



Study the application of the FEMA capability model at a local level to inform the assessment process of the capabilities against the targets to inform planning and set priorities for the future.

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VICTORIAN EMERGENCY MANAGEMENT CAPABILITY BLUEPRINT 2015-2025

<p>Aim: To have an effective emergency management capability across Victoria that can meet future needs.</p> <p>This Blueprint is linked to the eight priorities in the Emergency Management Strategic Action Plan (EAP). The key priority for this work aligns to:</p> <p>Priority 6: Coordinate an integrated emergency management service delivery model that facilitates community safety and self-reliance, and supports the people and systems to deliver them in an integrated and coordinated manner.</p> <p>SAP outcome: A Victorian emergency management service delivery model that provides coordinated services for and with the community.</p>	<p>CAPABILITY FOUNDATIONS</p> <p>Definitions:</p> <p>Capability: our collective ability to reduce the likelihood and consequences of an emergency before, during and after.</p> <p>Capacity: the extent to which the core elements of capability can be sustained before, during and after an emergency.</p> <p>Capability principles:</p> <ul style="list-style-type: none"> • Drive improved public value by working as one • Maximize utilization of capability and capacity • Enhance continuous improvement, innovation and research • Enhance partnerships and shared responsibilities • Commitment to leadership at all levels <p>Core capability elements:</p> <ul style="list-style-type: none"> • People • Resources • Governance • Systems • Processes
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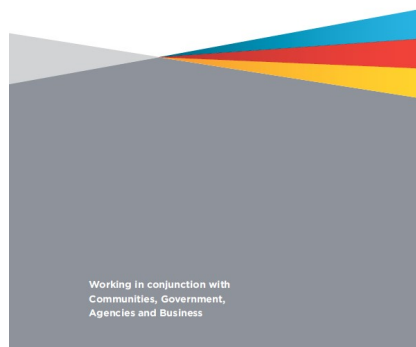


Victorian Preparedness Goal Emergency Management Sector Core Capabilities July 2016



Victorian Preparedness Framework May 2018 Update #1

OBJECTIVE	CURRENT STATE	FUTURE STATE
<p>1. Shared understanding Appreciation and understanding of the EM sector, capabilities and capacity and underlying responsibilities.</p> <p>2. Improved integration for the future Maximize current EM capabilities while building and developing future capabilities based on emerging risks.</p> <p>3. Connected community, business and government partnerships Enhancing capability across community, business and government.</p>	<p>• Limited visibility of each others' capability and capacity Inconsistent description and use of language</p> <p>• Limited alignment of systems of work, support the integration, implementation and delivery of capability for the future</p> <p>• Mix of engagement activities across community, business and government. Under developed community, business and government partnerships.</p>	<p>• The sector understands its capability and capacity requirements and identified gaps.</p> <p>• Shared understanding through integrated systems and processes.</p> <p>• The sector has defined capabilities that manage existing and future risk.</p> <p>• Emergency management involvement against the State risk profile is maximized.</p> <p>• Scalable systems and processes used to improve availability and accessibility of capability across the sector.</p> <p>• Community, business and government capability and capacity are defined before, during and after an emergency.</p> <p>• Community, business and government understand their current capability and capacity and future requirements before, during and after an emergency.</p>
<p>EM FOUNDATIONS</p> <p>Our shared vision Safe and resilient communities</p> <p>Our shared goal "We work as one"</p> <p>Our role A national and Victorian emergency management system that reduces the likelihood, effect and consequences of emergencies.</p> <p>EPM's role "Working in conjunction with Communities, Government, Agencies and Business"</p> <p>Leading emergency management efforts by working with communities, government, agencies and business to strengthen their capability to withstand, plan for, respond to and recover from emergencies.</p>	<p>Our values</p> <p>Leadership - showing personal drive and inspiring others to achieve shared goals</p> <p>Accountability - working to clear objectives</p> <p>Integration - recognizing the importance of building effective and cooperative relationships</p> <p>Agility - responding quickly and effectively to dynamic situations and changing demands</p>	<p>Critical EM success factors:</p> <ul style="list-style-type: none"> • Maximizing the ability of the emergency management sector to work together and achieve shared outcomes that are community focused • Working and building key initiatives focused on planning, preparedness, response, recovery, emergency planning, investment and procurement • Maximizing community resilience, emergency management and local government recovery activities • Maximizing emergency management across government, business and community • Working and coordinating emergency management preparedness, response and recovery with the emergency management sector and community



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Introduction

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

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

The Victorian Preparedness Framework extends upon the Victorian Preparedness Goal and the Victorian Capability Blueprint in how we prepare for, respond to and recover from major emergencies.

The Goal and Framework are based on the Federal Emergency Management Agency (FEMA) National Preparedness Goal and System and have been adjusted substantially for Victoria. Victoria's State Crisis and Resilience Council (SCRC) endorsed its adoption in Victoria in May 2016 and is committed to its implementation.

The Framework provides the emergency management sector in Victoria with a model to understand the capabilities needed to manage a major emergency, the critical tasks that are required to be undertaken to deliver the core capabilities and the methodology to develop capability targets based on plausible scenarios.

It also provides the logic necessary to articulate how the emergency management system operates and draws organisations responsible for the various capabilities together to deliver integrated capability.

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

By clearly understanding our current capability and capacity, Victoria will be in much stronger position with regards to setting priorities with planning, training and investment decisions. This understanding will allow for the development of a system that will enable information to be captured and a gap analysis to be undertaken.

The project is one of significance for the state and has senior departmental representatives steering the progress and direction of the project. There is strong engagement at the national and interstate levels. Given the extensive reach of the project the business sector has been engaged as well at different stages of the project.

Study tour objective

As the Manager Capability and Response Performance at Emergency Management Victoria my role has involved developing the capability model and framework for Victoria. The focus of this study tour was to assist and guide the sector with the next steps of the FEMA model so that Victoria can assess and document our capability collectively to understand the State's preparedness for major emergencies.

The objective of the scholarship was to: *Study the application of the FEMA capability model at a local level in being able to undertake the assessment process of the capability against the targets to inform planning and set priorities for the future.*

In 2015, Emergency Management Victoria sponsored the United States, Federal Emergency Management Agency to come to Victoria for a week and brief senior stakeholders on its National Preparedness System. This provided senior stakeholders the opportunity to learn and understand the system's applicability and transferability to Victoria.

Based on this visit to Melbourne and the research that had been undertaken into models around Australia and overseas, Victoria's SCRC endorsed FEMA's National Preparedness System to be adopted in Victoria.

The scholarship provided me with the opportunity to further build networks of specialists in the area of emergency management focussing on capability and to continue to develop my own expertise in this field. It has positioned me to continue Victoria's focus to become a leader in this area and bring these learnings back to share with the Commonwealth and other jurisdictions.

This research and the implementation of a capability framework and system will provide the Victorian community with the confidence that the State has a strong understanding and model for measuring its emergency management capability now and into the future.

The aim of my study tour was to further assist this work in understanding the application of the FEMA model at a local level in being able to undertake the assessment process of the capability and capacity based on capability targets.

This research has assisted in providing further guidance to the emergency management sector in Victoria on how to assess the sector's capability against targets to inform planning and set priorities for the future.

By understanding and learning from a mature model that is being used by the US regularly we are in a better position to apply the National Preparedness Goal methodology at the state level.

Key learnings

Capability challenges

Overall my visit to the United States reinforced that globally we are all facing similar issues with regards to emergency management capability whether this is at a national, state or local level.

Emergencies are becoming more complex and the consequences are becoming more significant. This means that countries like the United States have had to think much more broadly about where they access the capability they need from to respond to these large scale disasters.

Time and time again they are seeing that there are not sufficient people and resources available to assist, there is always more that needs to be done.

As a sector, we can confirm capability requirements and take steps to ensure we are prepared, however because emergencies are becoming more frequent and complex, the sector needs to be thinking more creatively about how to deal with the diversity of emergencies we face.

The United States has learnt over many years of significant large scale disasters of the importance of accessing capability from the 'whole community' and not just from the national, state and local government sectors.

This is a strong focus of the National Preparedness System and one we are embracing in Victoria with the work we are undertaking with the Victorian Preparedness Goal and Framework.

Partnering with the private sector

One of the areas the United States has spent a lot of time focussing on is getting small and big businesses back up and running after a disaster and partnering with businesses that can assist during an emergency. This model ensures that the community is at the centre of the recovery.

This is work that occurs all year round and not just when the emergency occurs. They see the local businesses as being the backbone of the community and their resilience is key to ensuring that a community can get back on its feet again relatively quickly.

The United States has many programs at all levels of government to work with the private sector, they have staff dedicated to this important work and this is an area in Victoria we need to develop further to ensure that we are able to prepare, respond and recover more effectively to small and large emergencies.

By partnering with the private sector prior to the emergency occurring means that there are systems and processes in place before the emergency unfolds and provides for a more sustainable system when the actual emergency hits. The connections are made, the plans are in place, training and exercising has occurred and the assessment of where the capability could come from has been identified.

The New York City Emergency Management have a very strong and dedicated program to engage with the private sector. Their key focus is to assist businesses to open as quickly as possible. Some of the tools they use to engage and work with the private sector include having a portal for the business community to access real time emergency information and other preparedness information, they see the value of providing information to their partners in assisting them with their business continuity and preparedness as just as important as understanding and utilising their capability.

They also provide business associations with the opportunity to sit inside their operations centre so they can be part of the incident management team by sharing intelligence from their members to the emergency management sector and disseminating timely and accurate emergency information back to their members to assist with the response and recovery to the emergency.

As New York City has only three days' worth of food and water at any given time it is important their partners are well prepared as well and know what they will do if there is a disaster. Another tool that they have which both businesses and the community can register for is called Notify NYC, it is a public messaging program that will inform the community of advisories concerning emergencies or events that may disrupt normal life, business or traffic activity in the City.

Two programs that are run out of the New York City Emergency Management include:

1. *Ready New York for Business* and the key message is –

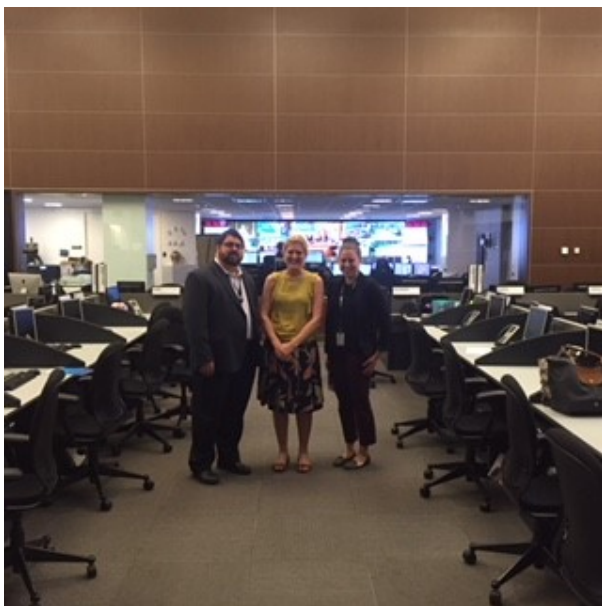
“Businesses, large or small, play an important role in serving the communities of New York City. With the many demands on your time and resources making an emergency plan may not seem like a priority. But when emergencies happen, businesses without a plan are more likely to suffer losses and many never re-open.

2. *Partners in Preparedness – Preparing today for a resilient tomorrow* is open to public, private, and non-profit organisations across the community. This includes education, faith – based, health care, hospitality and service, energy and utilities, banking and finance, arts and entertainment, community, non-profits and government and more.

The benefits they are provided with is timely emergency information, access to webinars, forums, briefings and networking events, free preparedness brochures and promotional material, recognition of a commitment to preparedness and access to a network of organisations dedicated to preparedness.



Outside New York City Office of Emergency Management with Fritzmarie Ceser, External Affairs, FEMA Region 2.



Visiting New York City Emergency Management Operations Centre, hosted by Assistant Commissioner, Public/Private Initiatives – Ira Tannenbaum.

National Business Emergency Operations Centre

Through my discussions with Robert Glenn, Private Sector Director, FEMA in Washington DC he provided a thorough briefing on the National Business Emergency Operations Centre (NBEOC) and the strong program of work they are leading nationally around public/private partnerships.

FEMA's view is that in a disaster, close collaborations between FEMA and the private sector is critical in protecting citizens and rebuilding communities. The NBEOC is FEMA's virtual clearing house for two way information sharing between public and private sector stakeholders to prepare for, respond to and recover from disasters.

The NBEOC is run from the FEMA's Office of External Affairs, Private Sector Division within the National Response Co-ordination Centre. The NBEOC uses virtual tools – including web based platforms and dashboards to communicate and coordinate with members. During emergency operations, the NBEOC provides access to real-time situational awareness about the incident and ground truth on the needs of survivors and communities being impacted.

Some of the functions of the NBEOC is to:

- Support the ability of all levels of government to respond to and recover from disasters by connecting them with FEMA's regional private sector liaison s and the NBEOC's national network of private sector partners.
- Assisting FEMA's regional and joint field offices by identifying potential sources of operational support and providing situation awareness during response and recovery phases of a disaster.
- Improve situation awareness across affected areas and facilitate information sharing between public and private sectors on existing needs and capabilities during disaster.
- Engage key stakeholders who can bring resources, capabilities and expertise to bear during disaster response and recovery efforts.



Meeting Mr Robert Glenn, Private Sector Director, FEMA in Washington DC.

Other efforts include FEMA having Private Sector liaisons at the agency's 10 regional offices across the country to support the program who support the overall program. They run an annual Public-Partnerships Conference which allows members from both sectors to communicate and collaborate to identify areas where improvement has occurred as well as areas that require more attention. This type of collaboration shows the maturity of the system that the US has been able to develop through placing such a focus and importance of building these partnerships.

FEMA's aim is to create thriving partnerships for a secure, resilient nation and requires collaboration at every level of business – from the boardroom to the storefront. FEMA believe the four pillars of preparedness for business include:

1. Staff
2. Structures and systems
3. Suppliers
4. Service

These pillars are discussed in more detail in *FEMA's Business Community Resilience Toolkit*.

Capability is not just about the people and the resources

From discussions with the Maryland Emergency Management Agency and learning from their experiences from undertaking their State's capability assessments it highlighted that it is not just about the number of people and resources you have assessing but more importantly what are the processes, systems and governance that are in place or are missing to effectively deliver that capability.

From their experience, often if you work on improving your systems and processes you don't always need more people and resources. This is a very important point that has been taken on board through Victoria's Capability Working Group and will be a concept that will be passed on through the training materials for the Capability Co-ordinators undertaking capability assessments in 2018-2019.

The assessment we are undertaking in Victoria from 2018 – 2021 will look at the five key elements of capability which include the people, resources, governance, systems and processes required to deliver that particular critical task.

By having systems and processes that are well understood and practised means that the people and resources being deployed can be utilised more effectively and the capability can be delivered in a more efficient way.



Meeting with the team at the Maryland Emergency Management Agency in Baltimore, Reisterstown.

Victoria is on the right track

The capability and capacity work that Victoria is leading is definitely on the right track, the work that has been done to date by the sector has built on the work undertaken in the United States and we have been able to simplify some of the key elements to make it easier to utilise.

FEMA has been looking to modify its current methodology to develop capability targets against all the critical tasks, which is the work we completed in mid-2017 in Victoria. They see this as very practical way to simplify this process and also make the outcome of the assessment more useful.

Work was also underway at FEMA to review the assessment methodology they have been using to make it more objective and moving away from a self-assessment process. This is another key element we are keen to learn from as Victoria has developed a process to undertake an actual assessment rather than a self-assessment.

Our methodology, which was developed post my study tour, includes a five step process which includes FEMA's new thinking and Victoria's perspective that we need the assessment to be an actual assessment not a self-assessment.

I was also fortunate to be able to view FEMA's online portal for storing capability data and listen in on a real time webinar between FEMA headquarters (Washington DC) and Maryland Emergency Management Agency as they provided users with guidance on updates to the assessment tool. This provided me with a wonderful opportunity to understand on what we needed in Victoria to store all our assessment data. I presented this concept to the Capability and Capacity Steering Committee and was successful in securing funding to develop an online portal based on FEMA's Unified Reporting Tool. This is currently being built.

Capability at the local level

From my visit to Howard County and Ellicott City where they had recently had a 1 in 1,000 year flood in 2016 they were very clear about developing tools that everyone can use that are not too complicated. Currently Counties do not have to undertake the FEMA capability assessment process. Some do participate but it is not compulsory.

From their perspective the process they believe that works to understand capability at the local level is the following:

1. Have a plan that is easy to understand.
2. Exercise the plan through a roundtable discussion with all the players in the room, this is a key step in the process.
3. Understand the three tiers of government (national, state and local) and know where you will access capability from particularly in a large scale disaster such as the flood they experienced.
4. Undertake a self-assessment through this roundtable table discussion. These discussions are crucial, check exactly where your capability is going to come from, don't presume anything.

This approach is very similar to the methodology being developed by Local Government Victoria though it's Council in Emergencies project and the new EM Planning Guidelines.



Visiting Ellicott City where I saw the recovery work that had occurred since the 2016 flood.



Meeting with Thomas McNeal, Deputy Director Howard County Office of Emergency Management, Donald Lumpkins, Chief Financial Officer, Maryland Emergency Management Agency and the team.

Accountability is the key

One of the strong messages that I was provided with was that you need to make sure that accountability is clearly identified and articulated for the capability being delivered. An organisation or department needs to be assigned to that capability to lead the co-ordination of undertaking the capability assessments.

This is a concept in Victoria we had already been implementing with the role of Capability Co-ordinators being appointed from across the emergency management sector, for example Victorian Institute of Forensic Medicine is the co-ordinator for Fatality Management, Metropolitan Fire Brigade is the co-ordinator for Search and Rescue, Ambulance Victoria for Health Emergency Response, Public Order and Community Safety is Victoria Police.

This means that there is a group of subject matter experts developing the capability targets and learning the process of undertaking the capability assessments so we have a consistent process across the project and are developing the capability of the whole sector in the approach and transferring the knowledge so it can become a sustainable model.

The key to the success of the project has been to engage as broadly as possible across the whole sector – while a specific agency, department or organisation may be assigned the capability co-ordinator role it is important to provide the opportunity for all organisations to contribute, particularly those who may not traditionally have been included in the discussions around the capability but have a key role and can bring more capacity and insights to the table.

Benefit to the emergency management sector

This is a significant project for the Victorian emergency management sector which will provide a holistic picture of the sector's capability to manage major emergencies.

This project has been underway since 2015 and has been very successful to date in bringing the sector along on the journey to develop a model to articulate the State's capability to undertake emergency management.

The Victorian Preparedness Framework has already mobilised agencies and departments to conduct their own internal work to understand capability and capacity within their own organisations. Many of the key concepts from the framework have been embraced.

This data and knowledge can then inform training and investment priorities as well as partnering more closely with the private sector to provide capability during major emergencies.

This work also has significant community benefit as the more we can understand the gaps in our capability and capacity we can engage with the community on the areas we can seek their assistance.

Significant development of the Goal and Framework has been undertaken by the Capability Working Group with a significant representation of agencies, departments and organisations who provide capability before, during and after an emergency. This work has been developed alongside capability coordinators from a number of organisations working on the project, overseen by a Steering Committee chaired by the Emergency Management Commissioner. As we move into the assessment phase there are in excess of fifteen capability coordinators currently assigned roles?

This research and the implementation of a capability framework and system will provide the Victorian community with the confidence that the State has a strong understanding and model for measuring its emergency management capability now and into the future.

Conclusion

This scholarship provided the sector and I with the pieces of the puzzle we were not able to ascertain from desktop research, video teleconferencing and emails with emergency management staff in the United States.

Since commencing this project in 2015 I have become very familiar with the methodology and processes the US were implementing so by being able to meet the staff who developed and are implementing their National Preparedness Framework first hand was exceptionally beneficial and invaluable for the project.

The scholarship provided me with the strong evidence required to continue implementing the Victorian Preparedness Framework in Victoria and share my learnings and start applying them with a significant amount of stakeholders from across the sector. From the SCRC through to local council briefing sessions.

We continue to influence and link the work into many strategic projects across the State, examples of these include:

- Emergency Management Planning Guidelines
- Councils and Emergencies Project
- Emergency Management Partnership Network
- Red Cross, DELWP, SES, MFB, DHHS internal capability work

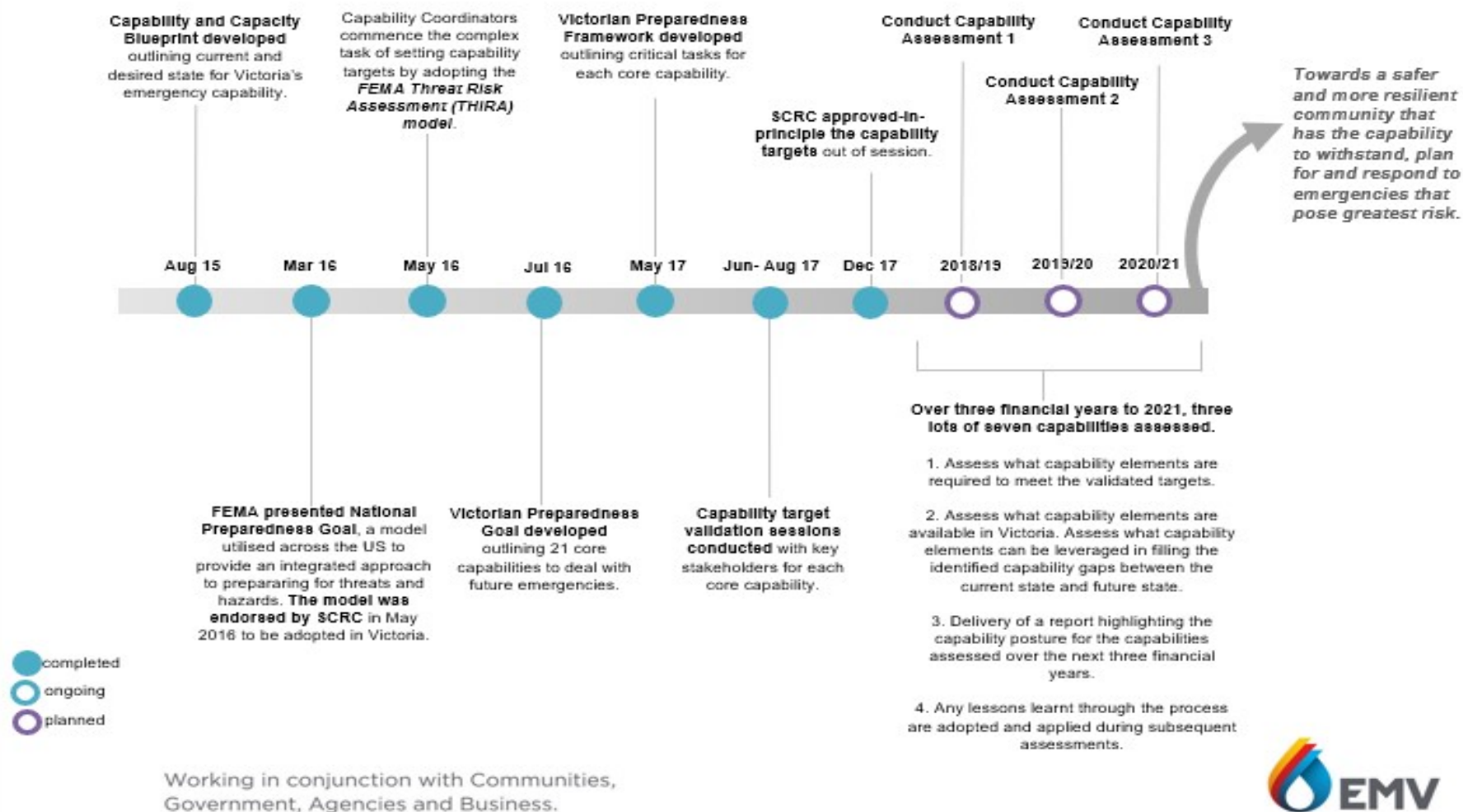
The sector and EMV project team continue to implement the learnings from my study tour currently. Actions that are currently underway as of February 2019:

- An online portal has been funded through agencies and departments on the Emergency Services Leadership Group and is currently being developed.
- Assessment methodology was developed and endorsed by the SCRC.
- New version of the Victoria Preparedness Framework was released in mid-2018.
- Assessment pilot is currently underway with eight of Victoria's 21 capabilities.
- Accountabilities were assigned to all 21 capabilities and agreed to by senior stakeholders.
- Learnings around the work the United States undertake with the private sector was shared and inked in with the partnership project work being led by EMV.

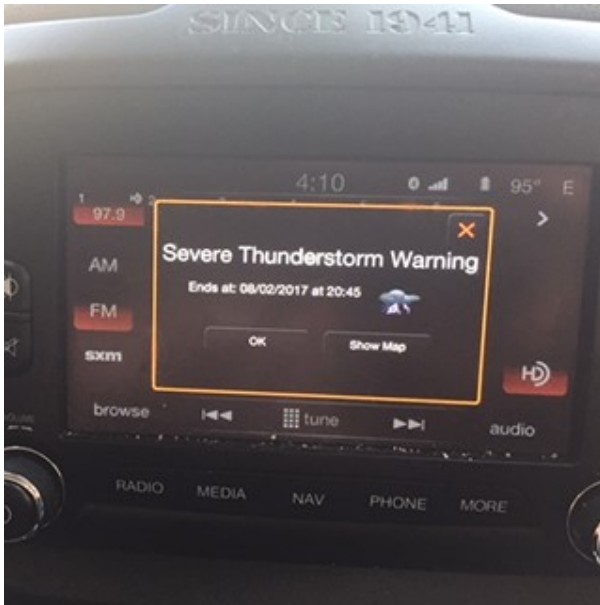
It is planned that by July 2019, an initial draft report will be developed that will start to detail the State's capability gaps from the initial capability assessments. This work will then start to inform broader strategic investment opportunities, training and partnership opportunities with business and other organisations.

This work will provide the State with more detailed understanding of where its capability and capacity gaps are and provide a platform for long term planning to occur to start addressing these issues.

EM Capability and Capacity Project Timeline...



Future opportunities



While visiting as was displayed in the car we were travelling in. This is another technology that Victoria should be investigating and developing. Very useful for travellers and people passing through an area under threat, particularly if you do not have a mobile phone.



Meeting Daniel Cotter, Director, First Responders Group, Department of Homeland Security (DHS) and Emily Saulsgiver at the Department of Homeland Security, Science and Technology Directorate to discuss the process by which they develop new technologies for the emergency management sector to assist with capability gaps. A further area for Victoria to learn from DHS once we have a clearer picture of our capability gaps.