and timely information to enable individuals and communities to make appropriate, informed and timely decisions. Response by emergency services is not always possible, particularly during natural disasters when the scale of the emergency may overwhelm response efforts.

To address this, the industry has focused on the development of new operational capabilities to keep the community well informed before, during and after events, acknowledging that this output is as important as operational response.

Technology is maximised, including data and provision to mobile devices, to rapidly advise and warn the community about emergencies that are likely to impact them. New technologies support dispatch of resources in a more timely and efficient way.

Working closely with other agencies such as the Bureau of Meteorology, the industry incorporates predictive forecasts and warnings, available intelligence, including local knowledge and historical information, to develop warnings messages that identify the likely impact of the hazard on communities. The intent is to provide consequence based warnings, inclusive of key safety messages and recommended actions to increase community preparedness prior to and during the emergency.

This is underpinned by the investment from the industry in the development of predictive models which can provide the best available advice based on existing information.

Fire and emergency services provide credible and timely information by:

NAFC ARENA aviation management support system

Initiative Driver: The role of aviation in supporting the management of emergencies has developed rapidly over recent years. Aircraft are now integral to the overall task of managing fires and emergencies, and in providing information to keep communities informed. To operate safely and effectively, aircraft require specialised management and support, which in turn depends on quality information.

Aim: ARENA is a comprehensive national information system to support fire and emergency agencies in the safe and effective application of aerial resources. ARENA aims to deliver quality, reliable, integrated information to improve the management and administration of aviation capabilities and activities.

Features: ARENA has been developed by NAFC in collaboration with agencies around Australia. It assembles, synthesises and presents to users a single source of quality information.

It provides decision support tools for deployment and application of aviation resources. ARENA shares information within and between agencies and aircraft suppliers. ARENA can also operate standalone to create common operating pictures. Record keeping is automated for improved administration. ARENA allows multi-layered analysis of aviation business management and operations, enabling continuous improvement.

Outcomes: The introduction of ARENA has underpinned significant improvements in the management of aerial resources, providing integrated information for agencies and aviation industry suppliers. Operational and administrative risks are reduced. The system provides improved interoperability and opportunities for inter-jurisdictional resource sharing. A further benefit has been the provision of derived intelligence to assist agencies in managing incidents and informing communities.

National Warnings Group Establishment (Recommendations Report)

Initiative Driver: The National Review of Warnings and Information provided an opportunity to investigate across a multi-hazard and national sphere, how warnings and information are provided to communities during emergencies. The National Working Group for Public Information and Warnings (Warnings Group) was formed in response to Australia New Zealand Emergency Management Committee (ANZEMC) endorsement of Recommendation 1 of the Review. AFAC National Council endorsed the establishment of the Warnings Group as part of the AFAC Collaboration Model.

Aim: The Warnings Group is tasked with sharing the outcomes of the Review, addressing the findings and opportunities, and overseeing implementation of the Review Recommendations.

Features: The group meets regularly to progress the implementation of the recommendations, including:

- developing national doctrine
- pursuing greater national consistency of warnings frameworks across jurisdictions

- improving use of technology including social media
- building partnerships with third parties to improve dissemination of warnings
- developing and commissioning targeted research.
- Good progress has been made towards the implementation of these recommendations by jurisdictions, and at a national level.

Outcomes: The group provides practitioners, who are responsible for issuing warnings in their jurisdictions, an opportunity to share knowledge and research to enable greater consistency in the communication of warnings across the country. Outcome measures for warnings have been drafted, and agencies are undertaking post-incident evaluation, research and reviews to better understand the uptake of warnings by affected communities.

NRSC National Capability Statement Refresh (Phase 1)

Initiative Driver: In 2015, the Attorney-General's Department Emergency Management Australia (EMA) and AFAC partnered to develop the first *National Statement of Capability of Fire and Emergency Services* (the Statement). 30 of Australia's fire and emergency service agencies participated in the first Statement.

Aim: To update the Statement to provide a single consolidated picture of the capabilities that enable Australia to respond to emergency incidents and to provide a basis for assessing the limitations of those capabilities.

Features: The Statement was a detailed document which provided an insight into the current capabilities across Australia. It was assessed by Commissioners and Chief Officers Strategic

Committee (CCOSC) as requiring a biannual review. The statement provides an opportunity to ensure that the nation's fire and emergency service resources can be quantified and appropriately optimised during large scale and or multiple events as well as providing an opportunity for state and territory governments and the Australian Government to plan future capabilities.

Outcomes: With phase one of the assessment complete a decision needs to be reached about the continued development of the process leading to phase two and what that would encompass. It will require a detailed and complex process to establish a higher level of resolution around the capability resource held by participating agencies across Australia.

Predictive Services Group

Initiative Driver: The vision of the Predictive Services Group is 'taking the surprise out of bushfires for safer communities'. Improved predictive services will support agencies to better forecast risk to support more effective risk mitigation activities, and agency and community preparedness. It will assist fire agencies when responding to bushfires and providing information and warnings to the public.

Aim: The Predictive Services Group was established in early 2017 as the strategic advisory group to AFAC Council on predictive services. The group is nationally focused and aims to advocate the future directions of predictive services through collaboration and coordination, with an initial focus on bushfire.

Features: The Predictive Services Group has established effective liaison with the Bureau of Meteorology (BoM) Hazard Services Forum to improve weather forecasting products for

bushfire, and provides strong input to the BNHCRC research program and the National Fire Danger Rating System project. The group has also supported the Fire Spread Simulator Evaluation project and will lead the implementation of the project outcomes. The group is developing long term research and investment strategies to further improve predictive services and established a practitioners network to improve capability by providing professional development and sharing lessons learnt among fire behaviour analysts.

Outcomes: The Predictive Services Group has created a focal point for leading research and innovation, systems development, and building capability within the sector to improve predictive services to provide better information to fire agencies and the community to address bushfire risk.

Country Fire Service Messages Informed by Research

Initiative Driver: Following the 2009 Victorian bushfires, the South Australian Country Fire Service (CFS) adopted *The National Framework for Scaled Advice and Warnings to the Community*.

In 2014 and 2015 South Australia experienced a number of significant bushfires. The CFS engaged the Bushfire Natural Hazard CRC (BNHCRC) to seek community feedback on the effectiveness of community engagement programs, public information and warnings. BNHCRC reviewed and recommend improvements to their bushfire messaging.

Aim: To improve the effective delivery of accurate, high quality, meaningful and easily accessible information that enables people to make informed decisions during an emergency.

Working with community members, partner agencies and those directly affected by bushfire, CFS adopted a continuous improvement approach using independent research to identify opportunities for improvement.

Features: Recommend improvements to bushfire messaging included prioritising warning content (key messages at the top), simplifying the language and providing a map to supplement information which shows the location, warning area and direction of the fire.

CFS bushfire messaging now shows the fire scar area and potential impact areas on maps emailed to subscribers, displayed on CFS social media channels, CFS website, and the all hazard Alert SA website and mobile app.

Outcomes: Learning from the experience of previous bushfires and from community feedback, CFS has successfully developed and implemented a series of information enhancements and delivery improvements to its warning system.

Online resources effectively deliver accurate and timely messaging across multiple channels while enhancements to CFS disaster resilience programs ensure continued community engagement and improved preparedness.

The Pinery fire was reported at 12.05pm, an Advice message issued, and within 22 minutes an Emergency Warning Message was issued.
Image: M Bonser



DIRECTION 4:

Effective governance and resource management



Fire and emergency service organisations operate in a dynamic and complex environment characterised by degrees of uncertainty, ambiguity and change. Leading emergency service organisations requires robust governance and methods of resource management that are legitimate, transparent and accountable. While AFAC members provide specialist emergency management services, they also manage significant capital infrastructure, information management systems, communications networks, large fleets, equipment and resources in Australia and New Zealand.

AFAC members recognise that their greatest asset is their people. Our members represent a workforce of 288,000 personnel. 254,000 are registered volunteers, 34,000 are paid staff in career roles and 6,000 are retained or part-time staff. A diverse and geographically dispersed workforce, however, requires optimal human resource management strategies, industry-wide workforce planning and targeted capability development. To meet the needs of a geographically-dispersed, volunteer workforce requires innovative, targeted and flexible strategies for their recruitment, engagement and retention. The industry recognises that this is a significant need and their members work with volunteer associations to share their expertise in this field.

Emergency management is inherently risky and managing a large workforce requires an evidence-based approach to issues of national and international importance such as standards development, worker health and safety and mental health and wellbeing. While the industry operates within legislative and regulatory arrangements, its members share their collective knowledge and expertise by collaborating to achieve consistent outcomes that reduce duplication of effort and ensure the safest possible environment for the community and personnel.

Fire and emergency services maintain effective governance and resource management by:

Emergency Management Professionalisation Scheme (EMPS)

Initiative Driver: EMPS has been established to support and assist individuals develop along a professional pathway, reinforcing current and future capability needs of the fire and emergency services industry and recognizing the highest levels of professional standards.

Aim: AFAC lead the development of EMPS and the initial pilot for incident controllers, transitioning from an occupation to a profession. EMPS provides a mechanism to establish the standards that define emergency management roles and their national recognition. It provides for respect and recognition of specialists within the emergency management industry.

Features: The EMPS includes:

- the Emergency Management Register, a national register
- a suite of underpinning Professional Standards and guidance documents

- evidence-informed core Incident Management Team capabilities
- an industry-wide Panel, governed by the AFAC Board.

Outcomes: This is a significant industry initiative that will lead to recognition of emergency management as a profession and improved capability and delivery to communities.

The EMPS provides career pathways for individuals and recognition of their experience and credentials. AFAC members are engaging with the scheme, embedding core capabilities within their training pathways. It improves collective capability of the industry through the robust application process, maintenance requirements and Continuing Professional Development (CPD) opportunities available.

It is a long term commitment to better community outcomes. Providing assurance to the community, government and each other practitioners are certified to undertake their duties.

Male Champions of Change

Initiative Driver: AFAC recognises that diverse and inclusive organisations are fundamental for capable workforces. The reality is persistent low levels of gender diversity and inclusiveness within some agency workforces. AFAC National Council has agreed to an initial focus on improving gender diversity to enhance broader diversity and inclusiveness within the workplace. They acknowledge a need to commit to a journey and that leadership and ownership are required. In an industry dominated by men, AFAC turned to the internationally renowned Male Champions of Change (MCC) and have formed a Fire and Emergency Program.

Aim: MCC Fire and Emergency aims to advance gender equity, inclusive cultures and achieve significant and sustainable improvements in the representation of women in our workplaces, including senior leadership positions amongst paid staff and volunteers.

Features: AFAC Council members are MCCs for their organisations and the industry and more widely within society. They are supported by senior organisation representatives, Implementation Leaders, who are members of the AFAC Diversity and Inclusion Group.

Outcomes: The MCCs and Implementation Leaders have embarked on a program of exploring an understanding their own leadership style in relationship to gender diversity and inclusion. This has involved many one on one conversations and reflections. This initiative is being followed up with 'listen and learn' focus groups around the country. The outcomes of forums will be aggregated and synthesised, and will form the basis of action plans.

Psychological First Aid Webinar

Initiative Driver: AFAC members recognise their people as their greatest asset and supporting their wellbeing is a priority. The psychological first aid (PFA) of people underpins their ability to perform effectively, regardless of their role. In situations of heightened stress, such as in emergencies, this becomes even more important.

Aim: To provide a series of activities offering professional development to the emergency management community. This webinar provided an evidence-informed approach to PFA. It was strongly linked to the requirements for the Emergency Management Professionalisation Scheme (EMPS), managed by AFAC.

Features: The webinar was an introductory overview of the core issues and challenges for the industry. It provided insight with perspectives from:

- an urban fire chief

- an incident management volunteer with practical perspective of delivering PFA, and
- an industry mental health researcher.

Outcomes: The webinar reached out to our broader workforce including volunteer personnel, attracting 170 attendees. Targeted through the AFAC membership many groups also hosted live streaming resulting in a further pool of some 100 viewers. The webinar recording was made available and remains viewable as a CPD opportunity for participants in the EMPS.

The webinar encouraged information sharing and engagement with members, focusing on the need for PFA. The SES was prominently engaged, raising awareness amongst incident managers. The feedback suggested the practical and research perspectives better informed agencies and stimulated a desire for further development in this space.

Standards – Domestic and International

Initiative Driver: AFAC play a key role developing and revising Australian and International Standards which advance and guide interests of the broader emergency management sector. These include Standards Australia, Joint Standards Australia and New Zealand Standards committees (AS/NZS), International Standards Organisation (ISO) and National Fire Protection Association (NFPA).

Aim: AFAC and its members have a significant voice to drive progress in the sector through the Standards Network of representatives and use this process to provide input into the development and revision of key Australian and International Standards. This is achieved by AFAC members being consulted when comment is provided in relation to Australian or International Standards, ensuring the collective view of AFAC members is put forward.

Features: AFAC has more than 35 representatives who come from Australian and New Zealand fire and emergency services agencies. They provide valuable expertise when representing

the collective view of AFAC on 54 Australian and international committees and sub-committees. These committees are responsible for standards that cover the management of fire related risks such as fire protection and fire safety including, but not limited to:

- standards for firefighter personal protective equipment
- fire protection systems and equipment
- fire safety systems and equipment
- storage, transportation and handling of dangerous goods/hazardous materials
- other matters of mutual interest to AFAC and Standards Australia.

Outcomes: Standards Australia and AFAC recognise benefits including efficiencies are derived from engineering, technical and business standards and related products and services through the coordination of fire and emergency services' contributions by a single, representative body such as AFAC.

Succession Planning Framework

Initiative Driver: The Department of Fire and Emergency Services (DFES) of Western Australia identified succession planning as a process to assist in achieving and contributing to a number of its strategic directions, and in particular Valued and Capable People.

Aim: The aim was to identify and build talent within DFES. Succession planning is a proactive, systematic, regular and ongoing planning process to identify and develop potential successors to fill key leadership roles in the future. Identifying leadership development needs, developing potential successors in ways that best fit their strengths, and aligning the capabilities of individuals to the strategic and operational needs of the organisation, ensures the continued effective performance of DFES into the future.

Features: A key feature is an objective and transparent process to develop high potential people. The model adopted by DFES provides a framework which allows for a change of key personnel, with the least amount of disruption, and enables the recruitment and retention of key talent. It ensures leadership continuity in key positions, retains and develops intellectual knowledge capital for the future; and develops high potential employees who have the required leadership competencies.

Outcomes: The framework has incorporated elements from leadership and capability models from AFAC, across the public sector and relevant industries. The talent review stage defines the required experience, characteristics and traits required for key positions. Templates, tools and procedures have been developed which support the evaluation, assessment and development of those participants who have elected to opt in to the succession planning process.



Male Champions of Change Fire and Emergency
Image: Male Champions of Change

DIRECTION 5:

Informed by knowledge and research



AFAC member agencies recognise and value the benefits of evidence-based emergency management policy and practice, and how it can strengthen the work of fire and emergency services organisations. A key challenge of new research is understanding the meaning and relevance, assessing the implications of the findings and subsequently changing industry policy and practice where appropriate.

AFAC has a national research partnership with the Bushfire and Natural Hazards Cooperative Research Centre (BNHCRC). The Australian Institute for Disaster Resilience (AIDR), a partnership between Emergency Management Australia (EMA), AFAC, the BNHCRC and the Australian Red Cross, was formed to deliver a range of services on behalf of EMA, who funds the program. AIDR is managed by AFAC and complements the work of AFAC in developing and delivering a range of publications, knowledge products, professional development events, and volunteer scholarships to the broader emergency management sector.

The dissemination of research outputs through reports and presentations tailored to end-user needs is facilitated by AFAC groups and networks and the AFAC conference. Professional development events, the AFAC Knowledge, Innovation and Research Utilisation Network and industry's commitment to improving its practices through embedding relevant findings are some of the strategies used to communicate research findings and to promote their inclusion into practice.

Research utilisation is embedded into AFACs collaboration model, and is being extended into a broader emergency management domain through AIDR. The leverage provided through this national outreach allows research to be relevant and responsive to the end user context and to have maximum impact on the communities we serve.

Fire and emergency services are informed by knowledge and research by:

Bushfire and Natural Hazards CRC - National Research Priorities Initiative

Initiative Driver: The emergency management sector recognises the benefits that research can provide to assist in building Australia's disaster resilience. The research sector is keen to engage and contribute to issues of national importance. There is no consensus on the areas of research that could contribute most to advancing Australia's disaster resilience over the next decade.

Aims: The aim of the National Research Priorities Refresh was to communicate research priorities for Australia identified by the emergency management sector for the decade 2017 to 2027.

Features: The Bushfire and Natural Hazards CRC led a process to identify the national research priorities for natural hazards.

Workshops were facilitated by a peak agency body creating an authoritative statement of end user priorities. Participants in the workshops had policy or operational experience in emergency management and identified key questions in each subject area as a focus for future research.

Outcomes: The research priorities identified represent the consensus view of industry experts. This is the first time an exercise of this scale has been conducted in Australia, drawing together the collective knowledge of the sector. The priorities are documented in a suite of publications, including a high level statement of national research priorities and a set of theme specific publications. The initiative has contributed to building a strong and interconnected evidence base in natural hazards science, based on the highest needs of the sector.

Work Health and Safety Hazard Management Framework and Safe Work Guidelines

Initiative Driver: Emergency personnel can be exposed to hazards and risks when completing work tasks. These vary depending on the incident type, urgency of response and environmental conditions. Given the nature of emergency response work, it is recognised that established safe work practices and risk management approaches that apply in non-emergency situations may not be appropriate to use while responding to an emergency. Agencies have an obligation to ensure their responders are protected from hazards, as far as reasonably practicable, regardless of whether they are responding to an emergency or not.

Aim: The aim was to codify and operationalise research and analysis of good practice in recognised areas of concern for work health and safety.

Features: The WHS Hazard Management Framework provides guidance to industry on applying the underlying principles that support the management of common WHS risks. The primary focus of the framework is emergency response situations. While there are common risk management factors between emergency situations and business as usual, there are particular facets of emergency situations that require a specialised approach. The framework is not legal advice. Agencies should consider how their legal obligations to their workers are applied and to obtain appropriate jurisdiction-specific legal advice.

Outcomes: Development of the WHS Hazard Management Framework, supported by hazard and risk management safety principles and safe work guidelines for managing fatigue, heat stress and hydration at an incident. The doctrine combines research and good practice and supports a consistent approach to work health and safety issues.

Lessons Management Forum

Initiative Driver: Lessons management is a process that facilitates continuous learning through capturing, analysing and implementing lessons. Lessons Management proponents across the country identified a number of shared challenges. These include a limited understanding of the benefits of lessons management, inconsistent process across and within jurisdictions, limited sharing of lessons, missed efficiencies, varying capabilities, limited opportunity for skills development, and limited momentum for a collaborative approach at the national level.

Features: In November 2016 Knowledge Innovation and Research Utilisation Network (KIRUN) developed and hosted a 2 day Lessons Management Forum in Melbourne. Over 100 people from a broad range of emergency management agencies participated, with about half being AFAC members. The

emphasis was on sharing approaches to learning from events, and covered the barriers and opportunities for effective lessons learning in emergency management. The potential for using lessons management as a whole of emergency management learning approach, encompassing all preparedness, prevention, response and recovery, was discussed.

Outcomes: A post forum evaluation revealed high levels of satisfaction with the event, as well as a strong desire for more events and continuing collaboration. Another forum will be held in 2017 and a national community of practice has been formed. The community of practice is supported by AFAC, and has been established by Emergency Management Victoria. Lessons Management: The Community of Practice is a place for lessons management practitioners to learn from each other is on LinkedIn at www.linkedin.com/groups/13523669/profile.

National Burning Project

Initiative Driver: The National Burning Project (NBP) commenced in 2011 to develop national principles and approaches to prescribed burning.

Aim: An objective of the NBP was to use a national approach to reduce the bushfire risk to Australian and New Zealand communities by comprehensive management of prescribed burning at a landscape level that balances operational, ecological and community health risks

Features: The project was broken down into twelve components to address specific elements of prescribed burning planning

1. The science of fire behaviour and ecological responses that underpin prescriptions,
2. Designing a tool that can analyse cost and benefits when balancing objectives,
3. Addressing and managing risks associated with prescribed burning,
4. Developing guidelines to assist with prescribed burn planning,
5. Designing a Bushfire Fuel Classification,
6. Writing a National Position on Prescribed Burning,

7. Looking at the adequacy of current training competencies,
8. Writing Training Resource Kits for the competencies,
9. Investigating the possibility of national training,
10. Investigating interstate resource sharing opportunities,
11. Designing performance measures for prescribed burning programs, and
12. Collating a repository of tools that can be used for prescribed burn planning.

Outcomes: Documents produced as of 30 June 2017 include:

- Overview of Prescribed Burning in Australasia
- Review of Best Practice for Prescribed Burning
- Risk Frameworks for Operational Risks, Fuel Hazards, Ecological Risk, and Smoke and Greenhouse Gases
- National Guidelines for Strategic and Program Planning, and Operational Planning.
- Training Resource Kits for Assist with Prescribe Burning, Simple Prescribed Burns, Complex Prescribed Burns
- Synopsis Document
- National Position on Prescribed Burning.

NSW SES Volunteering Reimagined

Initiative Driver: The NSW SES has identified that communities want to volunteer in different ways to accommodate increasingly busy work and family lives. Established emergency management organisations need to adapt and embrace emerging opportunities through more flexible, diverse and inclusive volunteering models and closer partnerships with community groups, businesses, and the not for profit sector. This involves confronting very real challenges and barriers to current organisational structures and cultures, and the desire to often want to do it all themselves.

Aim: To develop a flexible volunteering model to enable a more diverse group of community members to volunteer with the NSW SES.

Features: NSW SES is utilising research from the Bushfire and Natural Hazards CRC to guide it in that journey, and to help develop and enable a flexible volunteering model. It is using different elements of the research to pilot the model in communities across the state. As part of the project NSW SES is developing ways to work more closely with spontaneous volunteers and corporate volunteers. Different ways to engage the community to be more resilient and learn about emergency management are being developed.

Outcomes: The strategy, detailed in the NSW SES Volunteering Reimagined discussion paper and project blueprint, outlines a wider range of volunteering roles and pathways for NSW SES that reflect the changing landscape of volunteering, including spontaneous volunteering, corporate partnerships and a new community action team pathway. The NSW SES is looking to lead in this space.



Image: NSW State Emergency Service



**AFAC is the National Council
for fire and emergency services**

Level 1, 340 Albert St
East Melbourne, VIC 3002

Ph: 03 9419 2388

Fax: 03 9419 2389

Email: afac@afac.com.au

www.afac.com.au