



# LESSONS MANAGEMENT FORUM 2023

DAY 2 | 28 JUNE

# Welcome

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# LESSONS MANAGEMENT FORUM 2023

DAY 2 | 28 JUNE

Thank you for joining us, the forum will commence at 10.00am AEST (Canberra time).

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# Welcome

Margaret Moreton

Executive Director, Australian Institute for Disaster Resilience (AIDR)

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# Acknowledgement to Country

AFAC and AIDR acknowledges the Traditional Owners of the land in which we are hosting this event from, the lands of the Ngunnawal people.

We acknowledge the Traditional Custodians of the various lands on which everyone online join us from today and the Aboriginal and Torres Strait Islander people participating in this event.

We pay our respects to Elders past and present and celebrate the diversity of Aboriginal peoples and their ongoing cultures and connections to the lands and waters across Australia.

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# Housekeeping

- Please ensure all phones are switched to silent
- Q&A will be through Slido, please post your questions using the Slido link and QR Code.
- For those of you online, please use the chat window to share any thoughts or reflections.
- Make sure to select 'everyone' in the dropdown menu for everyone to view your messages.
- Please be respectful to each other and our presenters when posting your comments or questions.

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# Fire and Rescue NSW operational assurance

Gerrad Brady

Fire and Rescue NSW

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FRNSW

# OPERATIONAL ASSURANCE REVIEWS

Lessons Management Forum 2023

GERRAD BRADY AND JAMIE BRINKWORTH

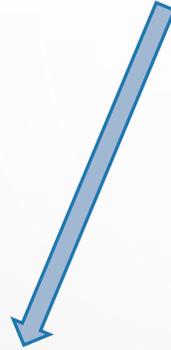


# ACKNOWLEDGEMENT OF COUNTRY



Picture: Smitha Dudaga [Bluethumb.com.au](http://Bluethumb.com.au)

# OPERATIONAL IMPROVEMENT AND ASSURANCE



## Lessons management

- Observations
- After Action Reviews
- Rapid Lessons
- SMITs



## Operational Assurance Reviews

- Reviews the knowledge, skills, and performance of front-line firefighters, to ensure operational readiness and improve safety.
- Informs, improves, and reports on the functions that support operational firefighters, including but not limited to training, doctrine, policies, and procedures.

# WHY OARS?

*‘The purpose of the new Operational Assurance Review function is to further develop FRNSW’s ability to provide assurance that it is a learning organisation’.*

*Commissioner Paul Baxter*



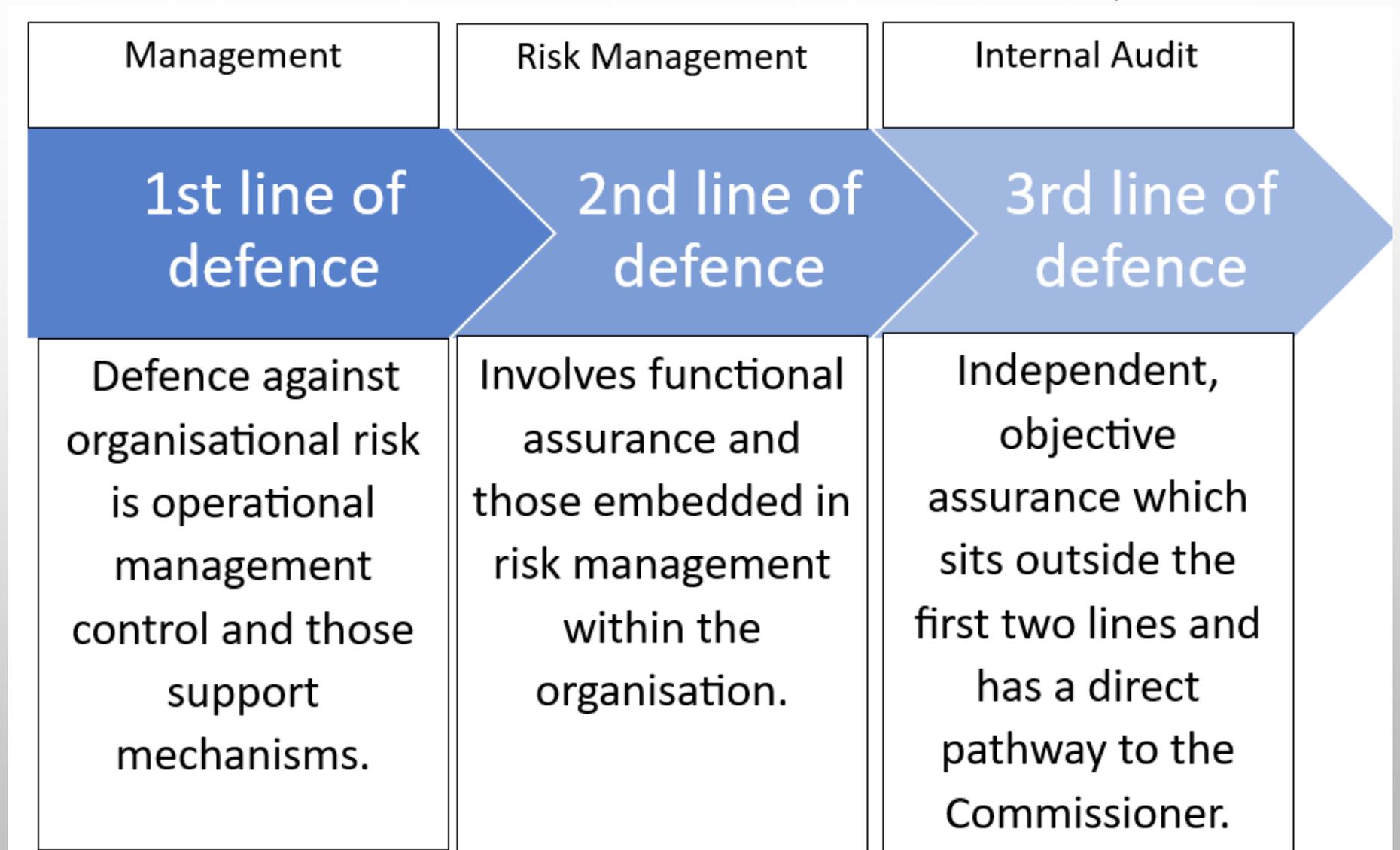
# WHY OARS?

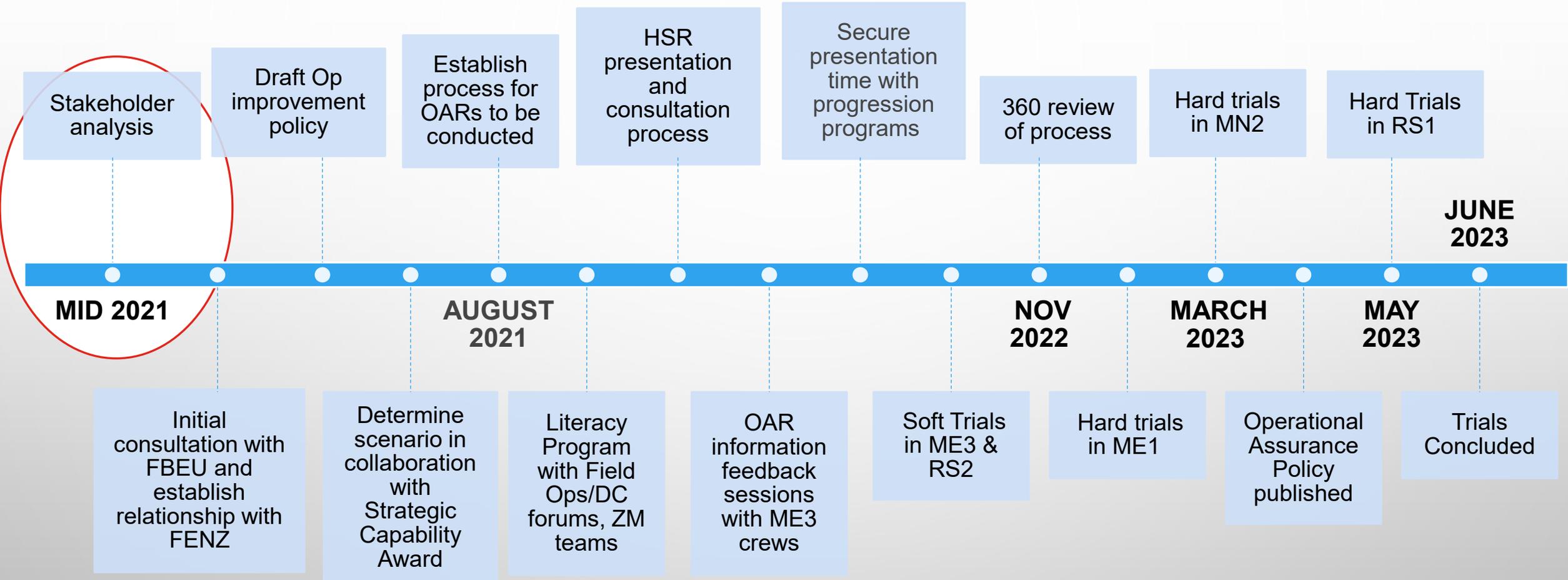


VIDEO IN FORUM RECORDING

# WHAT ARE OARS?

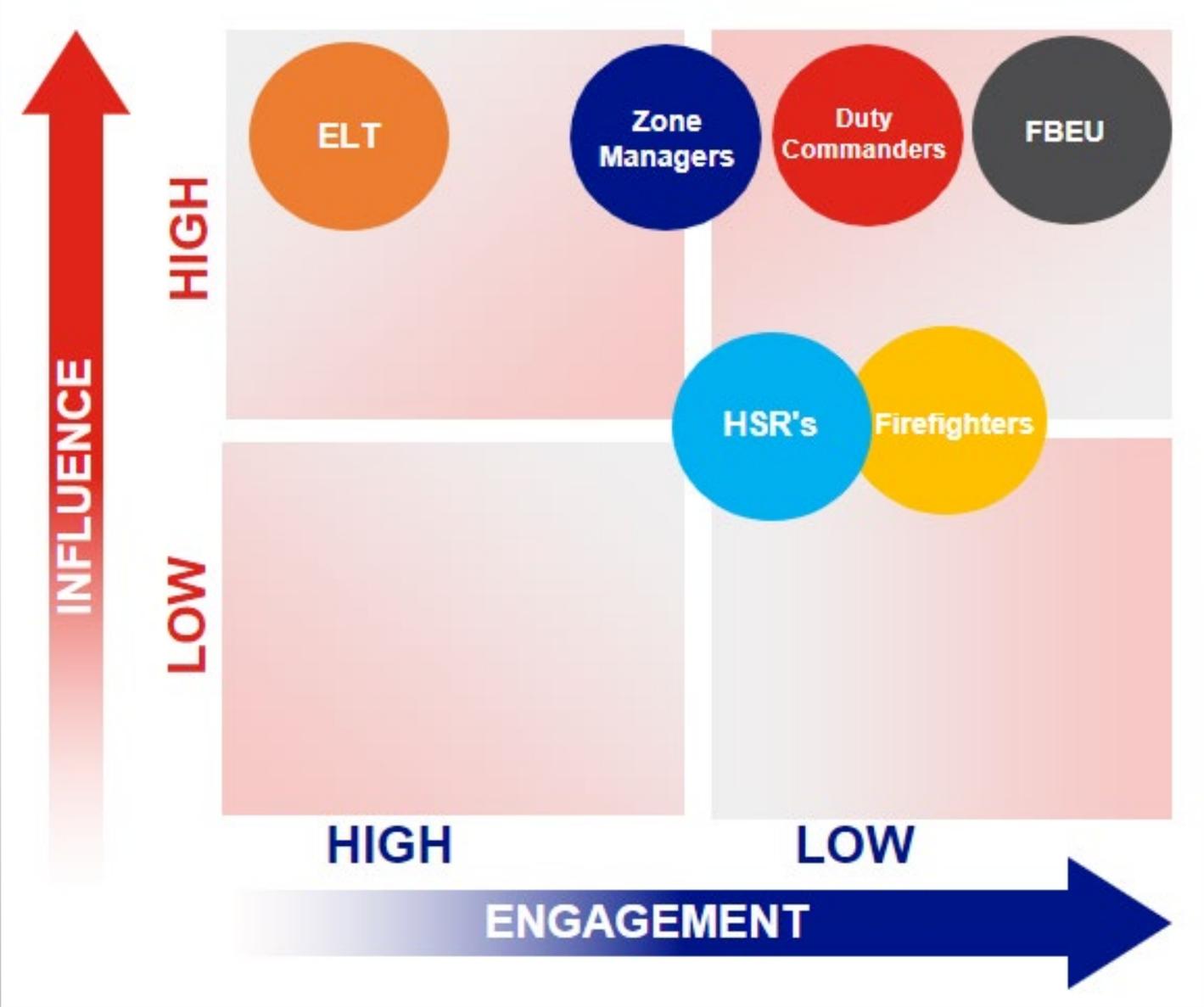
## 3RD LINE OF DEFENCE





# STAKEHOLDER ANALYSIS

HOW?



## IDENTIFIED KEY STAKEHOLDER:

### FIRE BRIGADE EMPLOYEES UNION

- INITIALLY ELUSIVE
- FBEU SITREP
- LACK OF ENGAGEMENT
- REQUIRED CONTINUAL PURSUING



 Strength in unity  
since 1910

ABOUT US > NEWS & UPDATES > RESOURCES > SHOW

## News

**Operational Assurance - Is the Blue Bird Back?**

Stage One of the current round of FBEU Sub-Branch Elections for the coming three-year term 2022-2025 concludes on Tuesday 15 March, the results are viewable [here](#).

In January this year, the Department sent through several documents relating to their planned merger of several Business units to create a new *Operational Improvement and Assurance Business Unit*.

The stated purpose of this new unit is to "extend and independently assess all elements of capability across the operational environment from a risk-based perspective".

In discussion with FRNSW this week, we now understand that this initiative looks to undercut what is a critical need for further investment in training, through the creation of two new Op Support and Assistance Commissioner roles, tasked with policing the skillset of firefighters at drills. FRNSW are giving consideration to then 'ranking' Members in an attempt to make things 'competitive'.

The creation of these new Management positions is estimated to be \$446,702 per year. Members are encouraged to consider this in the current context of FRNSW attempts to remove the 28-day act-up rule, a 0.3% pay rise last year, the non-existent construction of Oran and Marsden Park Stations, aggressive plans to close 50 Retained Stations due to staffing shortages, and the distinct inaction around health and safety.

True to form, FRNSW have missed the point here. Training improvements come from investment in training, whether it be more trainers, better training facilities, and or better access to training. The FBEU know that Members are crying out for these improvements.

We are due to let the Department know our thoughts on this program by next Wednesday 30 March, so we'd like your thoughts on it too. Please contact us at [office@fbeu.net](mailto:office@fbeu.net) with your thoughts on this proposal.

**IDENTIFIED KEY STAKEHOLDER:**

**DUTY COMMANDERS**

- RELEVANT INFORMATION IN 1 PAGERS
- STATE-WIDE Q&A TELECONFERENCES
- PRESENTED AT DUTY COMMANDER FORUMS
- HIGHLIGHTED RISK AND CONSEQUENCES
- TRANSPARENCY





# IDENTIFIED KEY STAKEHOLDER:

## FIRE CREWS

- STATE-WIDE FEEDBACK
- HIGHLIGHTING OF BENEFITS TO FIREFIGHTERS
- CONTINUOUS IMPROVEMENT OF FRNSW OPERATIONS
- NO INDIVIDUAL BLAME



FENZ



WHERE WE  
STARTED

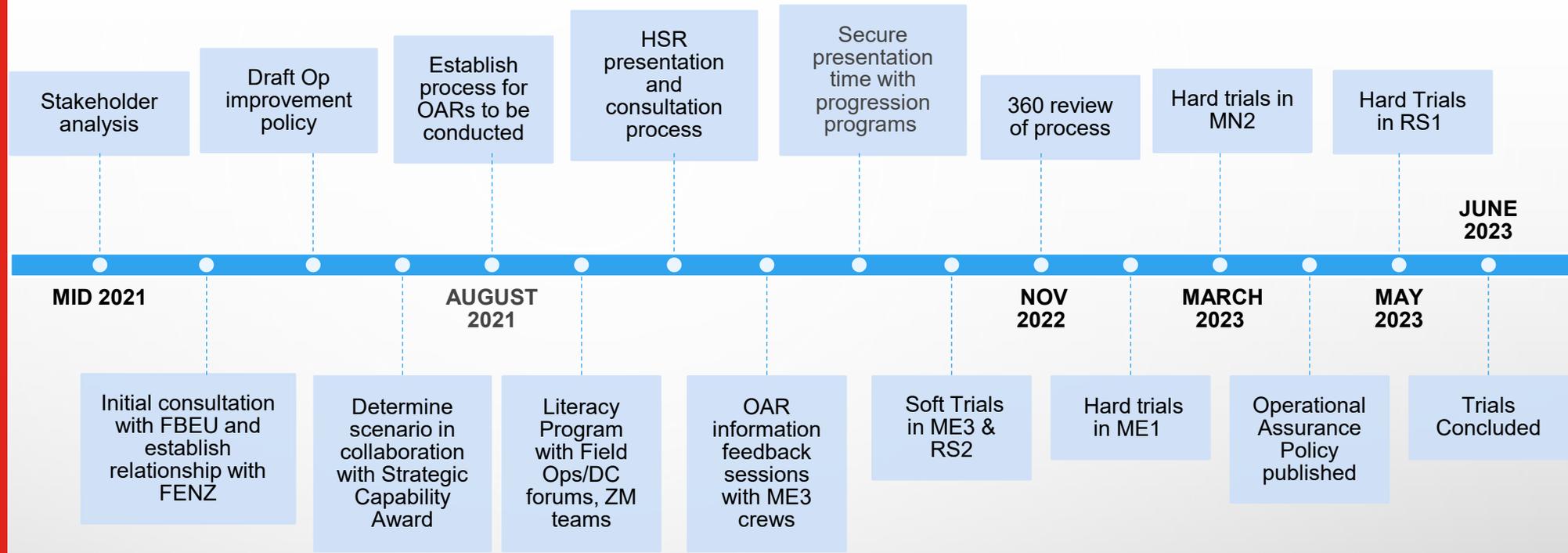
→ SOFT TRIALS



VIDEO IN FORUM RECORDING



# WHERE WE ARE NOW



- TRIALS CONCLUDED
- POLICIES
- ZONE REPORT
- ACCOUNTABILITY
- RISK ACTION REGISTER
- EXECUTIVE LEADERSHIP TEAM AND FIREFIGHTERS 😊



# LEARNINGS

## IMPORTANCE OF:



Stakeholder engagement



Firefighter engagement



Firefighter feedback



Communication

WHERE  
WE ARE  
GOING

## FUTURE GOALS/DIRECTION



**Thank you**

**Any Questions?**



**FIRE +  
RESCUE**



# Q&A

Please submit your questions to Slido.

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# Fire Rescue Victoria knowledge sharing

Steve Morgan

Fire Rescue Victoria

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# FRV Knowledge Sharing

Acting Commander Steve  
Morgan

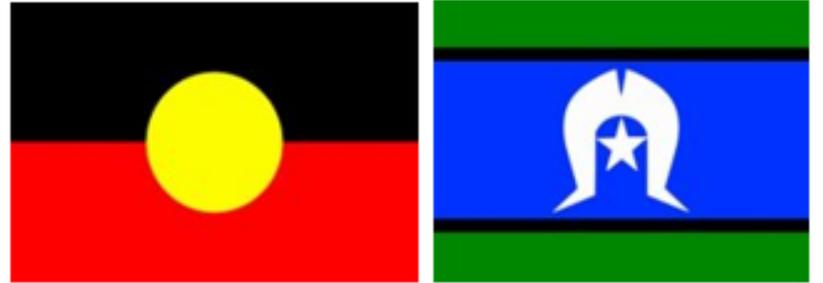


# Acknowledgement of Country

FRV proudly acknowledge Aboriginal and Torres Strait Islander people as the Traditional Custodians of the land and waters across Victoria and Australia.

We recognise their continuing connection to land, waters and culture.

We pay our respects to their Elders past and present.



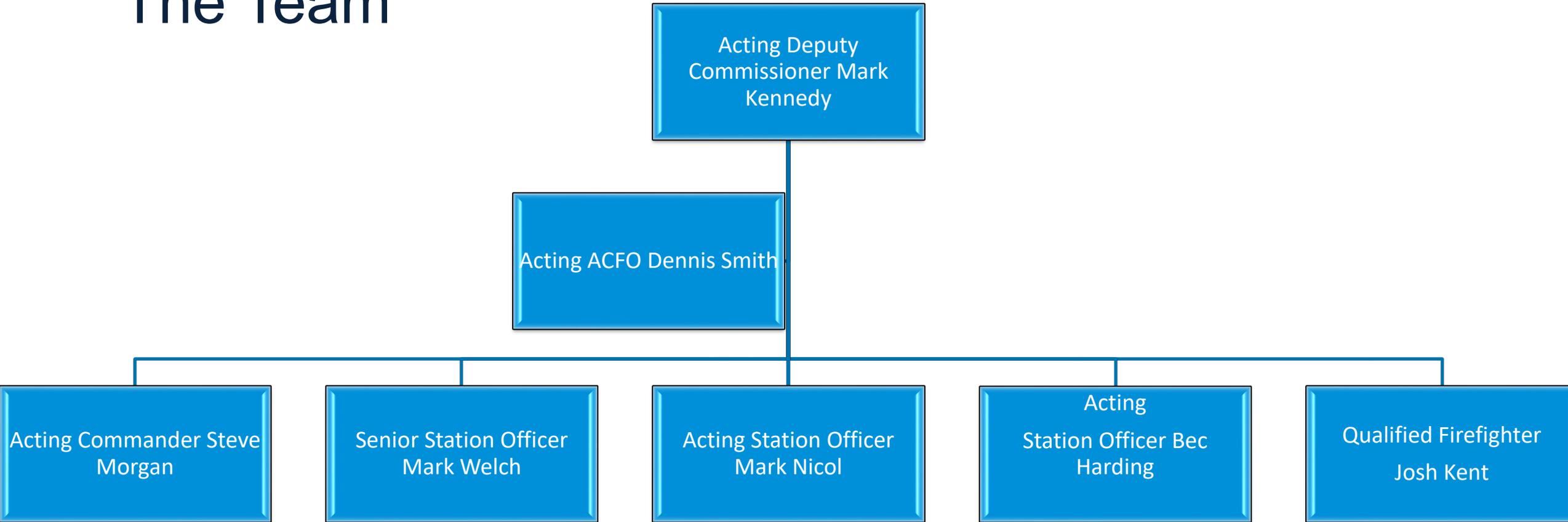
# FRV Performance and Assurance



# Knowledge Sharing



# The Team

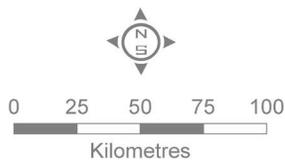
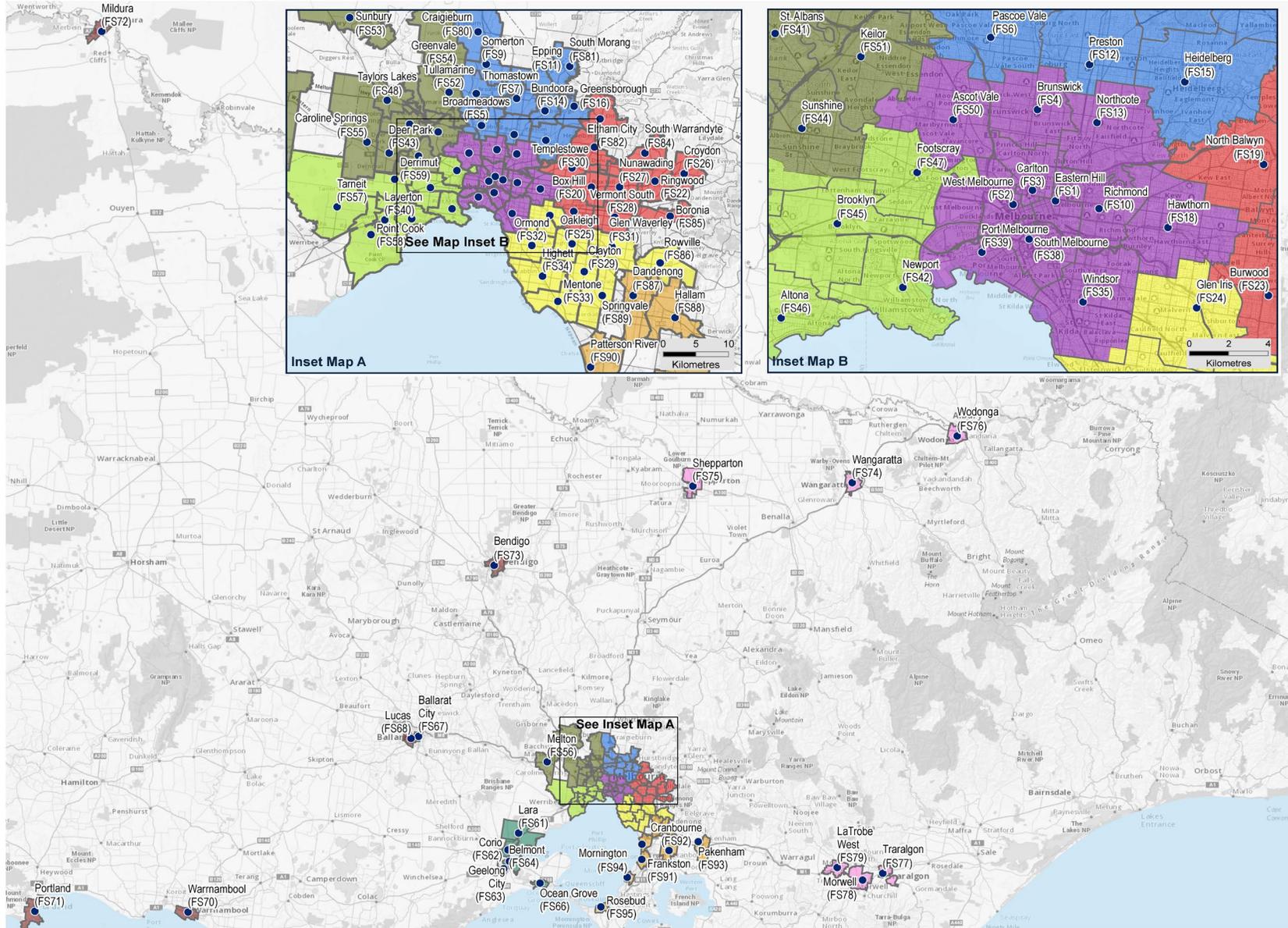


# Fire Rescue Victoria Stations and Districts



## Legend

- FRV Stations
- CENTRAL
- EASTERN
- NORTH & WEST REGIONAL
- NORTHERN
- SOUTH & EAST REGIONAL
- SOUTHERN D1
- SOUTHERN D2
- WESTERN D1
- WESTERN D2
- WESTERN D3



Map produced: 13 August 2021



# Operational Lessons Management Framework

## Operational Lessons Management Framework Policy

Approval level: ELT  
Date authorised: 14 July 2021  
Issue Date: 19 August 2021  
Revision frequency: Biennial  
Version number: 1.0



Fire Rescue Victoria

Policy No. POL 004  
Author: Performance & Assurance Department  
Custodian: Commander Performance & Assurance  
Authorised by: ACFO State Operations

### 1. INTENT

To ensure FRV Operational Personnel utilise the Operational Lessons Management Framework (OLMF) to effectively monitor and review operational response activities across Fire Rescue Victoria (FRV).

The OLMF utilises debriefs and After Action Reviews (AAR) to identify, capture, consider, monitor, and respond to successful performance and/or Opportunities For Improvement (OFI).

The OLMF is designed to complement and validate the *Victorian State Government's Monitoring and Assurance Framework for Emergency Management* and the *FRV Operational Response Assurance Framework*.

### 2. SCOPE

#### In scope

The OLMF will be used by the Performance and Assurance Department following debriefs conducted by FRV Operational Personnel.

#### Out of scope

The OLMF does not propose to provide for any Critical Incident Stress (CIS) debriefs which are already conducted by the Employee Support Program, and will not replace the existing mechanisms for injury/near miss reporting through the FRV Safe system.

### 3. REFERENCES

*Victorian State Government Monitoring and Assurance Framework for Emergency Management*

*FRV Operational Response Assurance Framework*

### 4. DEFINITIONS

FRV means Fire Rescue Victoria.

ELT means the FRV Executive Leadership Team.





## FRV Incident Debrief.

### Close the Loop Recycling 208 Hume Hwy Somerton 09/06/2022

FRV's goal is to create a learning environment, so please use this debrief as an opportunity to share learnings and possible operational improvement.

The debrief will take approximately **5 minutes** to complete. Not all questions need to be completed - if not relevant, please skip to the next question.

Remember, your observations can also lead to improved firefighter and community safety. Responses will not be used to take action against any member of staff. Please feel free to contact Performance and Assurance if you require any further assistance.

[OperationalDebriefs@frv.vic.gov.au](mailto:OperationalDebriefs@frv.vic.gov.au)

Hi, Steve. When you submit this form, the owner will see your name and email address.

#### Incident details

Please enter as many details below to ensure we can appropriately log this debrief

1. What date did this incident/ training / exercise occur?

## FRV Incident Debrief.

### Close the Loop Recycling 208 Hume Hwy Somerton 09/06/2022

#### Communications

Consider radio clarity, correct use of channels, radio procedures and external agencies.

5. Communications

	Very Poor	Poor	Fair	Good	Very good
Communications overall	<input type="radio"/>				
Communications plan	<input type="radio"/>				

6. Any other observations or comments in regards to communication?

- What was planned?
- What really happened?
- Why did it happen?
- What should we keep doing or do differently?

Back Next



## FRV Incident Debrief.

### Close the Loop Recycling 208 Hume Hwy Somerton 09/06/2022

#### Your observations

17. From your observations what worked well?

18. Would you suggest any opportunities for improvement from this incident?

Back Submit

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# Outcome reports

## Debrief Outcome Report

3rd Alarm Warehouse Fire, Foleys Rd, Derrimut, Call No. 10788,  
13<sup>th</sup> May 2022.



The FRV Performance & Assurance Unit has reviewed observations that have been submitted by various operational personnel, including Command Staff and Operational Crews, using FRV's debrief process for the 3rd Alarm Structure Fire, Foleys Road, Derrimut, call No. 220510788. This report provides some potential actions/solutions and where applicable stakeholders to be engaged. A review has been conducted, with internal FRV stakeholders.



Photos from FRV RPAS

# Knowledge share

## FRV Knowledge Share

January 2023

### Lithium Ion Battery Fires

The incidents below, highlight the dynamic and challenging environments FRV crews may experience.

#### **FIRECALL - Call #220913723**

At 20:53 hours on Thursday 22 September, FRV crews from Central District responded to reports of a car fire at 279 La Trobe Street, Melbourne CBD. Crews from West Melbourne Fire Station (P2A & P2B) responded to this incident which involved a passenger vehicle parked on the street, which was reported to be involved in fire.

Upon arrival the owner of the vehicle was present, and it was determined that there were Li-ion batteries in the closed tray of the utility vehicle. Information provided by FRV's Incident Controller (IC) has indicated that 'white smoke' was being emitted from the rear of the closed ute and that the smoke was believed to be similar to what is known as a 'Vapour Cloud'.

Current research indicates that **'Fire is not the only hazard associated with large Li-ion batteries and the risk of vapour cloud explosion is understated or overlooked' (1)**. Incidents involving Battery Energy Storage Systems present a number of hazards including toxic and flammable gases and vapours from Li-ion batteries, which can have serious health effects if inhaled or ingested. Smoke and vapours from Li-ion battery chemistry include toxins such as Hydrogen Fluoride (HF), Hydrogen Cyanide (HCN), Hydrogen Chloride (HCl), and Carbon Monoxide (CO).

A Vapour Cloud may be produced when Li-ion battery cells are damaged and may be easily mistaken for steam or smoke.



**Figure 2.** Image of Vapour Cloud produced from crush penetration of Li-ion battery cells. Taken from BESS Safety Alert 31/2021

FRV - Knowledge Share Ed. 7/2023

For further information please contact  
Performance & Assurance  
[OperationalDebriefs@frv.vic.gov.au](mailto:OperationalDebriefs@frv.vic.gov.au)



# Case study

## CASE STUDY

Waste Management Centre Fire,  
Botanic Ridge

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6 APRIL 2022

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Performance and Assurance





# FRV Ops Talk

## Ops Talk

### Operational Learnings

*Operational Learnings are produced by FRV Performance & Assurance Unit to keep FRV Operational staff abreast of the latest learnings gained from Operational Debriefs of incidents, exercises and reviews.*

*Further information on FRV's Operational Learnings and Debriefs can be found by visiting the [Performance & Assurance Unit Intranet Page](#)*

**Debriefs** Incident details & Call overview

- Consider**
  - Operational Incident
  - Understand triggers
  - FRV Debrief template
- Who completes a template?**
  - Incident Controller
  - Crew Leader
- Where do you find one?**
  - FRV Doctrine
  - FRV Intranet Applications
  - P&A Intranet page

FIRE RESCUE VICTORIA Performance & Assurance Department

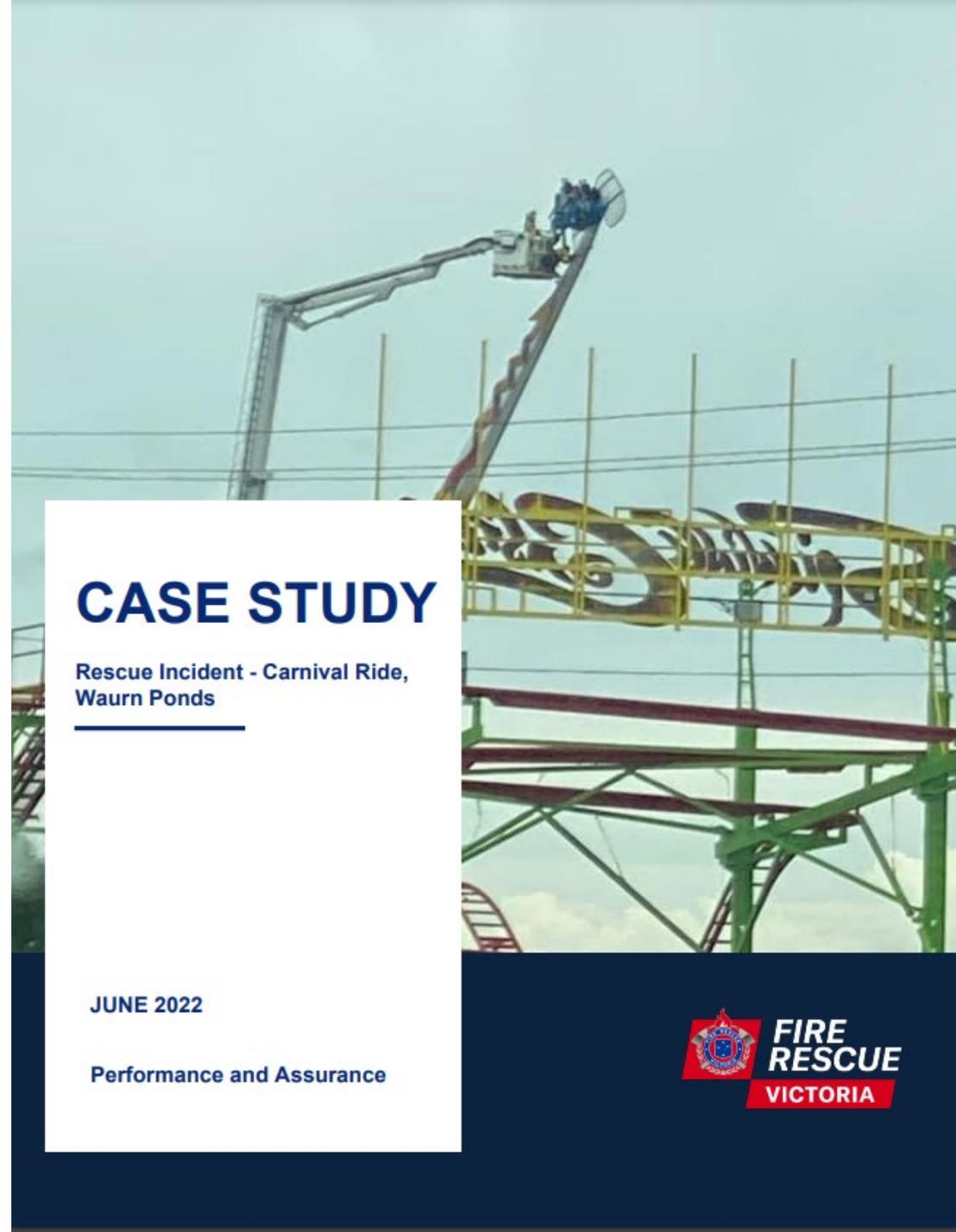
### Operational Matters

*Operational Matters consists of information that needs to be highlighted to Operational staff that is timely and relevant with an operational focus.*





# Waurn Ponds



## CASE STUDY

Rescue Incident - Carnival Ride,  
Waurn Ponds

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JUNE 2022

Performance and Assurance





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## Summary

A rescue incident recently occurred in Waurn Ponds, which is a mainly residential southern suburb of Geelong, Victoria. This high angle rescue incident involved children trapped on a carnival ride after the ride's gear box suffered a catastrophic mechanical failure. The incident occurred on a busy weekend and attracted strong media attention.



Waurn Ponds



# Luna Park



## CASE STUDY

Ladder Platform / Rope  
Rescue Training  
Exercise - Luna Park,  
St. Kilda

NOVEMBER 2022

Performance and Assurance





# Luna Park



# Carlisle River



## Truck Rollover Rescue

Monday January 10<sup>th</sup> 2022  
Carlisle Rd, Carlisle River Vic  
@ 1109



What's next?



# Questions?





# Q&A

Please submit your questions to Slido.

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# Morning Tea Break

We will recommence at 11.45am Canberra time.

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LESSONS MANAGEMENT FORUM 2023

DAY 2 | 28 JUNE

# Lessons Management Award



# Lessons Management Award Sponsor Address

Carla Bailey

C3 Resilience



WINNER:

**Moreton Bay Regional Council**

*Lessons Management Project*



# Lessons Management Project

Susanna Imarisio

Moreton Bay Regional Council

Slido.com  
#LMF2023





# Moreton Bay Regional Council Lessons Management

February 2022 Severe Weather Event





# Acknowledgement

We acknowledge the Kabi Kabi, Jinibara and Turrbal Peoples as the Traditional Custodians of the lands and waterways of the Moreton Bay Region, and pay our respects to their Elders, past, present and emerging. We recognise that the Moreton Bay Region has always been a place of cultural, spiritual, social and economic significance to First Nations people.

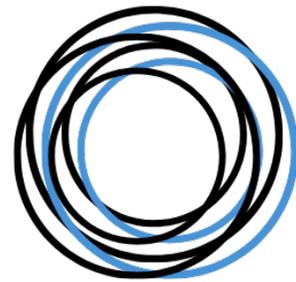
We are committed to working in partnership with Traditional Custodians and other First Nations communities to shape a shared future that celebrates First Nations history and culture as an irreplaceable foundation of our region's collective identity.



# Thank You



Australian Institute for  
**Disaster Resilience**



C3 RESILIENCE

# Moreton Bay Region

- 2,045km<sup>2</sup>
- Population: 476,340
- Caboolture, Pine and Stanley river catchments
- 45km of coastline
- Lake Kurwongbah (approximately 3.5km<sup>2</sup> area)
- Lake Samsonvale (29.3 km<sup>2</sup> area).
- Bruce and D'Aguilar Highways



# February 2022 Event

- 764mm in 24hrs at Mt Glorious
- 224 Council roads closed
- 7 Evacuation Centres and 10 Places of Refuge Open – up to 218 evacuees
- Calls to call centre

8,748 calls answered by the Call Centre from 25/2 - 5/3

3,332 outbound calls made by Council to contact residents

- Warnings

MoretonAlerts:

SMS text - 1,185,673

Email - 461,565

Voice - 11,638 (duration of 14,974 mins)

Emergency Alerts:

SMS text - 1,113,706

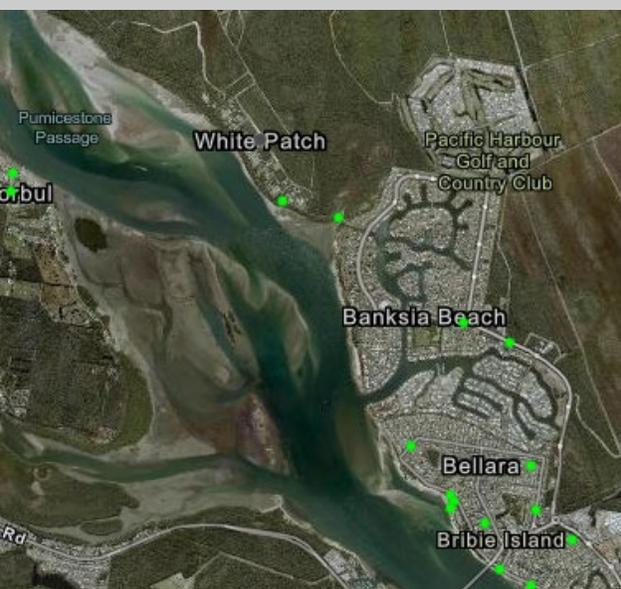
- \$327,425,502 in insurance claims
- As of June 2023, 1014 Structural Assistance Grants lodged



# White Patch Community

## ONE WAY IN AND OUT

- Services lost on Sunday, water reconnected Tuesday morning
- Road access returned Thursday PM
- Emergency Services gained access through the back of the estate
- Resupply
- 2 years for completion
- Restricted weight limit which is causing problems with waste



# Beachmere

## ISOLATION

Community Disaster Management Team - volunteers

- Evacuation Centre – managed by volunteers
- Critically ill evacuees with no access
- Dying pets
- Lack of food and medication supplies
- Exhausted and minimal volunteers

Aged Care Facility

- Food supplies
- Minimal and exhausted staff
- Medication supplies
- Swift Water Rescue – rescue and staff transportation



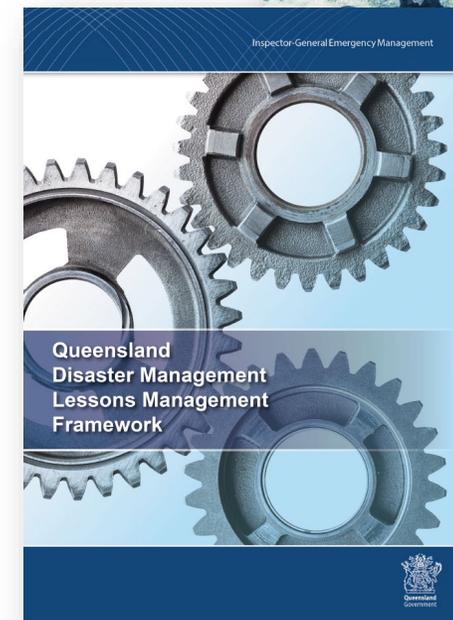
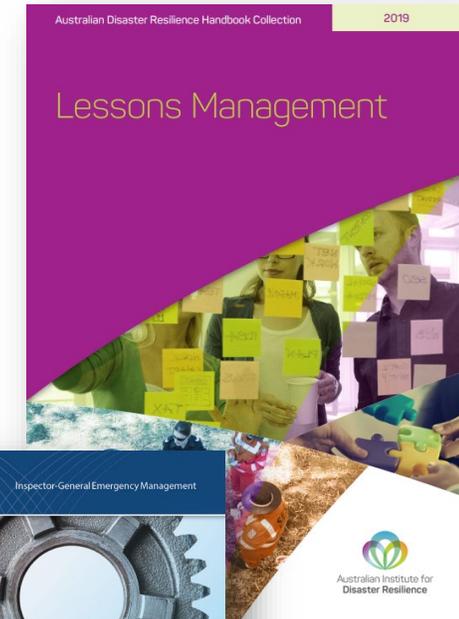
# Debrief Process

## Response:

- Hot Debrief
- Formal Debriefing Process:
  - 20 Face-to-face and virtual group debriefings via MS Team
  - 2 external written group submissions (via email)
  - 429 individual submissions (via email & MS Forms survey tool)
- Review and consolidation of raw data to form 'Observations'
- Report delivered with Insights and Recommendations

## Recovery:

- Hot Debrief
- Formal Debriefing Process:
  - Face-to-face and virtual group debriefings via MS Team with Recovery Group members and stakeholders
- Review and tidy of raw data to form 'Observations'
- Report delivered with Insights and Recommendations



# Stakeholders

- Members, advisors and observers of the Local and District Disaster Management Groups
  - Queensland Government Agencies
  - Non-Government Organisations
  - Emergency Services
  - Critical Infrastructure Organisations
  - Community Groups
  - Business & Industry
- Members of the Moreton Recovery Group, Sub-Groups and Advisory & Intelligence Groups
- MBRC staff
  - Councilors / Elected members
  - Coordination Centre staff
  - Operations staff
  - GIS staff
  - Library Staff
- MBRC staff cont.
  - Evacuation centre staff
  - Damage Assessment staff
  - Sport and Recreation staff
  - External Relations staff
  - Customer Response staff
- Moreton Bay Community Disaster Management Teams
- Disaster Relief Australia
- Volunteering Queensland community volunteers
- Subject matter consultants
- Community Members
  - Targeted survey campaigns – MoretonAlert
  - Social Media avenues
  - Incoming email communications

# Debrief Reports

- Consultants engaged to provide 3<sup>rd</sup> party view
- **Response Report:**
  - 19 Insights
  - 13 Recommendations
- **Recovery Report:**
  - 7 Recommendations
  - 20 Opportunities
  - Component included to assess Moreton Bay recovery model against best-practice recovery around the world.



MPSC

Moreton Bay Regional Council  
SEQ rainfall and flooding  
event  
February 2022



Moreton Bay Regional Council  
**Internal Review –  
Response to the  
Feb/Mar 2022 Severe  
Weather Event**

2022 | V1.0



MORETONBAY.QLD.GOV.AU



Debriefing report for Recovery

December 2022 | Final



# Implementation Process

- Developed Implementation Plan
- Fluid / Live document
- Ongoing implementation review meetings
  - Weekly
  - Fortnightly
  - Now monthly
- Recovery recommendations and opportunities were added into plan
- Quick Wins - 'Low hanging fruit'
- Imbedded changes into council operations and policy = BAU
- Ongoing testing of implemented actions via exercising / future events

Total Actions	51	100%
Closed/Completed	14	27%
Ongoing/Started	32	63%
Not Started	5	10%

February 2022 Severe Weather - Moreton Bay Lessons Management Implementation Plan - Update 12 May 2023

	Dec-22	Feb-23	Mar-23	Apr-23	May-23	Jun-23	Jul-23	Aug-23	Sep-23
Total Actions	51 100%	76 100%	79 100%	-	79	-	-	-	-
Closed/Completed	14 27%	28 37%	33 42%	-	44 56%	-	-	-	-
Ongoing/Started	32 63%	35 46%	37 47%	-	27 34%	-	-	-	-
Not Started	5 10%	13 17%	9 11%	-	8 10%	-	-	-	-

**Action - Not Started / Started / Ongoing / Completed**

1.1. Human Factor training is resourced and advocated for by MBRC Emergency Management and Public Safety to embed improved performance of teams in 'high consequence' environments. This training should be delivered to the core council staff and external LDMG agencies that support disaster prevention, preparedness, response and recovery effects. Status: Ongoing

**Responsibilities**

Lead agency: MBRC  
Support agency: QFES

**Timelines**

**Status**

Completed

**Comments / Actions**

- DM T&D to delivery training - 2 x half day sessions. LW to check 2021 delivery - Check in TechOne with 'Human Beings at Work'. Review at Outcomes Report: doc id# 62610172. LW CB sent. Budget is available to run at least x1 approx. 21K for SES executive
- 10/10 - RFQ to be developed for delivery of training in Jan-Feb 23. Hiatus due to TDO recruitment
- 28/11 - CB to task SI as new TDO to address
- 14/12 - CB Email to HB@W for 2023 - DM + SES HF training
- 6/3 - CB Confirmed meeting with HB@W for 10 Mar 23 to scope SES Irq requirement
- 17/3 CB has met with HB and is awaiting a proposal and will likely go to tender. Opportunity to obtain a template for future training
- PFA is available on-line via LifeLine free. DM to promote.
- Run 2 x PFA sessions with Red Cross and link to on-line. Available to MBRC staff/SES/CDMT's. Budget available \$6k. Run a marketing campaign externally to promote lifelines online course.
- SI: Set meeting with Jasmine/Tess (PCS) re to discuss training opportunities and what PCS are currently delivering
- 6/3 - CB PCS are not reviewing training offerings until new training delivery model has been confirmed. Currently under review
- DISCEX for Ex DUO CLADIS completed 5 Oct 22
- Ex NOVUS completed Nov 22
- Ex XMAS PAN completed Nov 22
- Response, Relief, Recovery is planned for Jun 23 (VA). Specifications for contractor have been written, vendor panel to be sent 27 February 2023
- 17/3 - Tender Recovery Exercise closes Monday 20/2
- 13/3 - VA has met with GTR and will have the full Recovery package out of March
- "Thank you" BBQ's for staff were undertaken 11 Jul 2022
- 1P - Thank you from the Mayor sent to CDMT 1st

Recommendation	Action - Not Started / Started / Ongoing / Completed	Responsibilities	Timelines	Status	Comments / Actions
#1: That Council continues delivering human factor training through its capability program, and that the culture of Council and partner agencies staff are recognised for the work they performed during this event in a cooperative, community-focused approach.	1.1. Human Factor training is resourced and advocated for by MBRC Emergency Management and Public Safety to embed improved performance of teams in 'high consequence' environments. This training should be delivered to the core council staff and external LDMG agencies that support disaster prevention, preparedness, response and recovery effects. Status: Ongoing	Lead agency: MBRC Support agency: QFES		Ongoing	1. DM T&D to delivery training - 2 x half day sessions. LW to check 2021 delivery - Check in TechOne with 'Human Beings at Work'. Review at Outcomes Report: doc id# 62610172. LW CB sent. Budget is available to run at least x1 approx. 21K for SES executive
#2: DM to develop a human-factor training program for all roles that interface with the community or work within the LDCC. Courses to include Psychological First Aid training and QFES Masterclass courses as a minimum. Status: Ongoing	1.2. DM to develop a human-factor training program for all roles that interface with the community or work within the LDCC. Courses to include Psychological First Aid training and QFES Masterclass courses as a minimum. Status: Ongoing	Lead agency: MBRC Support agency: QFES		Ongoing	7. PFA is available on-line via LifeLine free. DM to promote.
#3: Disaster Management continue the delivery of a disaster management training program for council staff and partner agencies that includes training and exercising in line with council's Disaster Management Training Framework Status: Ongoing	1.3. Disaster Management continue the delivery of a disaster management training program for council staff and partner agencies that includes training and exercising in line with council's Disaster Management Training Framework Status: Ongoing	Lead agency: MBRC Support agency: QFES		Ongoing	11. DISCEX for Ex DUO CLADIS completed 5 Oct 22
#4: Council recognises the efforts and commitment of staff to Disaster management and recovery through the annual employee award program	1.4. Council recognises the efforts and commitment of staff to Disaster management and recovery through the annual employee award program	Lead agency: MBRC Support agency: QFES	2022	Completed	15. 17/3 - Tender Recovery Exercise closes Monday 20/2

**Recommendation (to be public)**

#1: That Council continues delivering human factor training through its capability program, and that the culture of Council and partner agencies staff are recognised for the work they performed during this event in a cooperative, community-focused approach.

# Imbedding Lessons Management into Council

## Governance / Policy:

- Incorporation of Lessons Management into the Local Disaster Management Plan. Endorsed by LDMG & DDMG April 2022, adopted by Council July 2022.
- Strong organisational leadership support – an organizational culture of learning

## Training – continual learning

- Inclusion of Lessons Management process within Moreton Bay Disaster Management Training Framework.
- Exercising recommendation inclusions
- Stakeholder capability development via training and exercising

### Lessons Management

Lessons management is the collecting, analysing, disseminating of data, and applying learnings from events, exercises, programs, and reviews to ensure a continuous improvement of organisational capability and individual learning. Lessons management is incorporated into the Moreton Bay Regions disaster management practices to ensure continuous sustainable improvement of effectiveness, and an overall reduction in risk.

To contribute to the lesson's management process, debriefs are conducted after each exercise or event.

#### Hot debrief

The Hot Debrief allows all participants to gain a better understanding of how their role may have influenced the outcomes of the exercise. The Hot Debrief will discuss:

- what worked well
- what didn't work well
- identified safety issues
- what immediate actions are required?

If the conversation is not able to be captured at the Hot Debrief, consideration will be given to providing all participants with an opportunity to provide written feedback. This may be undertaken by the submission of a participant's survey.

#### Post event debrief

This debrief can be conducted days or weeks after the operation allowing participants the opportunity to consider their view on the effectiveness of the operation. This is a key component of developing capacity and provides opportunities for the improvement of disaster management arrangements. Post event debrief reviews and assessments are conducted to:

- Assess disaster operations undertaken for an event including actions, decisions and processes.
- Document processes that did and didn't work so well and identify a course of action to ensure they are captured and updated in relevant plans/sub-plans, and
- Assess capability and consider where additional planning, training and/or exercises may be required.

#### Post operational report

Post event or exercise report, following the completion of all debriefs, a Post Exercise Report (PXR) or Post Operational Report (POR) is developed in partnership with QFES-EM. This report identifies the findings/issues and recommendations for actions required to address any identified issues. If lessons have been identified, an action plan will be included in the report and the progress of the lessons identified to become lessons learned. This plan will be monitored by council.



[moretonbay.qld.gov.au](http://moretonbay.qld.gov.au)

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## Q&A

Please submit your questions to Slido.

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# Creativity and imagination for positive and sustainable change

Cheryl Ames

Tasmania State Emergency Service

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# Tasmania State Emergency Service

'Creativity and Imagination for Positive and Sustainable Change'





# Tasmania SES – an introduction

- 642 volunteers located in 36 locations (units) throughout the state
- Road crash rescue, search and rescue, flood and storm (general) response
- Regional Incident Management Units
- Support to emergency service partner agencies in an all-hazards context
- SES volunteers, operations, resources, training and administration supported by 34 salaried staff situated in three regions and Hobart HQ
- Small and necessarily agile organisation



# Tasmania SES – an introduction

- ▶ State Operations

- ▶ State Operations Centre situated within the Tasmanian Emergency Management Centre in Hobart
- ▶ Regional Operations Centres

- ▶ Emergency Management Unit

- ▶ broad emergency management functions across Preparedness and Response

- ▶ Flood Policy Unit

- ▶ coordination of policy and planning relating to flood management, mitigation, awareness and community resilience
- ▶ FPU staff comprise the state flood intelligence capability in preparedness for and response to flood emergencies

- ▶ Community engagement

- ▶ targeted community engagement activities in priority risk communities, working with 'high-risk' groups (primary producers, agribusiness)
- ▶ partners with a range of stakeholders including Tasmania Fire Service and local government to ensure consistent and complimentary information and support is provided



# Growing and sustaining a culture of learning

- Traditionally conducted post-operational debriefs and after actions reviews
- Several independent inquiries following significant events
  - 2016 Tasmanian floods
- First exposure to lessons management in 2015 (OILL method) and inaugural national Lessons Forum
- Ad hoc approach, key dependencies, an extremely busy organisation



# The getting of wisdom – baby steps

- ▶ Exercise management training through ANZCTC Exercise Program
  - ▶ lean scenario exercises, discexs (internal and multi-agency)
- ▶ Lessons activities – small scale
- ▶ Focus on doing away with the ‘blame culture’ and embedding a ‘just culture’
- ▶ Training materials and training course feedback
- ▶ AIDR Facilitating Successful Debriefs masterclass
- ▶ Manual (spreadsheet) lessons management system
  - ▶ TEMS (ex-WebEOC) re-development with lessons management functionality



# Creativity and imagination for learning

- ▶ Training in excellence in decision-making
  - ▶ decision models, psychological safety, communicating within teams, team and individual resilience, managing bias, thinking creatively
- ▶ Appreciative Inquiry approach (positive psychology)
- ▶ LEGO® Serious Play®
- ▶ Crisis Management
  - ▶ developing scenario planning teams in crisis management
- ▶ Multi-agency collaboration across projects, exercising, knowledge sharing

# Discussion – October 2022 severe weather events

- ▶ June/July 2016 Floods Review Report to Government
  - ▶ SES (internal) After Action Review of 2016 flood operational response
- ▶ July 2022 TasGov open \$6.5M Emergency Management Centre
  - ▶ state of the art State Operations Centre (SOC) and State Control Centre facilities
- ▶ September 2022 Tasmania implements AWS Flood Warning System
- ▶ October 2022 recording breaking, major floods affect many communities across the state
- ▶ SES (internal) After Action Review of October 2022 flood response
- ▶ March 2023 – evidence given to Coronial inquest relative to one of three deaths during the devastating 2016 floods



# Collaboration, coordination and communication

- Knowledge sharing (lived experiences)
- Multi-agency, all-hazard discussion exercise series
- Lessons management
- New and emerging concepts
- Paying it forward
- Stronger and wiser together

# Next steps

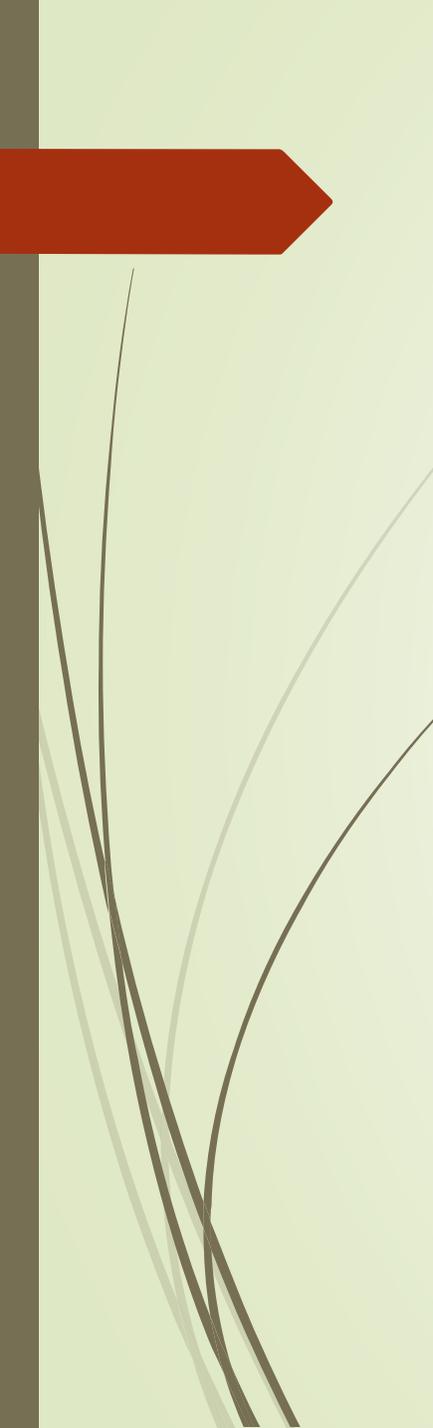
- Continue to encourage curiosity, imagination and learning
- Preparing for the 2023/24 high risk weather season
- Horizon Scanning Framework development project
  - Pandora Cell concept (a forward-looking analytical cell)
- Continue to take all opportunities to learn, to share and to grow as an organisation and as a sector
- Continue to play seriously with LEGO®





**Thank you**

[Cheryl.Ames@ses.tas.gov.au](mailto:Cheryl.Ames@ses.tas.gov.au)





# Q&A

Please submit your questions to Slido.

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# Real time learning - why do we wait for post event debriefs?

Grace Grech and Lisa Marie Jackson  
Emergency Management Victoria



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#LMF2023



# REAL TIME LEARNING

why do we wait for post event  
debriefs?

**Reach  
out!**

**RTM&E**

**Influencing  
change**

**Approach**

**Validating  
the  
learnings**

**So what?**

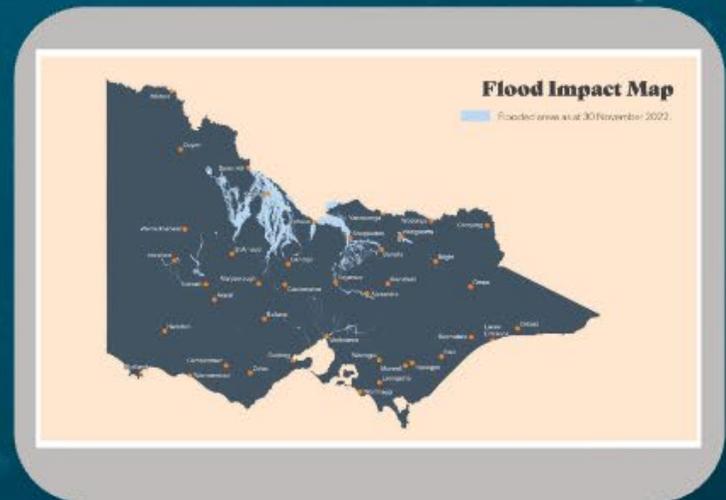
**What  
happened?**

**Learning the  
lessons**

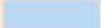


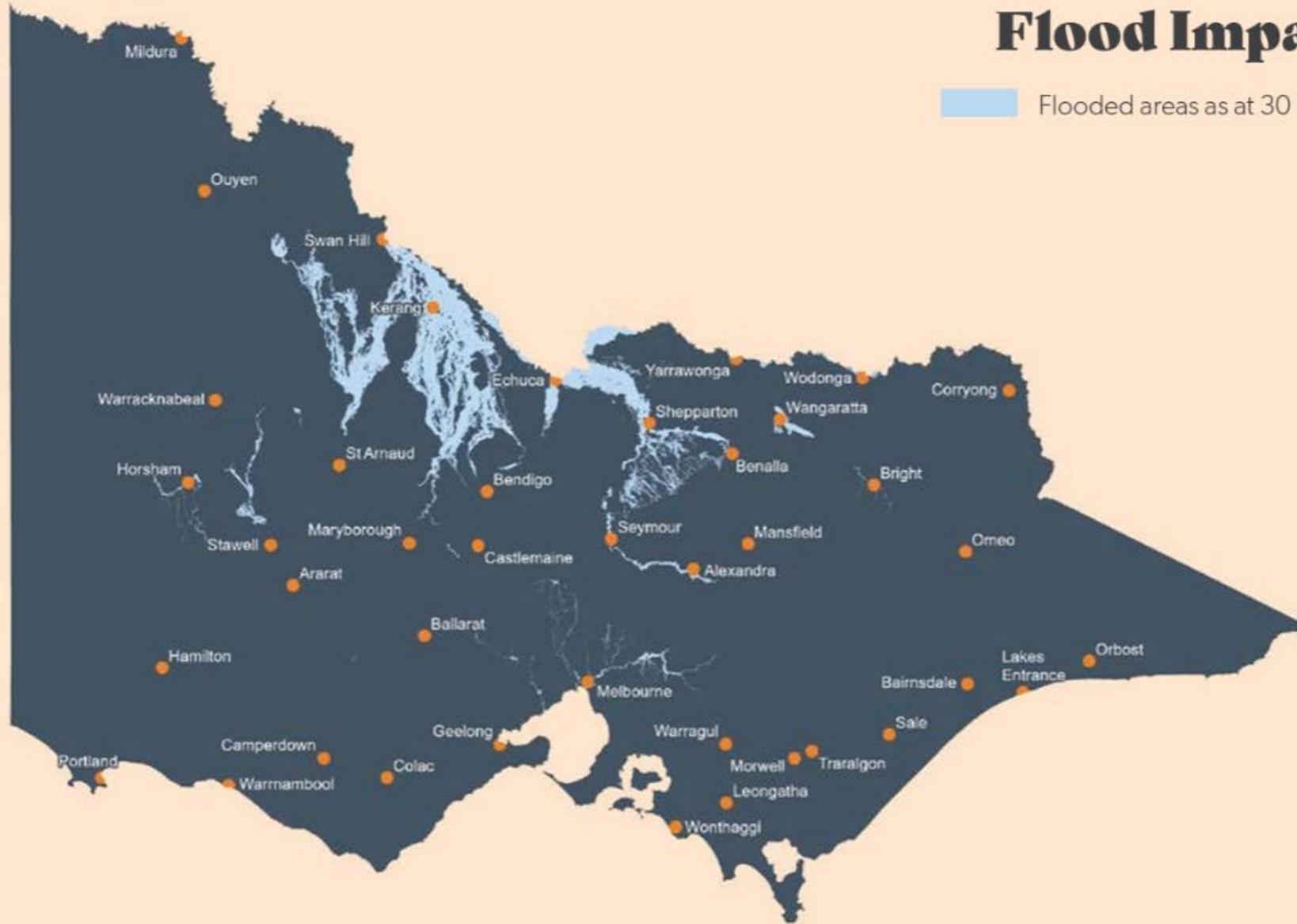
## 2022 Victorian Flooding Event

In October 2022, a low-pressure system travelled east over Australia, bringing heavy rainfall and storms. Already high rivers, creeks, and sodden catchments had little capacity to absorb the rain, which led to one of the most devastating flooding events in Victoria's history.



# Flood Impact Map

 Flooded areas as at 30 November 2022.



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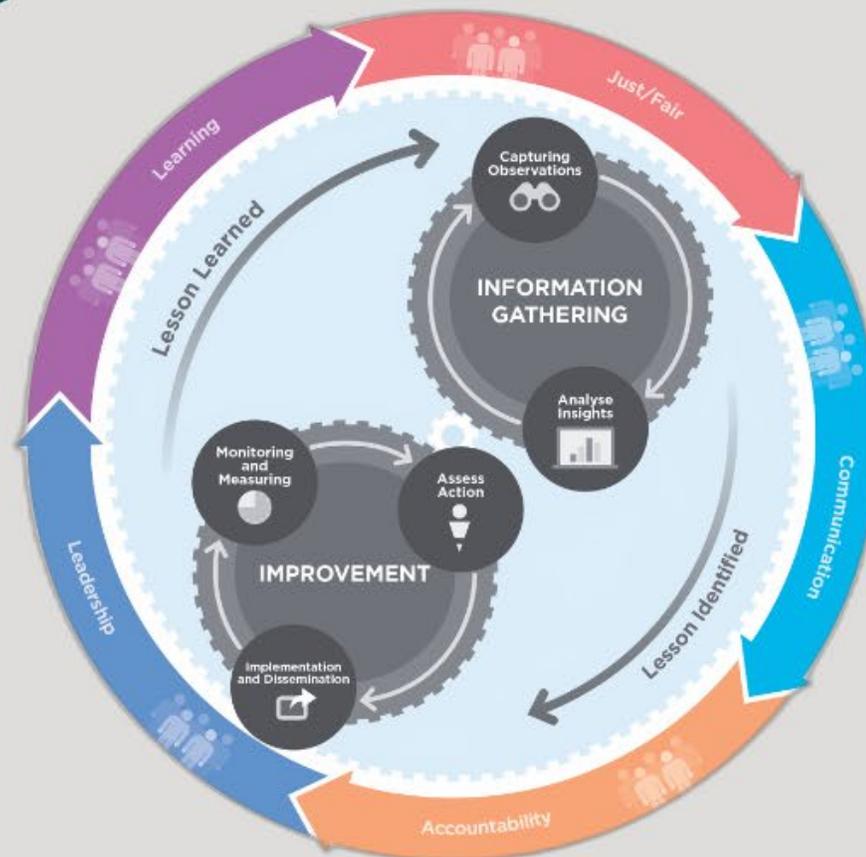
What  
happened?

Learning the  
lessons



**Themes**

**State Lessons  
and  
Evaluation**

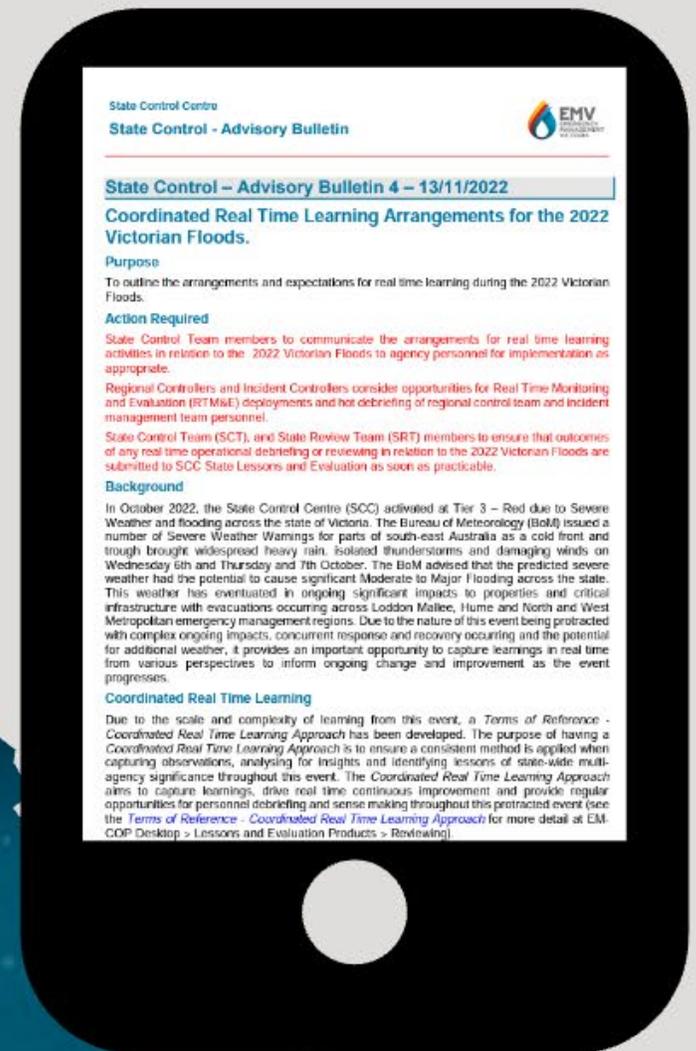




SLE captured **4,142 observations** during the event from:

- observing meetings
- conducting hot debriefs
- observations submitted directly into EM-Share and
- Real Time Monitoring and Evaluation deployments.

These were analysed in real time to identify more than **400 insights**.



#### State Control – Advisory Bulletin 4 – 13/11/2022

### Coordinated Real Time Learning Arrangements for the 2022 Victorian Floods.

#### Purpose

To outline the arrangements and expectations for real time learning during the 2022 Victorian Floods.

#### Action Required

State Control Team members to communicate the arrangements for real time learning activities in relation to the 2022 Victorian Floods to agency personnel for implementation as appropriate.

Regional Controllers and Incident Controllers consider opportunities for Real Time Monitoring and Evaluation (RTM&E) deployments and hot debriefing of regional control team and incident management team personnel.

State Control Team (SCT), and State Review Team (SRT) members to ensure that outcomes of any real time operational debriefing or reviewing in relation to the 2022 Victorian Floods are submitted to SCC State Lessons and Evaluation as soon as practicable.

#### Background

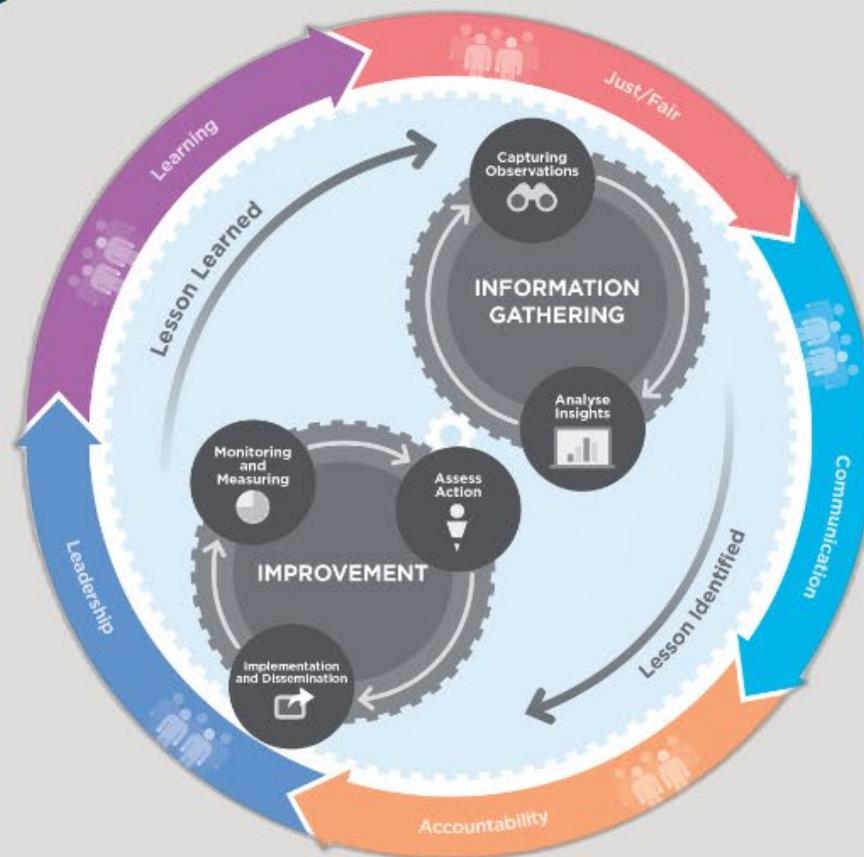
In October 2022, the State Control Centre (SCC) activated at Tier 3 – Red due to Severe Weather and flooding across the state of Victoria. The Bureau of Meteorology (BoM) issued a number of Severe Weather Warnings for parts of south-east Australia as a cold front and trough brought widespread heavy rain. Isolated thunderstorms and damaging winds on Wednesday 6th and Thursday and 7th October. The BoM advised that the predicted severe weather had the potential to cause significant Moderate to Major Flooding across the state. This weather has eventuated in ongoing significant impacts to properties and critical infrastructure with evacuations occurring across Loddon Mallee, Hume and North and West Metropolitan emergency management regions. Due to the nature of this event being protracted with complex ongoing impacts, concurrent response and recovery occurring and the potential for additional weather, it provides an important opportunity to capture learnings in real time from various perspectives to inform ongoing change and improvement as the event progresses.

#### Coordinated Real Time Learning

Due to the scale and complexity of learning from this event, a Terms of Reference - Coordinated Real Time Learning Approach has been developed. The purpose of having a Coordinated Real Time Learning Approach is to ensure a consistent method is applied when capturing observations, analysing for insights and identifying lessons of state-wide multi-agency significance throughout this event. The Coordinated Real Time Learning Approach aims to capture learnings, drive real time continuous improvement and provide regular opportunities for personnel debriefing and sense making throughout this protracted event (see the Terms of Reference - Coordinated Real Time Learning Approach for more detail at EM-COP Desktop > Lessons and Evaluation Products > Reviewing).

**Themes**

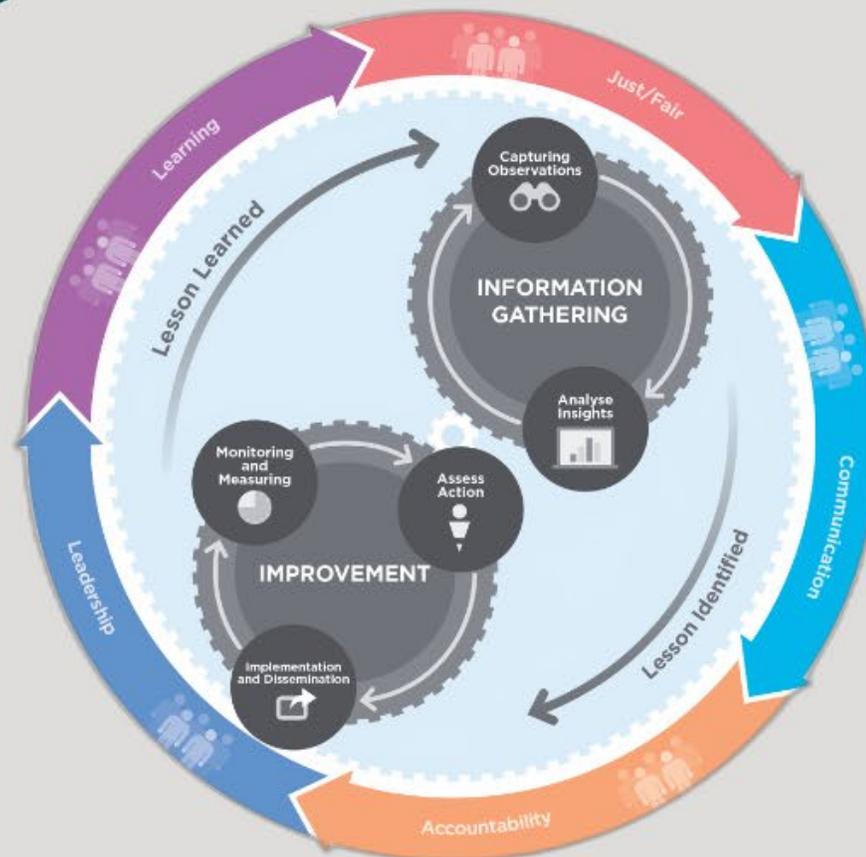
**State Lessons  
and  
Evaluation**



- 
- **SCC Functional Collaboration**
  - **Resource management**
  - **Intelligence and information sharing**
  - **Relief and recovery arrangements**
  - **Evacuation and water rescue**

**Themes**

**State Lessons  
and  
Evaluation**



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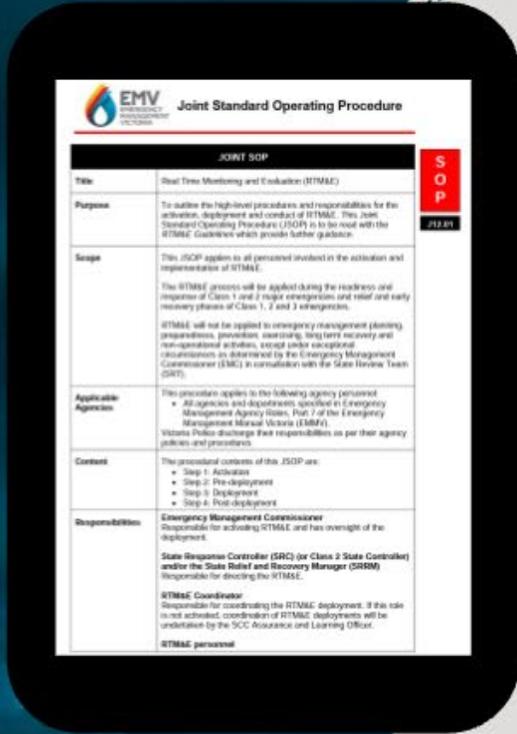
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**The purpose of RTM&E is to add value to and support real time learning and improvement of emergency management activities.**

**Response Phase - Loddon Mallee Region**

**Transition to Recovery**

**Ongoing Recovery**

**Management of Spontaneous Volunteers**

The RTM&E focused on the three themes of resource management, public information and warnings, and information management and identified **21 insights** from a total of **265 observations**.





**The purpose of RTM&E is to add value to and support real time learning and improvement of emergency management activities.**

**Response Phase - Loddon Mallee Region**

**Transition to Recovery**

**Ongoing Recovery**

**Management of Spontaneous Volunteers**

The RTM&E team focused on the three themes of information management, planning, and transition to recovery and identified **19 insights** from a total of **295 observations**.





**The purpose of RTM&E is to add value to and support real time learning and improvement of emergency management activities.**

**Response Phase - Loddon Mallee Region**

**Transition to Recovery**

**Ongoing Recovery**

**Management of Spontaneous Volunteers**

The RTM&E deployment focused on three themes:

- Recovery Planning and Resources
- Recovery Arrangements
- Engagement/Relationships

The RTM&E team identified **14 insights** from a total of **347 observations**.



## Real Time Monitoring and Evaluation Deployment Report

Victorian Flooding 2022 – Hume Region Ongoing Recovery

28 November 2022 – 2 December 2022

Author: Real Time Monitoring and Evaluation Team  
Date: 15 December 2022  
Version: 1.0 FINAL





**The purpose of RTM&E is to add value to and support real time learning and improvement of emergency management activities.**

**Response Phase - Loddon Mallee Region**

**Transition to Recovery**

**Ongoing Recovery**

**Management of Spontaneous Volunteers**

This RTM&E deployment focused on the three themes of:

- Planning and processes
- Tasking and coordination
- Structures and communication.

The RTM&E team identified **34 insights** from a total of **426 observations**.

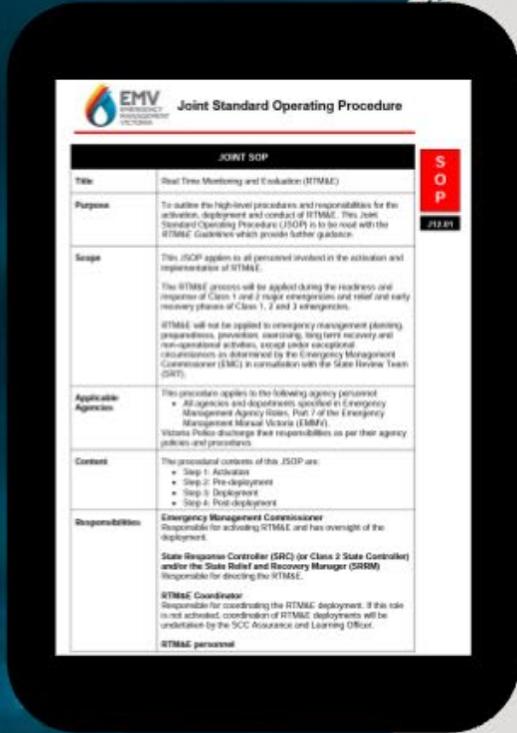


## Real Time Monitoring and Evaluation Deployment Report

Victorian Flooding 2022 –  
Spontaneous Volunteer Management  
5 December 2022 – 9 December 2022

Author: Real Time Monitoring and Evaluation Team  
Date: 10 January 2023  
Version: FINAL 1.0





**The purpose of RTM&E is to add value to and support real time learning and improvement of emergency management activities.**

**Response Phase - Loddon Mallee Region**

**Transition to Recovery**

**Ongoing Recovery**

**Management of Spontaneous Volunteers**

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**So how did  
this work  
influence  
change in  
real time?**

Insights shared back  
with relevant personnel

Before Action Reviews  
updated and shared

Previous learnings used  
to inform planning

Quick wins to improve  
facility management

Personnel got an  
opportunity to feel  
heard



OFFICIAL: Sensitive

State Control Centre

State Lessons and Evaluation Unit

### Before Action Report (BAR): Transition to recovery

#### Priority Learning:

The priority considerations based on the learnings detailed in the BAR include:

- **THEME 1: Triggers and timing for transition**
  - Triggers for the transition process were not always well understood and this has resulted in differing perspectives between state, region and local levels regarding readiness to transition.
- **THEME 2: Resourcing transition to recovery**
  - Learnings highlight when a position in the incident management team (IMT) is dedicated to providing guidance and leadership in the lead up to, and during the transition to recovery, this works well. However, planning for the transition often raises concerns regarding longer term resourcing of recovery needs.
- **THEME 3: Intelligence sharing and impact assessment**
  - Intelligence and impact assessment information is integral to understanding the impact of an emergency on communities and informing the planning for transition to recovery. However, challenges have been experienced with timely access to and sharing of initial impact assessment data impacting situational awareness.
- **THEME 4: Transition planning and doctrine**
  - Planning for transition to recovery can be challenging due to varying levels of understanding about the templates and documentation required.
- **THEME 5: Communication and engagement of transition to recovery**
  - When effective information sharing and communication is flowing well between incident management, local government and agencies, this has had a significant impact on the transition to recovery.
- **THEME 6: Terminology and understanding**
  - Observations highlight differing levels of knowledge relating to recovery.

#### Purpose

This BAR provides learnings from previous events that may be useful for operational planning and operations relating to transition to recovery, noting that extensive work has been undertaken in this area in recent years. The purpose is to provide information about aspects to sustain and areas for improvement captured in the past, which may relate to current or future operations.

#### Background

Learnings from previous events are included in this BAR to support personnel involved in planning for transition to recovery. The learnings are compiled by analysing elements of previous debrief reports, real time monitoring and evaluation deployment reports, reviews, observations, insights, and lessons from systems such as EM-Share and other relevant sources (for more information see references). The analysis and research focused on areas to sustain and improve in relation to transition to recovery.

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**40+ draft lessons identified** have been drafted and validation is now occurring with the sector

Workshops will be spread across multiple days, so that all lessons are discussed by theme.

These provide transparency of trends identified and enable discussion regarding inaccuracies and areas lacking clarity

Provide an opportunity to strengthen understanding of the sector regarding lessons management methodology

Validation Workshops

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## How does this process support learning lessons?

The finalised lessons will be categorised, assessed, allocated and then monitored for change.

Lessons aren't recommendations! They should inform projects, programs and business planning processes (including funding bids)

The lessons will be utilised to inform learning products (i.e. Video Case Studies, Before Action Reports) to inform preparedness and readiness into the future



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# Key Takeaways

**1.** Post event debriefs are still valuable ... just be clear about purpose

**2.** For significant or prolonged events, consider real time learning opportunities EARLY

**3.** Always ensure there is a plan about how to "close the loop"

# REAL TIME LEARNING

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## **Grace Grech**

EMV Manager Lessons and  
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## **Lisa Marie Jackson**

EMV Director Operational Reform

Lisa.Jackson@emv.vic.gov.au

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# Q&A

Please submit your questions to Slido.

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# Lunch break

We will recommence at 2.00pm Canberra time.

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# Forum reflection and discussion

Margaret Moreton  
Executive Director, AIDR



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# Closing Panel: How do we learn best to influence policy change?

Panel host: Andrew Gissing

Natural Hazards Research Australia

Prof. Stephen Dovers

Australian National University

Dominique Hogan-Doran SC

Natural Hazards Research Australia, Board Member

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# AIDR-AFAC Lessons Management Forum, Canberra, 27-28 June 2023

We are much better at operational lessons  
management than policy learning, and why  
that matters

Steve Dovers

Fenner School of Environment & Society ANU

# This forum = 'instrumental' learning by the EM sector, but there's more...

- **Operational/instrumental learning** – the hands-on stuff:
  - by emergency management organisations (EMOs)
  - by households, individuals, communities, firms.
- **Government learning** – about policy processes:
  - by the EM sector and close partners
  - by other policy sectors that influence resilience/vulnerability.
- *(Two above = not likely to question or reframe policy goals.)*
- **Social learning** – leading to reformulated social and policy goals:
  - by civil society, the sector, governments, the public.
- **Political learning** – how to defend, win, beat others, deflect, distort:
  - by those wishing to promote or suppress political and social goals.

# Put simply...

1. Instrumental learning: how did that go?
2. Government learning: how can we help ourselves do that sort of thing, organisationally?
3. Social learning: are we actually trying to do the right thing?
4. Political learning: how do we get what we want to happen, or stop what others want?

# My argument (for discussion, see handout):

- We are pretty good at operational/instrumental learning:  
*-- this forum, incident reviews, in-house reviews, formal inquiries, AFAC, AIDR and other mechanisms, response to political and media scrutiny, response to local communities, etc. (Can always do better.)*
- We are less good (far less good?) at learning **OUTSIDE the EM Sector**  
*-- “land use planning, infrastructure, emergency management, social policy, agriculture, education, health, community development, energy and the environment” (2018 National Framework). Or learning by households, firms*
- NB: in total, post-event inquiries (multiple, every year) focus overwhelmingly on EMOs, a bit on some other policy sectors, and very little on others, households, individuals, private sectors, volunteers.

# Why?

- Not in the mandate of other sectors?
- Reluctance by other sectors to focus on, devote time and resources?
- Lack of skills, methods and procedures?
- Difficult for EM sector to influence other sectors or, as public servants, to raise such issues publicly (cf Emergency Leaders for Climate Action)?
- Influence of “indirect” factors on resilience/vulnerability harder to identify or quantify, or to deal with?
- Vested interests and/or costs of taking DRR into account?
- Limited ToR of post-event inquiries, submissions not raising issues, or reluctance to focus on heroes or victims?

# What to do about it – for discussion:

- Raise the issue – but who can do that when major players are government agencies and employees?
- Better document cases of failure to consider and learn.
- Consider the ToR of inquiries.
- A different form of inquiry or review, targeting this issue.
- Insert requirements to consider DRR in other sectors: statutory objects, revised decision making processes → “*mainstreaming*” DRR.
- Ensure natural hazard risk information is available to other sectors.
- Develop DRR-relevant skills in education, training, professional development in those sectors.
- Invite other sectors to forums like this, or organise one for them (agencies, professional organisations, key researchers).

---

# Post-Disaster Public Inquiries and + • Policy Learning ○

Australian Institute for Disaster Resilience | Lessons Management Forum | 28 June 2023

Dominique Hogan-Doran SC  
Australian Bar

[www.dhdsc.com.au](http://www.dhdsc.com.au)

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professional standards legislation

# Why public inquiries?

- Examine lapses in public administration & other matters related to the public good.
- Assuage public concern or anxiety as to the existence of a particular state of affairs.
- Obtain information to enable the executive to perform more effectively its functions.
- Can be effective at producing 'instrumental learning' (policy tools, which lead to enhancements in eg forecasting, warnings, surveillance, inspections) and 'cognitive-organizational' learning (better appreciation of larger policy space & how can be better connected to reduce vulnerability).
- Cognitive organizational learning helps break down perceived silos & bring actors closer together disaster; instrumental learning improves effectiveness of actual crisis responses.

# What are public inquiries?

- Quintessentially an aspect of public administration, ie the administration of the peace, order and good government.
- Quite unlike a process of civil or criminal justice, conducted in a court of law, governed by rules of evidence and litigation procedures.
- Process lacks any judicial power. It is 'not the nature of the facts to be found but the legal effect of the finding' which makes something judicial.
- A commission of inquiry and report affects no rights, privileges nor immunities, imposes no liabilities, exposes no legal disadvantages; it is 'sterile of legal effect'.
  - *Victoria v Australian Building Construction & Builders' Labourers' Federation* (1982) 152 CLR 25 (High Court of Australia, Brennan J at pp 152-153)
- Inquisitorial: need not be adversarial; indeed can be 'appreciative'.

# Useful readings

- *Lessons for Government from Recent Royal Commissions and Public Inquiries*, Dominique Hogan-Doran, paper presented to the NSW Government Solicitors Conference, September 2019
- *Public Inquiries, Policy Learning and the Threat of Future Crises*, Alistair Stark (Oxford University Press, 2018)
- *New Directions in Royal Commissions and Public Inquiries* (Scott Prasser (ed)), (Connor Court, 2023)
- *Disaster Upon Disaster: Exploring the Gap Between Knowledge, Policy and Practice*, R Barrios and S Hoffman (eds) (Berghahn Books, 2019)
- *Lessons from History: Leading Historians Tackle Australia's Greatest Challenges* (C Holbrook, L Megarrity, D Lowe (eds)) (New South Publishing, 2022)
- *Public Inquiries: Wrong Route on Bloody Sunday*, Louis Blom-Cooper (Hart Publishing, 2017)

# What is 'learning'?

Stark (2018)

- **Learning** means a **change** in an actor's **beliefs, insight, or understanding** which can result as part of a conscious choice or an unintentional process. These changes will usually, but not always, be drawn from experience.
- **Organizational** policy learning involve changes to institutional **memory** and institutionalised **routines** that improve **collective action**
- **'Single loop'** policy learning outcomes in the context of an inquiry (ie identify error to correct, without understanding why) will be reflected in an abundance of narrow, technical lessons.
- **'Double loop'** learning outcomes in the context of an inquiry (where goals and values are examined and challenged) will be reflected in lessons orientated towards values, assumptions, and cultural norms.

# How to ‘learn’?

Stark (2018)

- Enhance our understanding of learning ‘**by confronting conceptual frameworks with empirical data, not by endless theoretical pondering**’
- Recognise that different inquiry dimensions might promote a range of different kinds of learning (cognitive and behavioural) at different levels (individual or organizational) in relation to different policy objects (instruments, ideas, or discourse)
- The single criterion used for measuring the effectiveness of any type of policy learning is whether or not it reduces (or has the capacity to reduce) **vulnerability** to subsequent events of a broadly similar nature.

# Are lessons able to be learned?

- Aspects concerning one disaster actually transferrable to another?
- Common understanding about basic concepts?
- Clear and consistent use of language?
- Sufficient sensitivity to the needs to anticipate disaster risks, minimise people's exposure to future hazards, and systemic response to threats before they become a disaster?
- Consideration of comparative demographic, cultural and socioeconomic, environmental and geophysical, analytical competencies and data?
- Necessary planning and managerial skills, and technical resources available?
- Long-term perspective?
- Overarching political authority situated at highest levels of government?

# How to craft lessons as recommendations?

- Inquiry leads with experience of **reality** of public policy/ public management to enhance credibility & workability of recommendations.
- Demonstrate knowledge of institutional structures & differentiation of responsibilities within government & between governments at different levels
- Meet / collaborate / debate with agencies key to implementation.
- Work within existing mandates (legislation, policy directives).
- Couch suggestions in language of practitioners where relevant (training, tactical procedures, guidelines).
- Avoid radical changes to economy / government systems (because radical recommendations lead to resistance & limited implementation) but don't shy from value oriented reforms and ethical action.

# How avoid institutional amnesia?

- When lessons not properly institutionalised, will be forgotten across time.
- Long-term institutionalization and knowledge recall are fundamentally important to successful lesson-learning.
- Do not reduce policy learning to a simple organizational change/no change binary, focused around a list of written recommendations.
- Include implementation and delivery guide for recommendations.
- Consider risk of political amnesia and bureaucratic amnesia as inherent vulnerabilities.
- Recommend leadership and oversight mechanisms for recommendations (eg Victorian Bushfires Royal Commission Implementation Monitor to audit the progress of the reform agenda; RCNDA recommendation for IGEMs).
- Anticipate need for active policy refinement processes (eg policy reviews, taskforces, and 'mini-inquiries').

# Five lessons for academics wanting policy impact

Adam Graycar, [The Mandarin](#) 18 June 2023

- **Lesson 1** - do not underestimate those in government and acknowledge that they are probably as smart as you, and probably as well informed, if not more so.
- **Lesson 2** - do not assume evidence & research will have primacy over other factors.
- **Lesson 3** - note that different time scales apply, and that is not a bad thing.
- **Lesson 4** - keep it simple & structured, no need to show off how much you know.
- **Lesson 5** - establish working relationships with public servants and bring them into your research sphere, and put them onto your mailing lists.



# Q&A

Please submit your questions to Slido.

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# Closing remarks

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# LESSONS MANAGEMENT FORUM 2023

DAY 2 | 28 JUNE

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