

AUSTRALIAN DISASTER PREPAREDNESS FRAMEWORK

A guideline to develop the capabilities required
to manage severe to catastrophic disasters

OCTOBER 2018



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Foreword

Natural hazards are a fact of life in Australia—every year, bushfires, floods, cyclones and storms devastate our communities. The intensification of hazards, the growing vulnerability of the population and the interconnectedness and interdependence of our systems have the potential to result in national and systemic disaster outcomes. The task of preventing these outcomes is becoming more complex and it is widely accepted that no one jurisdiction, agency or organisation has the knowledge or capacity to do this alone.

The need to scale up, integrating capability and extending preparedness beyond traditional boundaries is growing in importance and urgency. Further, understanding core capabilities necessary to manage risks associated with any hazard is an essential element of a disaster risk reduction and resilience system.

While Australia has an excellent baseline of standing capabilities, these are not nationally integrated to enable a holistic, national response to large-scale, multi-jurisdictional severe to catastrophic events.

Preparedness and disaster risk reduction is a shared, though not equal, responsibility in which all sectors of society need to be involved.

The Australian public rightly expects that severe to catastrophic disasters will be dealt with effectively to minimise loss of life and property and ensure that recovery can occur as quickly as possible. This requires a mechanism that enables the holistic consideration of national capability.

The Australian Disaster Preparedness Framework (the Framework) will support Australia to develop the required capability to effectively prepare for and manage severe to catastrophic disasters. Such disasters could be the result of a single event or the cumulative effect of a number of events. Severe to catastrophic disasters do not accord to jurisdictional boundaries and, because of their scale and consequences, require the ability to draw on capabilities that exist, with governments, private sector, and communities nationally and with governments or the private sector internationally.

The collaborative development of this Framework recognised the work being undertaken in all jurisdictions and incorporates current thinking and common approaches to emergency management.

The framework is a key contributor and enabler to national preparedness for severe to catastrophic disasters.



Paul Grigson

Deputy Secretary

Security and Resilience Group

Department of Home Affairs Australian Government



Darren Klemm AFSM

Commissioner

Department of Fire and Emergency
Services Western Australia

Co-Chairs Australia-New Zealand Emergency Management Committee

Introduction

The Australian Disaster Preparedness Framework (the Framework) will support Australia to develop the required capability to effectively prepare for and manage severe to catastrophic disasters. Such disasters could be the result of a single event or the cumulative effect of a number of events. Severe to catastrophic disasters do not accord to jurisdictional boundaries and, because of their scale and consequences, require the ability to draw on capabilities that exist nationally and internationally. These capabilities are not necessarily confined to those owned by governments and include capabilities that could be drawn from the private, non-government and community sectors.

The Australian public rightly expects that severe to catastrophic disasters will be dealt with effectively to minimise loss of life and property and ensure that recovery can occur as quickly as possible. This requires a mechanism that enables the holistic consideration of national capability. The need for such a mechanism was identified as the first action item in A Capability Roadmap: Enhancing Emergency Management in Australia 2016 (the Capability Roadmap).

The development of this Framework recognises the work being undertaken in all jurisdictions and seeks to incorporate current thinking and common approaches to emergency management. The Framework also addresses the requirements set out in the Sendai Framework for Disaster Risk Reduction 2015-2030 to build Australia's resilience, preparedness and management of severe to catastrophic disasters; and is designed to complement the National Strategy for Disaster Resilience by providing guidance on understanding risk, partnering with those who effect change, and supporting capabilities to ensure preparedness. The Framework is also an enabler of the National Risk Reduction Framework (under development).

The Framework provides guidance to all jurisdictions in understanding, developing and enhancing capability requirements to prepare for, manage and recover from severe to catastrophic disasters. Together, the capabilities of each jurisdiction make up Australia's national capability for disaster preparedness. A holistic understanding of existing capabilities, gaps and partnerships provides a national picture of the capability requirements to be prepared for severe to catastrophic disasters.

WHAT IS A SEVERE TO CATASTROPHIC DISASTER?

The Framework uses the following definition of a catastrophic disaster.

A catastrophic disaster is what is beyond our current arrangements, thinking, experience and imagination (i.e. that has overwhelmed our technical, non-technical and social systems and resources, and has degraded or disabled governance structures and strategic and operational decision-making functions).

– Emergency Management Australia

It should be noted that severe to catastrophic disasters differ from emergencies in that they exceed business as usual emergency management systems and capability design parameters.

THE PURPOSE OF THIS DOCUMENT

This document describes the Australian Disaster Preparedness Framework and its seven components. It outlines the principles that underpin national preparedness and defines what constitutes preparedness capabilities for severe to catastrophic for disasters. Importantly, the document provides guidelines that can be used by all jurisdictions¹ to inform the development of capability across Australia to prepare for and manage² severe to catastrophic disasters.

¹ For the purpose of this document, jurisdictions refer to all Australian states and territories as well as the Commonwealth, unless stated otherwise.

² Management of severe to catastrophic disasters is across the continuum of prevention, preparedness, response and recovery.

WHAT IS THE AUSTRALIAN DISASTER PREPAREDNESS FRAMEWORK?

The Australian Disaster Preparedness Framework informs the strategic governance, policy and investment required for disaster preparedness. The Framework is a dynamic mechanism by which all jurisdictions collectively prepare for severe to catastrophic disasters. It incorporates consideration of risk and consequence, and new and emerging ideas and technologies, to inform the strategic capability requirements and arrangements across governments and the private, non-government community and international sectors.

WHAT THE FRAMEWORK IS NOT

The Framework is not an assessment mechanism by which jurisdictions will be held to account. Rather it provides a collaborative mechanism to ensure the capabilities required to respond to severe to catastrophic disasters are well understood and can be developed and/or accessed to provide Australia the ability to manage such disasters. The Framework is not intended to mandate a specific approach to developing capability. It provides a guide that may be useful for jurisdictions to consider as they develop their capability to effectively prevent, plan, respond and recover from disasters.

The Framework does not focus on disasters or emergencies that fall below the threshold of a severe to catastrophic disaster. The Framework acknowledges the responsibility of all jurisdictions to deal with disasters or emergencies within their existing arrangements. The focus of the Framework is to ensure the capabilities required to manage severe to catastrophic disasters are identified and to promote collaboration to fill any existing gaps.

HOW WILL THE FRAMEWORK BE GOVERNED?

This Framework will be governed through the Australia-New Zealand Emergency Management Committee (ANZEMC). ANZEMC will determine its application, utility, implementation and evaluation in the national context to ensure the continuous improvement of the Framework.

Based on ANZEMC determinations, agreement and guidance, each jurisdiction will determine how it will apply or utilise the Framework. It is not intended that jurisdictions must adopt the Framework in its entirety but utilise the guidance it provides and align their respective approaches and frameworks for consistency and commonality to the Australian Framework.

FRAMEWORK GOALS

1

Provide Australia with a mechanism to effectively articulate its preparedness and capability requirements to prevent, plan for, respond to and recover from severe to catastrophic disasters.

2

Use the current work undertaken in Australia and incorporate international best practice approaches to build an appropriate level of capability across Australia to manage severe to catastrophic disasters.

3

Provide a method by which all jurisdictions across Australia can understand, assess and begin to develop the capabilities required to deal with a severe to catastrophic disaster.

4

Provide a mechanism to determine what capabilities meet national priorities and thresholds, and how they may be enhanced, developed, accessed and sustained to deal with severe to catastrophic disasters.

Capability and Capacity

Capability is the collective ability and power to deliver and sustain an effect within a specific context and timeframe. Capacity is the key determinant of how long a capability can be sustained for at a particular level of ability. The level of capability is determined by the combination of ability and capacity across the following core elements³:



All personnel involved in undertaking emergency management activities including community, all levels of government, non-government organisations, agencies, business and volunteers.

Includes people with appropriate knowledge and skills with a focus on leadership skills, technical skills and a culture of working as one.



The physical equipment and assets needed to undertake emergency management activities. For example, infrastructure, fleet, IT equipment, radios, communications equipment, consumables and personal protective clothing, equipment and lifecycle management.



The enabling factors that emergency management operates within including legislation, funding, authorising environment, emergency management arrangements, doctrine and policy.



The systems, including data, that are used to deliver emergency management outcomes such as learning and development, information technology, financial, infrastructure and assets management, workforce management, workplace health and safety, quality control and incident management systems (such as AIIMS and ICCS+).



Documented or undocumented ways of delivering emergency management such as capacity planning, risk management, continuous improvement, information flow and planning.

These core elements can be viewed as inputs which, when combined, deliver a specific capability to a particular level of ability and capacity.

3 The elements as agreed to by all jurisdictions are drawn from the Emergency Management Victoria, Victorian Preparedness Framework, May 2018.
4 Governance in this context is a core element of capability (i.e. a key input to be considered in generating and maintaining a specific capability).

A national disaster preparedness capability is the collective ability of governments, the community, non-government organisations, the private sector and international support to manage the risks and address the consequences of a severe to catastrophic disaster.

National Capability Requirements

The development of the 2016 National Capability Roadmap identified a set of National Capabilities for consideration and further development. These National Capabilities were identified using a range of severe to catastrophic disaster scenarios to assess their impacts on society's needs. These National Capabilities provide a foundation to progress the collective understanding of what is needed for our nation to be better prepared to deal with severe to catastrophic disasters.

To further progress the collective understanding of these capabilities, previously agreed definitions have been taken from the Capability Roadmap, AIDR Disaster Recovery Handbook and the Victorian Preparedness Framework.

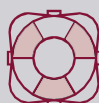
Further refinement of this work has continued resulting in National Capabilities as outlined and defined below. These provide a useful starting point for the application of the Framework. The definitions are as follows:



Planning

The ability to systematically plan for and implement scalable strategic, operational and tactical level approaches to dealing with catastrophic disasters.

National Principles for Disaster Recovery, being: understanding context, recognising complexity, using community-led approaches, coordinating all activities, communicating effectively, acknowledging and building capacity, should be considered throughout the planning cycles.



Search and Rescue

The ability to locate and extricate large numbers of missing or trapped persons, with the intent of protecting survivors from further harm and preventing further loss of life in the least time possible.



Warnings and Information

The ability to exchange information with all community elements within Australasian borders through seamless links at critical times is essential. This engagement is two-way and leverages natural societal linkages – including connections through businesses, cultures, geography, media, education and technology.



Civil Disaster Expansion

The ability to rapidly achieve scale and capability expansion through the use of measures and systems designed to meet mass community needs. This includes accessing non-government resources, international assistance, non-conventional assistance (such as spontaneous volunteers) and the application of third-party providers' assistance (for example insurance assessment, reconstruction assistance, and the use of privately owned transport for logistical support).



Fatality Management

The ability to recover, identify, examine and store large numbers of deceased individuals.



Public Order and Community Safety

Provide a safe, secure and orderly society through the active prosecution of regulations and laws related to the prevention of serious emergencies and to afford a safe environment for those communities affected by an emergency and any responding personnel engaged in emergency operations.



Evacuation and Support

The ability to move and support high volumes of displaced or at-risk persons (applying a gender and child-specific lens), through facilitation of mass movement and/or evacuation. Provision of essential needs include:

- + food, water, shelter, sanitation, clothing
- + facilitation of mass care
- + re-establishment of community links (such as through community meetings, or through technological means)
- + empowerment for reinstatement of livelihoods to 'business-as-unusual'
- + enablement of self-care where possible.



Responder Protection and Sustainment

The ability to maintain the ongoing health, safety and logistical sustainment of responders working to mitigate or recover from the impacts of a disaster.



Intelligence and Situational Awareness

The ability to combine situational awareness inputs from all sources with predictive analysis of consequence, risk, capability and capacity. Raw information must be translatable into intelligence products accessible and appropriate for the needs of stakeholders and decision makers at all levels. This includes the mechanisms for timely information broadcast and transfer (such as operational communications and public information broadcast systems), and systems of data interpretation (including geospatial information systems and electronic common operating picture applications).



Mass Care

The ability to meet essential needs and provide care to high volumes of affected citizens, both in and away from impacted areas. This includes – but is not limited to – health, psychological, aged, pharmaceutical and disability care.



Built Environment and Infrastructure Recovery

The ability to restore and stabilise residential and rural properties, critical infrastructure, utilities and services including but not limited to:

- + reconstruction or repair of residential or rural properties
- + maintaining business-as-usual activities in non-affected areas
- + enabling effective response and recovery efforts
- + restoring business-as-usual services to affected areas.

This includes utilities (such as electricity, water, sanitation), services (such as telecommunication, public transport) and other infrastructure (such as roads, ports and rail networks).



Logistics and Supply Chain Management

The ability to establish, sustain and adapt an appropriate supply chain to support response, recovery, evacuation and other efforts during catastrophic events is critical. This includes the delivery of essential services (food, water, sanitation, banking/money), materials and equipment, as well as the establishment of emergency power, telecommunications and fuel support.



Impact Assessment

The ability to provide all decision makers with relevant information regarding the nature and extent of the hazard, and any potential consequences during and after an emergency to ensure efficient, timely and appropriate support for communities.



Hazard Response

The ability to respond appropriately to the hazard and its consequences in a timely manner. This includes most response activities, such as firefighting, hazardous materials, pre-hospital medical care/transport and flood protection. It also encompasses efforts to delay, prevent, mitigate or secure threats and/or hazards.



Economic Recovery

The ability to return economic and business activities (including food and agriculture) to a healthy state and restore livelihoods, businesses, tourism, productive land, development of business and employment opportunities that result in a sustainable and economically viable community.



Natural Environment Recovery

The ability to return the natural environment, including but not limited to water, air, land, soil, plants and animals, back to an effective and safe level.



Biosecurity

The ability to prevent damage from biological threats to human, animal and plant life.



Social Recovery

The ability to provide assistance and access to services that allows individuals, families and communities to achieve an effective level of functioning after an emergency event. This includes safety, security, shelter, health and psychosocial wellbeing and re-establishment of those elements of society necessary for well-being. There should be a specific focus on gender and children needs.



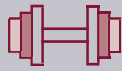
Crisis Leadership and Management

The ability to lead and manage a response or recovery to a crisis or emergency, including the activation of political leadership, command and control systems, incident management systems and operational tasking processes not practiced in routine emergency management.



Research and Learning

The ability to analyse key events, scientific information and required skills. This includes the transfer of information to others for the purpose of improving emergency management mitigation, preparedness, response and recovery activities underway, and into the future.



Community Planning, Capacity and Resilience Building

The ability to collaboratively plan for response and recovery through partnering with the community, and building capacity for local plan implementation and recovery management. It encompasses empowerment of local leaders and stakeholders to improve recovery and resilience outcomes for individuals and the communities. This includes public participation technologies, program support and funding for planning and capacity building initiatives.

The utility of the Framework is that it provides an ongoing mechanism to review and update the National Capabilities required to deal with severe to catastrophic disasters. This is outlined in the last section 'How to Use the Framework'.

National Preparedness Principles

The following are principles for national preparedness for severe to catastrophic disasters. These principles therefore underpin the Australian Disaster Preparedness Framework in determining the characteristics of severe to catastrophic disaster preparedness capabilities.

All-hazard

National preparedness can be applied to any and all hazards.

Borderless

National preparedness takes a truly national approach that is not restricted by state and territory boundaries. This principle is not limited to the emergency services and seeks to include a range of other stakeholders such as government agencies, the community, non-government organisations, private sector and volunteers.

Globally Linked, Locally Enabled

Experience shows that severe and catastrophic disasters can require an international response to help manage the scale. National preparedness includes linkages to foreign governments, international agencies and international non-government organisations.

Simple

National preparedness is easy to understand, communicate and apply.

Agile & Scalable

National preparedness is applicable at all levels. It can expand and contract to deal with the complexity of any particular disaster.

Adaptable

National preparedness is able to adapt to changes in the nature of severe to catastrophic disasters and to the context in which it is applied.

Outcomes Based

National preparedness focuses on delivering effects. These effects are pre-determined outcomes which are the result of planning, coordinated execution and continual assessment.

Timely

National preparedness will assist Australia and all jurisdictions to improve the timeliness and efficiency of the management of severe to catastrophic disasters across the continuum of prevention, preparedness, response and recovery.

Australian Disaster Preparedness Framework Components

The Australian Disaster Preparedness Framework (Figure 1) depicts the ongoing process that ensures Australia can effectively prepare for and manage severe to catastrophic disasters. As such, the Framework is dynamic and seeks to continually improve our national capabilities to ensure a prepared Australia.

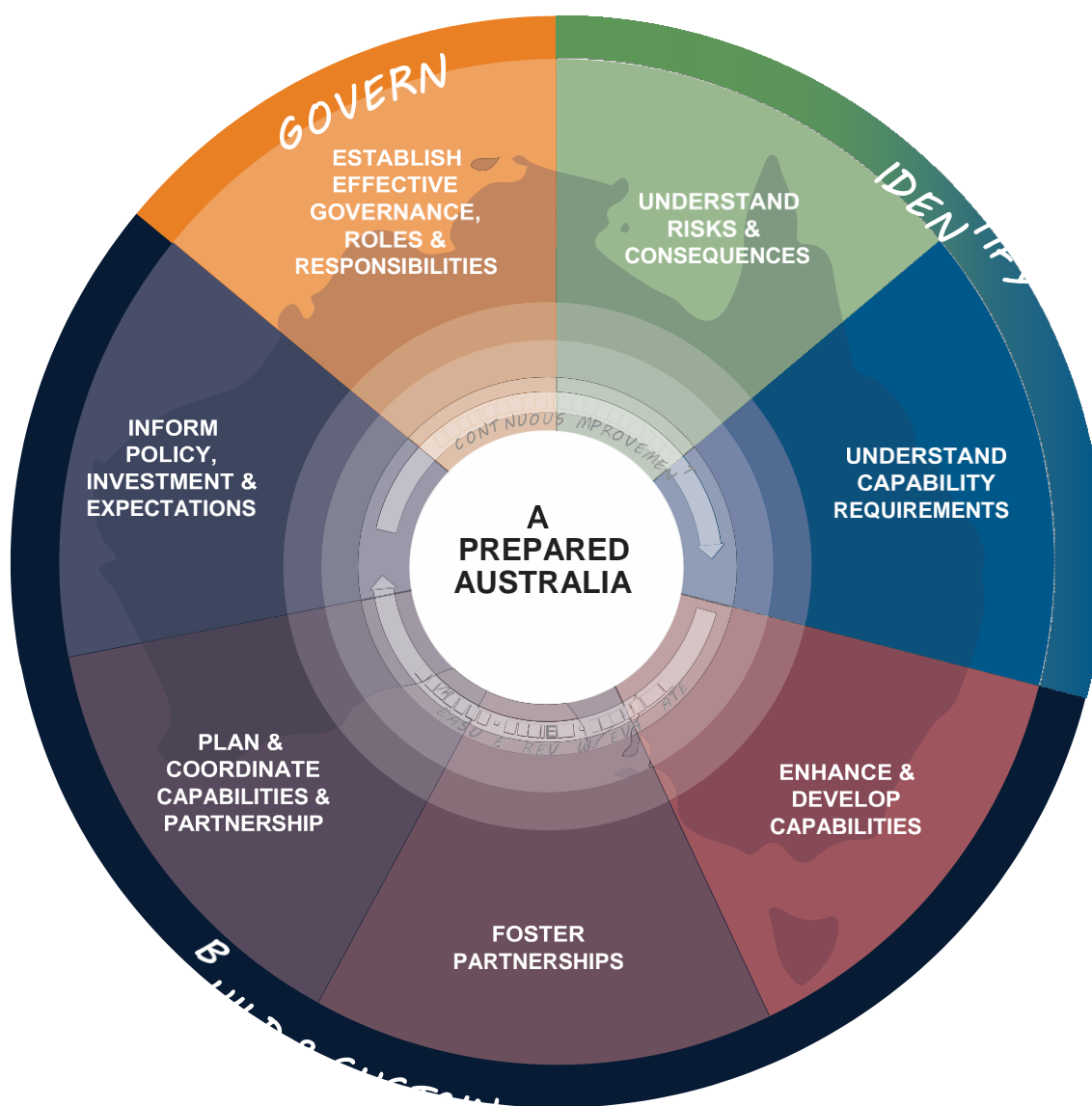
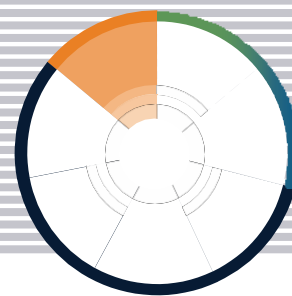


Figure 1 – National Disaster Preparedness Framework

Each of the Framework's seven components is underpinned by the National Preparedness Principles thus ensuring a truly national perspective is maintained. The following sections describe each component and provide guidance on the key considerations for that component to be effectively applied.



ESTABLISH EFFECTIVE GOVERNANCE ⁵, ROLES & RESPONSIBILITIES

Description

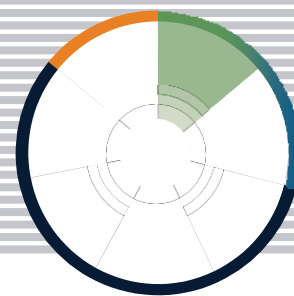
This component encompasses the establishment of effective governance, roles and responsibilities for the preparation and management of severe to catastrophic disasters. It is crucial that functional governance structures, including agreements and statements of expectations, are in place between all parties. This allows for the timely and effective management of a severe to catastrophic disaster. Specifically, the ability to reinforce governance structures and allow for streamlined decision-making processes to ensure decisions reach the ultimate authority as directly as possible, without interfering with the ability of local groups to take independent action as and where required.

Key Considerations

- Understand and apply the concept of 'supported' and 'supporting'⁶ organisations for severe to catastrophic disasters
- Establish formal agreements that outline governance arrangements, roles and responsibilities as they relate to severe to catastrophic disasters
- Develop a shared understanding of all roles and responsibilities within an organisation and between government, non-government, private sector and community sector organisations and individuals that contribute to the preparation for and management of a severe to catastrophic event
- Articulate and communicate the roles and responsibilities and expectations of organisations and key personnel
- Establish, communicate and practice lines of communication to ensure effective governance.

⁵ Governance in this context refers to the governance component of the Australian Disaster Preparedness Framework, which is different to the context of governance as a core element of capability (i.e. a key input to be considered in generating and maintaining a specific capability).

⁶ 'Supported' refers to the entity/organisation receiving assistance. 'Supporting' refers to the entity/organisation providing the assistance.



UNDERSTAND RISK & CONSEQUENCE

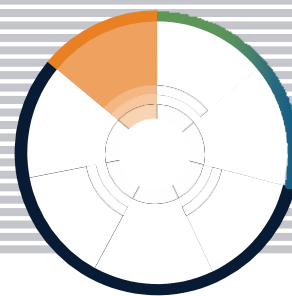
Description

This component emphasises the need to thoroughly analyse the risks of a severe to catastrophic disaster and its consequences. When considering risk in the context of this Framework, the focus should be on the consequence of the disaster. When preparing for and managing severe to catastrophic disasters the consequences of these events are likely to be of a scale that they must be planned for proactively. This ensures effective coordination across the many stakeholders that will contribute to preventing, planning for, responding to and or recovering from the severe to catastrophic disaster.

Understanding disaster risk, including policies and practices, should be based on all dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment. This understanding is useful for pre-disaster risk assessment, for prevention and mitigation and for the development and implementation of appropriate preparedness and effective response to, and recovery from, disasters.

Key Considerations

- Take an all-hazards view – including severe to catastrophic natural and manmade disasters, terrorism, cyber-attacks, etc.
- Understand the continuum of risks associated with a severe to catastrophic disaster – i.e. before, during and after an event
- Utilise current and future state scenario analysis to understand risk
- Understand the environment and context when determining consequences – e.g. geographic, climatic, social, political, demographic, community
- Identify interdependencies e.g. power interruption will impact transport, communications, hospitals, water supply, etc.
- Identify who and what will be impacted, and for how long, by the occurrence of a severe to catastrophic disaster – through methods such as forecasting and scenario testing
- Identify both preventative and mitigating controls to manage risks
- Understand how to develop and implement effective preventative and mitigating controls
- Understand the potential for cascading of events, and the subsequent generation of second and third order consequence(s)
- Utilise existing risk documentation that is fit for purpose, including State Risk Assessments.



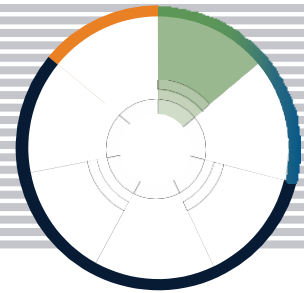
UNDERSTAND CAPABILITY REQUIREMENTS

Description

This component emphasises the importance of understanding the capability requirements to effectively prepare for and manage severe to catastrophic disasters. It emphasises the importance of simulation and exercising to consider the capabilities required in terms of both the level of capability to effectively deal with the task at hand, and the capacity required to sustain this level of capability over an identified time. It requires a holistic consideration of possible events (linked to the understanding of risk and consequences) to identify common capabilities and those that may be unique to one or a small number of events. Additionally, this component needs to commence the identification of which organisations have the capabilities required – other governments, non-government organisations, the private sector, communities and international partners.

Key Considerations

- Utilise scenarios, experimentation, forecasting and simulation to understand capability requirements
- Identify common capabilities that are required to prevent and/or manage severe to catastrophic disasters
- Identify unique capabilities that are required to prevent and/or manage severe to catastrophic disasters
- Identify the amount of capability required to ensure it can be effectively applied and sustained
- Identify where required capabilities that prevent and/or manage severe to catastrophic disasters exist (i.e. government, community, non-government, private sector, international)
- Note that it is not financially feasible or possible to maintain capabilities that prevent and/or manage all severe to catastrophic disasters
- Note that effective capability leverages the collective ability of others (i.e. government, community, non-government, private sector, international)
- Understand a capability is made up from a mixture of the core elements of capability
- Identify the capability threshold.



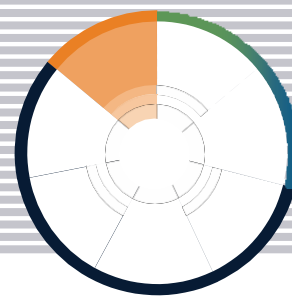
ENHANCE & DEVELOP CAPABILITIES

Description

This component advances the understanding of capability requirements, in order to prepare for and manage severe to catastrophic disasters. Enhancing a particular capability requires an analysis of the core elements of capability, the potential sources of that capability, what capacity there is to sustain that capability and how effectively that capability can be maintained over an identified time.

Key Considerations

- Understand the mix of core elements of capability required to generate the desired capability
- Understand the capacity requirements to ensure the required capability can be sustained for the identified time period required
- Look to generate capability found in the private sector and the community at large
- Consider the whole of life implications of a capability
- Note that development of capability will take time
- Note that capability will not be effective unless it is periodically practiced.



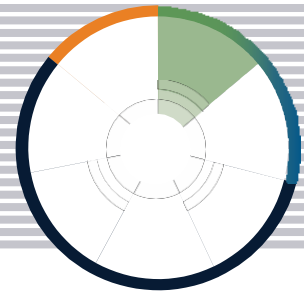
FOSTER PARTNERSHIPS

Description

This component ensures a focus on fostering partnerships to prepare for and manage severe to catastrophic disasters. It is not financially feasible to maintain a full suite of capabilities that address all possible severe to catastrophic disasters. Partnerships must therefore be an integral part of national disaster preparedness. At the most fundamental level, partnerships will occur across government organisations within the state/territory and also more broadly with other jurisdictions. Arguably though, the most critical partnership is that with the community, through establishing a sense of shared responsibility in dealing with any severe to catastrophic disaster. Likewise, partnerships with international, non-government and private sector organisations will be key.

Key Considerations

- Understand that partnerships are borderless and extend to international partners, across Australian governments, the non-government and private sectors and with community groups
- Identify where and what potential partners contribute to the prevention and management of severe to catastrophic disasters
- Note that partnerships can assist organisations to achieve their mission (working within their framework of values)
- Note that the community themselves has a crucial role to play, and, if appropriately supported, engaged and empowered, will take on particular responsibility in preparing for and managing severe to catastrophic disasters
- Understand that effective partnerships must be established and cultivated over time
- Note that effective partnerships need to be beneficial to all involved
- Fostering partnerships allows organisations to reduce gaps in capability
- Note that established partnerships must be communicated and understood by the community and all involved
- Understand the resource implications for developing and maintaining effective partnerships.



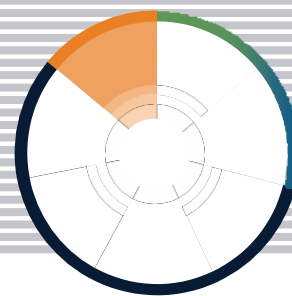
PLAN & COORDINATE CAPABILITIES & PARTNERSHIPS

Description

This component emphasises the need to properly plan and coordinate capabilities among partnerships to prepare for and manage severe to catastrophic disasters. Effective and efficient management of severe to catastrophic disasters requires more than just responding when an event occurs. Much of the effort involves collaboratively undertaking activities to identify, analyse and assess the need for action to protect communities from risks before a disaster occurs. The importance of planning and coordinating the availability and use of capabilities among partnerships is crucial to effective preparedness and management of, and recovery from, severe to catastrophic disasters when they occur.

Key Considerations

- Ensure communities are at the heart of planning and coordinating capabilities and partnerships to prepare for and manage severe to catastrophic disasters
- Ensure communities are aware of their role in sharing responsibility for the preparation for and management of severe to catastrophic disasters
- Ensure all parties understand the nature and expectations of a partnership for specific severe to catastrophic disasters
- Formalise partnerships through Memoranda of Understanding, agreements and/or plans
- Ensure all parties fully understand each other's capabilities and capability gaps as they relate to preparing for and managing specific severe to catastrophic disasters
- Ensure all parties understand the governance arrangements that are in place and how these will operate during a specific severe to catastrophic disaster
- Ensure all parties understand the importance of planning and what this entails
- Ensure the planning process involves all parties including partners to enhance mutual understanding and ownership of what the arrangements will be
- Practice the implementation of plans through simulations and exercises to build confidence in partners and the arrangements
- Ensure plans are periodically revisited and updated
- Note that partnerships allow organisations to leverage a wider range of expertise.



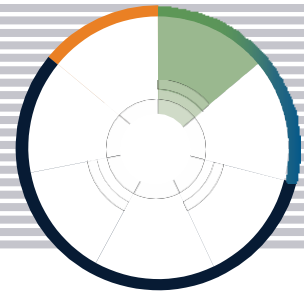
INFORM POLICY, INVESTMENT & EXPECTATIONS

Description

The application of the Guideline components will allow all jurisdictions to understand the current levels of preparedness for dealing with severe to catastrophic disasters. This informs investment, policy making and setting of expectations that allows for better outcomes and improved capability. This is particularly important to ensure the best return on investment of the public dollar and to clarify investment by partners to build improved interoperability and standardisation of approaches to preparing for and managing severe to catastrophic disasters.

Key Considerations

- Identify gaps in capability and capacity particularly to understand points at which these will be overwhelmed
- Share identified gaps in capability and capacity with all parties (i.e. government, non-government, private sector, communities and international partners)
- Carefully consider and assess the impact of investment decisions, changes to policy and changes to expectations
- Share changes and the impacts of investment decisions, changes to policy and changes to expectations
- Note the value of coordinating investment and policy decisions to generate a better overall outcome
- Understand that informing investment includes reinvesting or repurposing current capabilities
- Consider other resources e.g. the National Risk Reduction Framework.



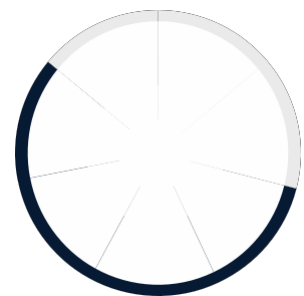
CONTINUOUS IMPROVEMENT

Description

Continuous Improvement ensures that the impact and effectiveness of each of the Framework's components are regularly measured, reviewed and evaluated against past performance and future needs. This ensures the Framework provides a mechanism to continually build capability maturity and also allows jurisdictions to adapt to the changing requirements of managing severe to catastrophic disasters.

Key Considerations

- Develop clearly articulated measures and targets to assess, track and manage performance
- Understand the sources of, and establish the mechanisms for accessing, the data and information that informs reporting and continuous improvement
- Ensure continual review and evaluation of performance
- Identify what the intended results or desired outcomes of the activities being undertaken are
- Utilise simulation, experimentation and exercises to understanding the effectiveness of the Framework and its components.



BUILDING AND SUSTAINING CAPABILITY

Description

Four of the Framework's components are core elements of building and sustaining capability. These components inform what needs to be built, sustained, enhanced and or re-purposed to provide access to capability. They also inform what other arrangements and partnerships need to be established to provide access to capabilities and meet the agreed requirements.

Key Considerations

Build and sustain national capability and capacity

- What level of capability and capacity is required?
- Who has the capability required?
- What is the gap in capability and capacity between what exists and what is required?
- Where else might the capability be available?
- Where can partnerships be established to access the capability?

How to Use The Framework

The Framework will be used to build Australia's national disaster preparedness by undertaking an assessment at both a jurisdictional and national level as illustrated in Figure 2.

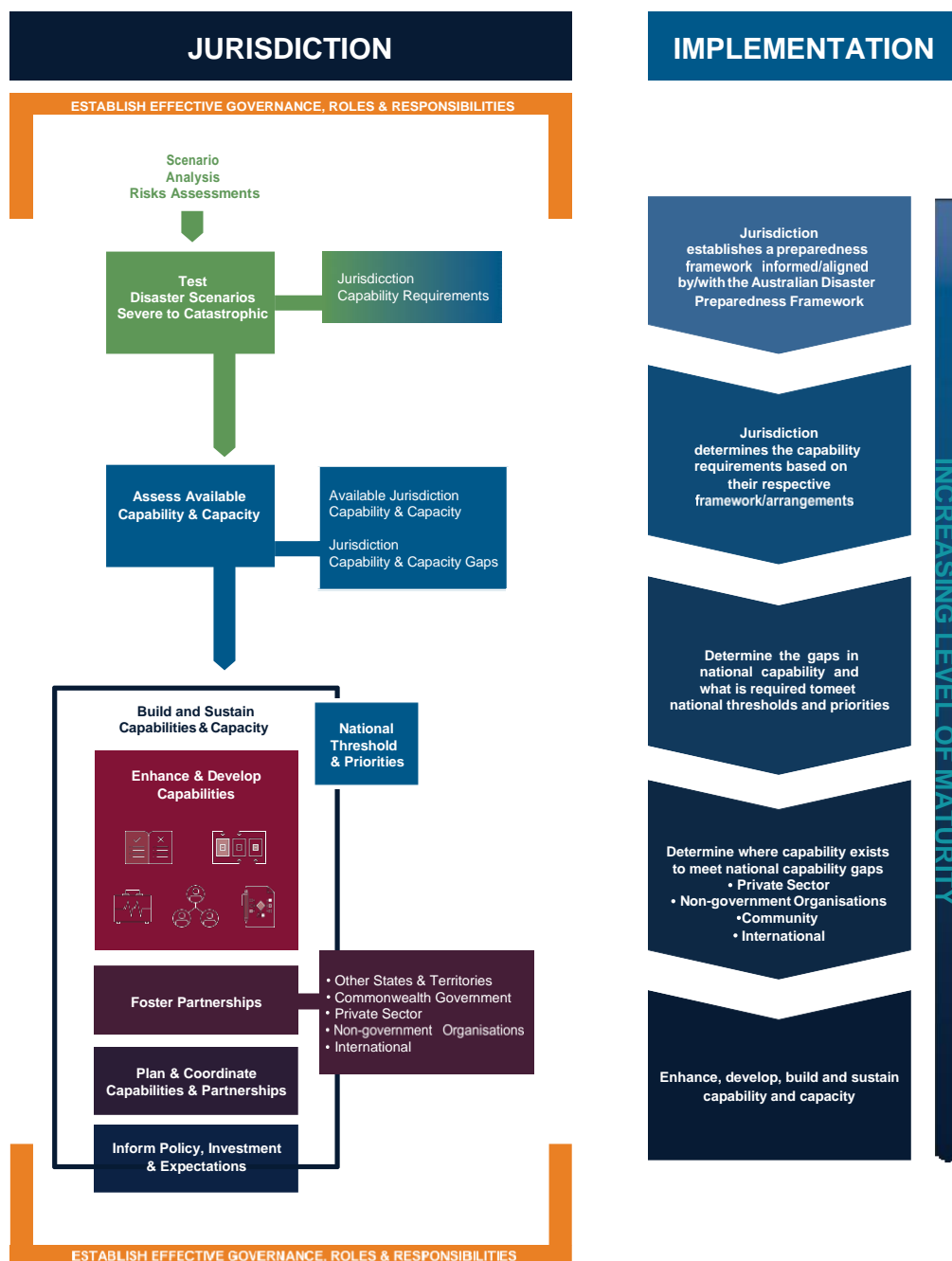


Figure 2 - Application of the Australian Disaster Preparedness Framework

The Framework informs thinking about national preparedness levels and the associated capability and capacity requirements from both a national and jurisdictional perspective. As such, it assists all jurisdictions to understand extant capability levels and gaps in ensuring effective preparation for, and management of, severe to catastrophic disasters. Governance will be key to avoiding duplication and addressing gaps in a coherent way.

Identify national capability and capacity requirements by understanding risk and consequence

Consideration of national preparedness levels for severe to catastrophic disasters commences through scenario testing. Scenario testing needs to encompass the full breadth of potential events and also to stress test extant capability arrangements to breaking point. Specific scenarios to be tested will be informed by previous work, such as the 2016 Capability Roadmap, and from jurisdictional inputs such as state and territory risk assessments. The key outputs from scenario testing are a set of national capability requirements and thresholds for activation.

Understanding national capability requirements allows an informed assessment to be undertaken of available capability and capacity, from which gaps can be identified at both a national and jurisdictional level. This information is then used to inform decisions about building and sustaining national capabilities and capacity.

Build and sustain national capability and capacity

- What level of capability and capacity is required?
- Who has the capability required?
- What is the gap in capability and capacity between what exists and what is required?
- Where else might the capability be available?
- Where can partnerships be established to access the capability?

Jurisdictions can use national capability and capacity assessments in their own consideration of capability development priorities and investment. Building and sustaining national capability and capacity will involve:

- the enhancement and development of identified capabilities
- fostering of partnerships
- planning and coordination of capabilities and partnerships
- informing policy, investment and expectations.

Decisions made by a jurisdiction will feed back to the national level as capability and capacity updates.

Govern national capability and capacity to ensure Australia's national disaster preparedness

Most importantly, the Framework provides the strategic alignment between identified national capability requirements and the building and sustainment of the capability and capacity to ensure Australia's national disaster preparedness. This is achieved through the implementation of effective governance, roles and responsibilities across all jurisdictions including the articulation of criteria for success and establishment of performance expectations.

MATURITY LEVELS

The application of this Framework provides jurisdictions an ability to understand their current capability maturity level in relation to severe to catastrophic disasters. This encompasses an understanding of what capability currently exists, where there are capability gaps and how these capability gaps may be filled. A basic maturity assessment for national preparedness is outlined in Figure 2.



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