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COMMONWEALTH CO-CHAIR BRIEF

Meeting Date: 21/02/2019 - Perth

Agenda Item 12 – National Fire Danger Rating System (NSW)

Co-chair lead:

Commissioner
Darren Klemm AFSM,
Department of Fire and
Emergency Services WA

Speaker:

Mr Feargus O'Connor,
Executive Director,
Office of Emergency
Management, Department of
Justice, NSW

Australian Government position:

s. 47B(a)

State and territory position:

s. 47B(a)

Purpose of raising the item

- To update ANZEMC members on the progress of the National Fire Danger Rating System (NFDRS) and to seek state and territory commitment to fund the next phase of the program utilising the National Bushfire Mitigation Program funding model.

Co-chair's Talking Points

- The NFDRS research prototype trial has demonstrated that a new national system is achievable and will provide clear community, economic and operational benefits.
- The Australian Government has committed \$5.85 million which is over half the required funding to progress the National Fire Danger Rating System Program for the next three financial years.
- States and territories now need to confirm their collective contribution over three years for the remaining 50 percent of the required funding.
- Invite Mr Feargus O'Connor to talk to this item.
- [At the conclusion of the item confirm ANZEMC recommendations and Communiqué.]

Commonwealth Member's Talking points

- Ministers agreed that the development of a new NFDRS is a national priority.
- Securing a funding agreement which includes all jurisdictions is critical to the full roll out of the NFDRS.

s. 47B(a)

- National Bushfire Mitigation Program model is based on a combination of bushfire risk and population.
- All jurisdictions are exposed to the impact of bushfire, as recent events have confirmed.
- All states and territories stand to gain from this superior system and the cost-benefit ratio is obvious.

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- The contributions being sought from each jurisdiction are a fraction of the \$11.6 million cost of the system over the next three years. The return on this enhanced system is anticipated to be an approximately \$65 million annual reduction in bushfire related costs nationally.

s. 47B(a), s. 47C(1)

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s. 47B(a), s. 47C(1)

Background

There are clear community, economic and operational benefits associated with replacing the current fire danger rating system. Initial estimates pointed to the NFDRS delivering an annual reduction in the costs of bushfires by 10% or \$65 million. This is now considered an underestimation.

Since 2010 the Australian Government has provided in excess of \$8.6 million towards the development of the NFDRS

The project is being developed via a phased approach. Phase 2 (Prototype Phase) is due to be completed in June 2019. Phase 3 (Implementation Phase) is due to start in July 2019 and run through until June 2022 at an estimated cost of \$11.66 million over three years.

In September 2018, ANZEMC endorsed the National Fire Danger Rating System (NFDRS) Phase 3 Program Management Plan.

The role of the Bureau of Meteorology is intrinsic to the success of the new NFDRS. BOM is committed to implementing this new system nationally on the understanding that it replaces fire danger rating methodologies currently in place.

Home Affairs has considered a range of models which could be employed to reach a nationally agreeable solution. The alternative model proposed minimises additional outlay by the Commonwealth while still making an outcome possible.

Clearance officer details:

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JURISDICTIONAL CO-CHAIR BRIEF

Meeting Date: 21/02/2019 - Perth

Agenda Item 18 – Prepared Communities Funding Prescribed Burning Initiative (WA)

Co-chair lead:

Mr Paul Grigson,
Deputy Secretary,
Infrastructure, Transport
Security and Customs Group

Speaker:

Mr Malcolm Cronstedt
AFSM, Deputy
Commissioner, Department
of Fire and Emergency
Services, WA

Australian Government position:

s. 47B(a)

State and territory position:

s. 47B(a)

Purpose of raising the item

- Western Australia is seeking Australia-New Zealand Emergency Management Committee (ANZEMC) endorsement of \$1 million from the Prepared Communities Fund for the implementation of national prescribed burning initiatives.

Co-chair's Talking Points

- This item seeks ANZEMC support for a \$1 million Australasian Fire Services Authority Council (AFAC) proposal to strengthen Australia's prescribed burning capability.
- The proposal seeks funding for a number of national initiatives relating to community involvement in prescribed burning, training and education resources, and performance reporting.
- AFAC proposes that the Prepared Communities Fund is used for this purpose.
- Invite Mr Malcolm Cronstedt to speak to this item.
- Invite comments from other members
- [At the conclusion of the item confirm ANZEMC recommendations and Communiqué.]

Background

On 5 December 2018, the Hon Scott Morrison MP, Prime Minister and Senator the Hon Linda Reynolds CSC, the Assistant Minister for Home Affairs, announced the \$26.1 million Preparing Australia Package to target investment in key national emergency management and disaster resilience initiatives in 2018-19.

The package includes funding for the following critical national capabilities:

- \$11 million to the National Aerial Firefighting Centre to boost aerial firefighting capabilities
- \$5.85 million for the implementation of the next generation National Fire Danger Rating System;
- \$2 million for the continuation of the national Emergency Alert warning system until 2020;
- \$750,000 for a review of Australia's telephony-based emergency warning system and trial of new technologies; and

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- \$1.5 million to expand the Public Safety Mobile Broadband trial across Australia and establish a national project management office to implement this technology.

The package also includes \$5 million for the Prepared Communities Fund to support high priority state and territory initiatives to improve community preparedness and resilience to disasters.

The scope and parameters of the fund, including state and territory allocations, was developed in consultation with the Treasury, Prime Minister and the Cabinet, and relevant state and territory agencies. A draft project agreement under the *Intergovernmental Agreement on Federal Financial Relations* has been signed by the Assistant Minister for Home Affairs and is with state and territory ministers for countersignature.

Funding is to be shared between the states and territories as follows:

Jurisdiction	Share (%)	Amount (\$)
New South Wales	26	1,300,000
Victoria	16	800,000
Queensland	23	1,150,000
Western Australia	12	600,000
South Australia	8	400,000
Tasmania	5	250,000
Australian Capital Territory	5	250,000
Northern Territory	5	250,000
Total	100	5,000,000

Clearance officer details:

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COMMONWEALTH CO-CHAIR BRIEF

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s. 47B(a)

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- The proposal seeks funding for a number of national initiatives relating to community involvement in prescribed burning, training and education resources, and performance reporting.
- AFAC proposes that the Prepared Communities Fund is used for this purpose.
- Invite Mr Malcolm Cronstedt to speak to this item.
- Invite comments from other members
- [At the conclusion of the item confirm ANZEMC recommendation and Communiqué.]

Commonwealth Talking Points

- The Prepared Communities Fund forms part of the broader \$26.1 million Preparing Australia Package, which targets investment in key national emergency management and resilience initiatives.
- The \$5 million fund is intended to support high priority community preparedness and resilience initiatives in each state and territory.
- Jurisdictions are free to use their share of the fund in a manner that suits their particular needs.
- Given the modest amount of funding available under the Prepared Communities Fund, states and territories may wish to explore alternative funding sources should they consider AFAC's proposal to be a high priority.

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	<p><i>If asked about the Disaster Resilience Australia Package (DRAP):</i></p> <ul style="list-style-type: none"> • The Australian Government provides approximately \$2.1 million per annum under the Disaster Resilience Australia Package for emergency management projects of national significance that help to build Australia's resilience to disasters. • Funding is directed towards projects that support the Australian Government and ANZEMC five strategic priorities: <ol style="list-style-type: none"> 1. Better understand the dimensions of what people value 2. Translate technical risk information to overcome barriers to communication 3. Reimagine and better express the ethics and values of crisis leadership 4. Create incentives and capability to enable whole-of-sector, whole-of-society approach to disaster preparedness and disaster risk reduction, and 5. Improve the nation's disaster preparedness understanding, capability and capacity including in crisis leadership, public communications and recovery. • The Australian Government welcomes ANZEMC project proposals for DRAP funding. • Expenditure should accord with the ANZEMC principle of mutual benefit, mutual obligation with activities benefiting all or most jurisdictions, and supported by equitable investment. <p>(A complete list of DRAP projects funded since 2016-17 is at Agenda Item 19. Other Business – Commonwealth Co-chair Brief – Attachment A)</p> <p>s. 47B(a), s. 47C(1)</p>
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National Fire Danger Rating System Program Board – 1 March 2019

Commonwealth Meeting Brief

Item 3.1 – ANZEMC outcomes

Action

Verbal update on ANZEMC outcomes – Deputy Commissioner Rob Rogers to lead

Key issues

ANZEMC agreed that the state and territory funding issue will be finalised before the end of May 2019.

Talking points (you may wish to raise):

- NSW through Mr O'Connor and Deputy Commissioner Rogers provided ANZEMC with an update on NFDRS including seeking state and territory commitment to fund the next phase of the program utilising the National Bushfire Mitigation Program funding model.
- While the ANZEMC outcomes are still being finalised; it is fair to say, ANZEMC noted the update on the progress of the NFDRS development; and agreed state and territory will continue to work, collectively to resolve the funding issue before the end of May 2019, following the commencement of the future national disaster resilience funding arrangements negotiations.
- Commissioner Klemm advised that Western Australia see significant benefits in the NFDRS and is willing to increase their contribution to six percent (\$699.600) if that helps to resolve the current impasse.
- South Australia agreed that they will accept the funding model based on the National Bushfire Mitigation Model.
- It was also noted that meeting projected timelines is vitally important as some states are currently making infrastructure spending decisions now based on those timelines.

Background

The ANZEMC meeting was held on 21 February 2019. The minutes and public communique are still being finalised. The communique when finalised can be made available to the Project Board.



National Fire Danger Rating System Program Board – 1 March 2019

Commonwealth Meeting Brief

Item 6.1 – Social Research project progress report

Action

Noting

Key issues

1. The Social Research Project Progress Report for February 2019 notates that the project is on track. Stage 1 and 2 completed. The Stage 2 Research Report was forwarded to Board members on 26 February 2019.
2. The project timeline has been extended, the completion date is now expected to be 20 April 2019.

Talking points (you may wish to raise)

- Will there be any ramifications for the later than expected completion of this project?

s. 47B(a)

Background

Project delay is attributed to the limited availability, due to operational activity, of the Steering and Reference Group members to review reports

The research reports have been made available to the AFAC Warnings Group.

Socialising the research will occur at the 6th International Fire Behaviour and Fuels Conference 2019 in Sydney in May and at AFAC 2019 in August 2019.



National Fire Danger Rating System Program Board – 1 March 2019

Commonwealth Meeting Brief

Item 6.2 – Social Research and Outcomes – Presentation and Workshop

Action

Note the presentation

Workshop and identify themes to be addressed in stage 3 of the project.

Key issues

Refer to Background for key findings from stage 1 and 2 of the research reports.

Talking points (you may wish to raise):

- It is clear from the findings that to alter community behavioural responses and generate greater levels of public awareness the current NFDRS and warning systems requires change.
- It is important that the findings be considered in the context of changing risk profile for example a changing climate, demographic changes, expansion of disaster season, new development into risk prone areas, unseasonal events, disasters occurring in non-traditional locations.
- As there is no broad consensus for a national warnings system applicable for all hazards, it may be prudent to focus only on the NFDRS and bushfire warnings requirements.

Next generation NFDRS and warning systems

- The next generation NFDRS needs to be simple, easy to understand and effectively communicated and disseminated.
- Promotion of personal and family risk by highlighting recent local and Australia-wide events and future predictions of hazard is likely to be most effective in achieving desired community outcomes.
- Behavioural messaging in ratings and warnings is paramount to increasing the effectiveness of the NFDRS and warnings – what to do when.
- Promoting consistent messaging and warnings across multiple formats and channels will reach the most number of people.

Gaps or themes to progress in the next phase of research

- How groups became aware of the current systems – will provide measures that may be employed to increase mainstream awareness of the next generation NFDRS.

- How to optimise communication of the next generation NFDRS – change of system and to mainstream awareness.

Background

Stage 1 – *Survey Report Benchmarking Community Understanding and Action* identifies community comprehension, use and effectiveness of the current NFDRS and Warnings Systems.

Key Findings

- Awareness of the current NFDRS signage is high, however it is not well understood nor does it result in influencing action. Indicating the current NFDRS is not compelling enough to motivate action. Only 34 percent nationally have taken action at a given rating.
- Bushfire warnings systems are also not well understood, particularly what action is attributed to what warning.
- There is inconsistent understanding of the current NFDRS and warnings (including total fire bans) across states/territories, metropolitan and rural areas and those born within and outside Australia.
- Community concern commences midway through the current NFDRS and warnings scales – possibly indicating there are too many levels.
- Risk perception and therefore action is influenced by perceived hazard exposure which is based on recent experience. A changing risk profile due a changing climate or other factors does not appear to be a consideration.
- Television and radio are the most effective channels for communicating warnings.

Themes to pursue to achieve desired action

- Promotion of personal and family risk by highlighting recent local and Australia-wide events and future predictions is likely to generate desired community outcomes
 - As behaviour is linked to perceptions of personally being at risk, and
 - Risk recognition is influenced by proximity to and experience of perceived hazards that is developed from childhood.
- Linking desired actions to individual ratings and warnings
 - Current NFDRS signage does not generate desired actions as individual ratings do not identify what actions should be taken
 - Holistic communication channels and education programs are required to inform the community as there are limited option with signage alone to communicate desired action.
 - Over a quarter are seeking more information on how to prepared

Stage 2 – *Qualitative Research Report Evaluating Current State and Future Direction* aims to inform the development of the next generation NFDRS

Key Findings

- To alter community behavioural responses and generate greater levels of public awareness the current NFDRS and warnings requires change.
- The current NFDRS is perceived as complex which inhibits awareness, comprehensive and action.
- There is no broad consensus for a national warnings system applicable for all hazards.
- Confidence in forecasting and warnings (timeliness and accurate) is paramount in generating desired action.

- Behavioural outcomes/actions are not well known – what actions should be taken when.
- Risk awareness is often generated by the change of seasons – summer equates to bushfire, a changing risk profile and expansion of the disaster season will need to be considered.
- Few individuals follow or actively search online sources for emergency information.
- Awareness of emergency are generated from many source, television, radio, family, friends, work, social media, emergency services and apps. It is only once awareness has been triggered are official sources commonly utilised.
- Mistrust in manual adjusted signage leads to complacency re: not current or accurate.
- Factors limiting the effectiveness of the current NFDRS
 - Risk avoidance - risks do not apply to me
 - Compliancy – signs become a fixture
 - Lack of education – what does the messaging mean
 - Mistrust – not current or accurate
 - Sign location not optimal
 - Inconstant terminology – warnings and forecast used interchangeably
 - Misunderstanding of the purpose or meaning of the NFDRS – not how likely a fire is to occur but how dangerous it would be to control.
- The “watch and act” warning causes the greatest confusion in the warnings spectrum.



National Fire Danger Rating System Program Board – 1 March 2019

Commonwealth Meeting Brief

Item 7.1 - IAWF Fire and Fuels conference program (Sydney)

Action

Noting

Key issues

1. Day 3 of the 6th Fire Behaviour and Fuels Conference has a dedicated streams for the NFDRS research prototype and NFDRS impacts (including the results and implications of the social research project).

Talking points (you may wish to raise):

- Socialising the merits of the NFDRS research prototype and the findings of the social research within the sector will assist the acceptance and implementation of the system.
- Board attendance at the conference should be considered.

Background

The 6th Fire Behaviour and Fuels Conference offers a forum where past experience and lessons learned are documented, current work showcased, and emerging ideas/technology presented to provide a strong foundation that will facilitate setting a course to the future that addresses and responds to developing challenges locally, regionally, and globally.

The conference program can be found [here](#)

From: s. 22(1)(a)(ii)
To: [Rob CAMERON](#)
Cc: [Luke BROWN](#); s. 22(1)(a)(ii)
Subject: Back-brief on the NFDRS Board Meeting (Friday 1 March 2019) [DLM=For-Official-Use-Only]
Date: Monday, 4 March 2019 3:06:37 PM

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Rob

As requested, I attended the NFDRS Board meeting and Social research workshop in Sydney on your behalf. Please see my summary of the key points from the meeting and Social Research workshop

Key Take Aways

- BoM is now a member of the Board but Home Affairs maintains the Commonwealth's vote on the Board
- While the project (prototype operationalisation and social research) is progressing I think that it is time to look at how this work might intersect with other matters such as legislative amendments and data licensing issues

s. 47C(1)

Detailed Summary

Terms of Reference

- The Board has agreed that the BoM should be a "Functional Member" of the Board with Home Affairs remaining the "Commonwealth Rep" in case there is some situation where it comes down to a vote, the Commonwealth still only has one vote
 - o This is a moot point given that the ToRs speak of decision by consensus
 - o AFAC and BNHCRC were in the room, I made sure that we shaped the decision around a couple of points
 - That the Board needs to remain populated by Government agencies only
 - That the original decision to keep the BoM at arm's length was due to the possibility that the NFDR System might have gone to a private provider. But now it was clear that the BoM has a vital component, it is right and proper for them to be members.

s. 47C(1)

s. 47B(a), s. 47C(1)

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s. 47B(a), s. 47C(1)

Record of the ANZEMC meeting

- Rob Rogers was called away so Stuart Ellis and I provided a report
- My key messages were that
 - o SA had agreed

s. 47B(a), s. 47C(1)

- In response to a question from the project team more generally about how the project was being received I note that:
 - o Everyone was happy with where the project was at
 - o But given that it was now 10yrs since Black Saturday, the mood was ***“to just get it done”***. This resonated with the Board.

Social Research

s. 47C(1)

Significant decisions

- Restrict future social research to schema where there are 3-4 rating levels
- Avoid the terms “catastrophic” and “Code Red” due to the politicised nature of them in jurisdictions.

Observation: These changes are going to impact of legislative arrangements across jurisdictions. Perhaps there is a role for MaRs to keep an eye on that ahead of full operationalisation.

s. 22(1)(a)(ii)

Director
 Capability and Outreach
 Disaster Preparedness Branch | Emergency Management Australia
 Infrastructure, Transport Security and Customs

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Commissioners and Chief Officers Strategic Committee (CCOSC)

Wednesday 1 May 2019

EMA Briefing

	AGENDA ITEM	RESPONSIBLE
4.4	National Fire Danger Rating System and Warnings Social Research	AFAC - Amanda Leck

Issue:

To update the CCOSC on the findings from the NFDRS and Warnings Social Research.

Key speaking points:

- **Note** the NFDRS and Warnings Social Research to date.
- We must be clear about the types of messages we can, and want to convey as a result of the NFDRS
 - We must remain aware of how the various messages can differ from each other. For instance, communicating 'risk' does not equal a 'call to action'.
- We must strike the balance between developing very simple warnings and conveying the information clearly and effectively.
- The way fire danger is communicated to the public is the "main game" in this project, and is yet un-costed.
 - We need to prioritise costing and funding sources for implementation of the NFDRS messaging.

Background and analysis:

1. Stage Three of the social research is in development. It will test concepts derived from the outcomes identified in Stages One (Quantitative Research) and Two (Qualitative Research).

Key findings to date

2. Stage 1 – *Survey Report Benchmarking Community Understanding and Action* identified community comprehension, use and effectiveness of the current NFDRS and Warnings Systems.

Awareness of the current NFDRS signage is high, however it is not well understood nor does it result in influencing action. Indicating the current approach is not compelling enough to motivate action.

3. Stage 2 – *Qualitative Research Report Evaluating Current State and Future Direction aimed to inform the development of the next generation NFDRS.*


The current NFDRS is perceived as complex which inhibits awareness, comprehensive and action. Behavioural outcomes are not well known (ie. what actions should be taken, and when).

Awareness of emergencies are generated from many sources, television, radio, family, friends, work, social media, emergency services and apps. Commonly, it is only once awareness has been triggered that official sources are utilised.

Key Issues:

- It is clear from the current social research findings, that in order to alter community behavioural responses, and generate greater levels of public awareness the current warning systems require change.
- Implementation costs could be significant. Developing insight into these likely costs should be progressed as a priority to inform states and territories of potential future costs. Potential changes to legislation may also need to be considered.

s. 47B(a)



Contact Officer: s. 22(1)(a)(ii) Emergency Management Australia, s. 22(1)(a)(ii)



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Meeting Brief: MCPPEM

Item 3: Enhancing Australia and New Zealand's Disaster Preparedness

Handling note

This item has been submitted by the Commonwealth, on behalf of the Australia-New Zealand Emergency Management Committee (ANZEMC). It is an omnibus paper covering key issues relating to disaster preparedness: a verbal report on disasters and incidents in Australia and New Zealand during the 2018-19 disaster season; the *Australian Disaster Preparedness Framework for severe to catastrophic disasters*; the *National Disaster Risk Reduction Framework*, and future funding arrangements for its implementation.

The Chair will ask Minister Littleproud to speak to each component of this item.

Mr Rob Cameron, Director General Emergency Management Australia, will provide the verbal report on disasters and incidents in Australia and New Zealand during the 2018-19 disaster season.

If asked about details of negotiations between the Commonwealth and the states and territories on funding arrangements, Mr Rob Cameron is available to provide an update to the Council.

Key issues

1. This item reports on initiatives being progressed through the Australia-New Zealand Emergency Management Committee (ANZEMC) to enhance Australia and New Zealand's disaster preparedness. The item:
 - provides a verbal report to Council members on the 2018-19 disaster season
 - seeks the Council's endorsement of the *Australian Disaster Preparedness Framework for severe to catastrophic disasters* (ADPF)
 - seeks the Council's endorsement of the *National Disaster Risk Reduction Framework* (the Framework), and
 - requests that Ministers task the ANZEMC with oversight of the Framework, including preparation of a national statement of action against the Framework.
2. The Commonwealth seeks to secure Ministerial endorsement of the ADPF and the Framework, and therefore it is suggested that you agree to support the recommendations in the paper.
3. The 2019-20 Federal Budget included \$130.5 million over five years from 2019-20 to reduce disaster risk in line with the *National Disaster Risk Reduction Framework*. The commitment includes \$104.4 million for state and territory initiatives, and \$26.1 million for national initiatives. The commitment is conditional on funding (as a total) being matched by states and territories, consistent with previous national agreements on disaster resilience.

Jurisdiction views

4. States and territories were actively involved in the development of the ADPF and the Framework, and ANZEMC has unanimously agreed that they both should be submitted to Ministers for endorsement.

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Sensitivities

5. States and territories have been the beneficiaries of the same level of Commonwealth funding in previous years under the former National Partnership Agreement on Natural Disaster Resilience. s. 47B(a)

However, this funding will deliver nationally significant initiatives that will benefit all jurisdictions.

6. s. 47B(a)

Talking points:

- Australia and New Zealand continue to experience the impact of more frequent and more intense disasters.
- The 2018-19 disaster season brought Australia and New Zealand many challenges and tested our collective arrangements.
- Invite Rob Cameron, Director General Emergency Management Australia, to provide a report on the disaster season.
- Through the Australia-New Zealand Emergency Management Committee, a number of initiatives have been progressed in recognition of the ongoing challenge we face in preparing for disasters. The Council has been asked to consider these initiatives aimed at enhancing disaster preparedness, which we will now discuss.

s. 22(1)(a)(ii)

National Disaster Risk Reduction Framework

- The National Disaster Risk Reduction Framework outlines a national, comprehensive approach to reducing disaster risk in light of the increasing impact of natural hazards on Australian communities.
- The Australian Government developed the Framework in consultation with representatives from all levels of government, business and the community sector reflecting the shared commitment to this important cause.
- The Framework is presented to MCPPEM today for Ministerial endorsement and it is now time to get on with implementing it.
- To that end, the Australian Government committed \$130.5 million to support implementation of the Framework in the 2019 Federal Budget.
- We expect this funding commitment to be matched (including, in-kind) by all states and territories through a national partnership agreement.
- I understand that negotiations between Commonwealth, state and territory officials on this issue have commenced and are going well.
- On behalf of the Australian Government I thank state and territory officials for working cooperatively and pragmatically with my Department to get this important national agreement resolved.
- Invite Rob Cameron, Director General EMA, to provide any further update on the status of funding negotiations.

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- Council members are also asked to agree to task the ANZEMC with oversight of coordinated national action to reduce disaster risk in line with the Framework, and to prepare a National Statement of Action against the Framework.
- I look forward to delivering the first Statement, with your assistance, to the Australian Parliament later this year.

If asked about details of the Commonwealth's funding commitment:

- The Australian Government has committed \$130.5 million over five years from 2019-20 to 2023-24 to reduce the risk and impact of disasters on Australians.
- The funding will support initiatives that reduce existing disaster risk, minimise creation of new risk, and deliver improved disaster risk information in line with the priorities of the National Disaster Risk Reduction Framework.
- The commitment comprises:
 - \$104.4 million (80%) for a five-year national partnership agreement to support states and territories in reducing disaster risks at the state and local level, and
 - \$26.1 million (20%) to the Department of Home Affairs to deliver initiatives that reduce disaster risk at the national level, for the benefit of all states and territories (e.g. Public Safety Mobile Broadband proof of concept, National Fire Danger Rating System, and National Disaster Risk Information Services Capability).
 - The national priority initiatives to be supported will be explored during funding negotiations and will benefit all states and territories, and therefore all Australians.
- This commitment is conditional on the funding (as a total) being matched by the states and territories.
- There is no reduction in the overall amount of funding provided, which is the same as in previous years.
 - The Australian Government will continue to provide, through this program, \$26.1 million annually to support disaster risk reduction and resilience initiatives.

Background

See agenda paper.

Attachments: N/A

Author:	s. 22(1)(a)(ii)
Position:	Policy Officer, Intergovernmental Unit, Disaster Preparedness Branch, Emergency Management Australia, Infrastructure, Transport Security and Customs Group
Clearing Officer:	Luke Brown (No. s. 22(1)(a)(ii)) Assistant Secretary, Disaster Preparedness Branch, Emergency Management Australia, Infrastructure, Transport Security and Customs Group
Content provided by:	National Resilience Taskforce, Emergency Management Australia Disaster Preparedness Branch, Emergency Management Australia Crisis Management Branch, Emergency Management Australia
Consultation:	States and territories, the Australian Local Government Association and New Zealand through the ANZEMC.
Date:	14 May 2019

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Meeting Brief: MCPEM

Item 4: National Emergency Management Capability Priorities

Handling note

This item has been submitted by the Commonwealth, on behalf of the Australia-New Zealand Emergency Management Committee (ANZEMC). It is an omnibus paper covering three key issues relating to emergency management capability priorities: National Fire Danger Rating System (NFDRS), Public Safety Mobile Broadband (PSMB), and the establishment of a Bushfire Centre of Excellence for Western Australia.

NFDRS: The MCPEM Chair will invite Dr Simon Heemstra, Manager Planning and Predictive Services, NSW Rural Fire Service, to present on the NFDRS project. He will then ask Minister Littleproud to also speak to it.

PSMB: The MCPEM Chair will ask Minister Littleproud to speak to this item and introduce Mr Rob Cameron, Director General, EMA, to provide a short update on the PSMB project.

Key issues

1. National emergency management capability development is key to building a disaster resilient Australia.
2. Three capability-building projects for consideration by Council members are:
 - a. the next generation National Fire Danger Rating System which will build a new fire danger rating system that is based on current science and builds upon decades of research into fire behaviour. It will deliver more accurate messages to the community about the risk of fire, which are more reflective of local conditions;

s. 22(1)(a)(ii)


- c. the establishment of the Bushfire Centre of Excellence by Western Australia (WA) which will focus on delivering bushfire training, knowledge management, and sector engagement and outreach.

National Fire Danger Rating System (NFDRS)


3. The development of a new NFDRS is a national capability priority.
4. The Commonwealth is seeking agreement from all jurisdictions to fund the next phase of the NFDRS development, which will cost \$11.66 million over three years to commence on 1 July 2019. See **Attachment A** of the paper for the funding breakdown. The Commonwealth funding contribution is already committed under the Preparing Australia Package and the Disaster Resilience Australia Package.

s. 47B(a)

s. 47B(a)



s. 22(1)(a)(ii)



Bushfire Centre of Excellence in WA

14. The Western Australian Department of Fire and Emergency Services is establishing a Bushfire Centre of Excellence. It is a new, transformative initiative for the emergency management sector, focusing on bushfire training, knowledge management, and sector engagement and outreach.
15. The Commonwealth notes the establishment of the Bushfire Centre of Excellence, and seeks to understand the proposed relationship between the Bushfire Centre of Excellence and other academic institutions such as the Australian Institute for Disaster Resilience and the Bushfire Natural Hazards Cooperative Research Centre.

Talking points – Minister Littleproud:


NFDRS

- I am pleased that today we have the opportunity to take a significant step forward on this critical national emergency management priority.
- The current fire danger rating system is no longer fit for purpose. It must be replaced. It is not tenable that our fire danger warnings are issued using 50 year old science and methodology.
- A new NFDRS system will deliver more accurate messaging to the community about the real risk they now face.

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- The NFDRS Research Prototype trial has successfully demonstrated that a system that is national, modular and open to continuous improvement is achievable and can provide clear community, economic and operational benefit now and into the future.
- The cost of fires is expected to rise significantly in the future, largely due to the increases in Australia's population that have settled in peri-urban fringes, coupled with larger more destructive fires anticipated with a changing climate and limits to suppression capability and capacity.
- A cost benefit study conducted in 2015 estimated the next generation fire danger rating system could deliver savings of up to \$65 million per annum to the Australian economy.
- We must resolve this long-standing issue today. I believe the funding arrangement contained in the papers is a pragmatic and reasonable way forward and I would strongly urge you all to join with me in moving this project forward with the funding it requires.

s. 22(1)(a)(ii)



Bushfire Centre of Excellence

- **If asked:** The Commonwealth commends WA on the establishment of the Bushfire Centre of Excellence.
- Invite Western Australia to comment on the potential for cross-jurisdictional learning and information sharing with other states and territories, and organisations such as the Australian Institute for Disaster Resilience.

Background

See agenda paper.

Attachments: N/A

Author:	s. 22(1)(a)(ii)
Position:	Assistant Director, Strategy and Programs, Disaster Preparedness Branch, Emergency Management Australia, Infrastructure, Transport Security and Customs Group
Clearing Officer:	Luke Brown (No. s. 22(1)(a)(ii)) Assistant Secretary, Disaster Preparedness Branch, Emergency Management Australia, Infrastructure, Transport Security and Customs Group
Content provided by:	Disaster Preparedness Branch, Emergency Management Australia Department of Fire and Emergency Services, Western Australia
Consultation:	States and territories, the Australian Local Government Association and New Zealand through the ANZEMC.
Date:	14 June 2019



Adelaide, 28 June 2019

ANZEMC - Ministerial Meeting Paper

Item No. 3

ENHANCING AUSTRALIA AND NEW ZEALAND'S DISASTER PREPAREDNESS

RECOMMENDATIONS

The Australia-New Zealand Emergency Management Committee (ANZEMC) recommends that Council Members:

- (a) **note** the verbal report on disasters and incidents in Australia and New Zealand during the 2018-19 disaster season, and that, all jurisdictions are sharing exercise calendars for the purpose of coordinating a national exercise calendar

s. 22(1)(a)(ii)

- (c) **endorse** the *National Disaster Risk Reduction Framework* (the Framework), and note the update on future funding arrangements for its implementation and agree to:
- i. **task** the ANZEMC to oversee co-ordinated national action, in consultation with other sectors of the Australian economy, to reduce disaster risk in line with the Framework; and
 - ii. **task** the ANZEMC to prepare a National Statement of Action against the Framework that prioritises and details coordinated and co-delivered work programs to reduce disaster risk.

PROPOSED PUBLIC COMMUNIQUE TEXT

Australia and New Zealand continue to experience the impact of more frequent and intense disasters. The Ministerial Council for Police and Emergency Management endorsed a number of initiatives in recognition of this ongoing challenge.

s. 22(1)(a)(ii)

Date cleared for distribution to all jurisdictions: 18 June 2019

Contact Officer: Mr Robert Cameron OAM, Director General, EMA, s. 22(1)(a)(ii)

s. 22(1)(a)(ii) @homeaffairs.gov.au



Council Members also endorsed the *National Disaster Risk Reduction Framework*, acknowledging the growing impacts of natural disasters on Australian communities and the economy. Council Members directed the Australia-New Zealand Emergency Management Committee to commence national action on the implementation of the Framework, including preparation of an annual National Statement of Action on disaster risk reduction, noting the Commonwealth's allocation of \$130.5 million in funding to support the work.

In response to the increasing frequency of disasters, there has been an increased volume of emergency management exercises occurring across all Australian and New Zealand agencies. The Australia-New Zealand Emergency Management Committee identified the need to improve exercise collaboration and will implement a coordinated national approach to ensure maximum benefits to all jurisdictions.

KEY ISSUES

- Australia continues to experience the impact of more frequent, variable and intense natural hazards. Disasters have cost the Australian economy on average more than \$18 billion per year for the past 10 years, and could reach an average of \$39 billion per year by 2050.
- Disaster risk reduction is a cross-cutting issue relevant to many policy areas beyond emergency management, including land use planning, infrastructure, industry, health, housing and homeless, agriculture and environment.
- A number of initiatives have been progressed towards enhancing Australia and New Zealand's preparedness for the impact of disasters on communities and the economy. These activities have progressed under the auspices of the ANZEMC, and include:
 - the *Australian Disaster Preparedness Framework for severe to catastrophic disasters* (ADPF) (**Attachment A**), and
 - the *National Disaster Risk Reduction Framework* and associated Future Funding Arrangements (the Framework) (**Attachment B**).
- A coordinated national exercise calendar will better target increased visibility of activity to facilitate enhanced coordination of exercises and the associated commitment of resources. A national exercise schedule will benefit the Australian, New Zealand governments and Australian state and territory governments by increasing visibility, allowing for de-confliction, enhancing cross sector engagement and provide opportunities to leverage off planned exercise activities.

s. 22(1)(a)(ii)



s. 22(1)(a)(ii)

National Disaster Risk Reduction Framework

- The Framework supports initiatives that will drive national action and reduce existing disaster risk, minimise creation of new risk, and deliver improved disaster risk information. The Australian Government will align its future disaster resilient funding and initiatives to the Framework.
- The Framework sets out the foundational work required nationally, across all sectors, to reduce disaster risk, minimise new disaster risk, and deliver better climate and disaster risk information.
- The Australian Government developed the Framework in partnership with a wide range of stakeholders, including all levels of government, business and the community sector, and the areas identified for action have broad support.
- The Framework is presented to the Ministerial Council for endorsement.

Future funding arrangements

- The Australian Government committed \$130.5 million in the 2019 Federal Budget to reduce the risk and impact of disasters on Australians in line with the Framework.
- This commitment comprises:
 - \$104.4 million for a five-year National Partnership Agreement with states and territories to support state and local initiatives, and
 - \$26.1 million for the Commonwealth, in consultation with states and territories, to deliver national initiatives.
- The commitment is conditional on funding (as a total) being matched by states and territories, consistent with previous national agreements on disaster resilience.
- The Department of Home Affairs has commenced discussions with state and territory officials on both of these components with the aim of finalising arrangements as early as possible in 2019-20 for consideration by MCPPEM.

Implementation and reporting

- Reducing disaster risk in-line with the Framework will require close coordination and cooperation across and between governments and relevant sectors of the Australian economy.
- The active support and commitment of MCPPEM is essential to drive and deliver national action to reduce disaster risk in line with the Framework. An annual National Statement of Action will be a tangible demonstration of the nation's collective efforts and achievements in supporting disaster risk reduction and enhancing disaster preparedness.
- Subject to Council Members' agreement, a National Statement of Action will be prepared by ANZEMC under the auspices of MCPPEM and delivered annually by the Australian Government Minister to the Australian Parliament.



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- A National Statement of Action that prioritises and details coordinated and co-delivered work programs to implement the Framework will act as a powerful public reporting mechanism and improve cross sectorial engagement and accountability in reducing disaster risk.
- The ANZEMC is well placed to co-ordinate and lead implementation of the Framework, and is establishing an Industry Advisory Forum (IAF), which will include key non-government stakeholders with a material interest in the Framework, to assist in this matter.
- The IAF will inform ANZEMC's to advise the Ministerial Council for Police and Emergency Management (MCPEM) on cross-sectoral matters relevant to the Framework. It will enhance deeper collaboration across and between governments and relevant sectors of the Australian economy and community on disaster risk reduction issues, and enable ANZEMC to influence disaster risk reduction outcomes through other sectors of the Australian economy.

BACKGROUND

s. 22(1)(a)(ii)

National Disaster Risk Reduction Framework

Council Members considered a consultation draft of the Framework in October 2018, and agreed that a final version would be presented for endorsement at the first MCPEM meeting in 2019. Furthermore, Council Members noted that in principle disaster resilience funding would be aligned

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with the Framework, subject to negotiations with states and territories, and agreed that the Australian Government Minister would provide an update on funding matters at this meeting.

CONSULTATION

The ANZEMC continues to engage closely with all levels of government, the private sector and the community on the ADPF and the Framework's future funding arrangements. The ANZEMC is working with all states and territories in implementing a coordinated national exercise calendar.

ATTACHMENTS

Attachment A: *Australian Disaster Preparedness Framework for severe to catastrophic disasters*

Attachment B: *National Disaster Risk Reduction Framework*



Adelaide, 28 June 2019

ANZEMC - Ministerial Meeting Paper

Item No. 4

NATIONAL EMERGENCY MANAGEMENT CAPABILITY PRIORITIES

RECOMMENDATIONS

The Australia-New Zealand Emergency Management Committee (ANZEMC) recommends that Council Members:

- (a) **agree** to announce the next generation National Fire Danger Rating System, and its funding over the next three years

s. 22(1)(a)(ii)

- (a) **note** the establishment of a Bushfire Centre of Excellence for Western Australia.

PROPOSED PUBLIC COMMUNIQUE TEXT

Committee Members agreed to fund the development of the next generation National Fire Danger Rating System and trial its early adoption and implementation prior to national roll out.

s. 22(1)(a)(ii)

KEY ISSUES

- Australia continues to cope well with disasters through well established, cooperative emergency management arrangements and effective emergency management capabilities, but more needs to be done. National emergency management capability development is key to building a disaster resilient Australia. Three capability-building projects for consideration of this Council are:
 - roll-out of the next generation National Fire Danger Rating System (NFDRS) and associated funding arrangements
 - s. 22(1)(a)(ii)
 - establishment of a Bushfire Centre of Excellence for Western Australia.

Date cleared for distribution to all jurisdictions: 18 June 2019

Contact Officer: Mr Robert Cameron OAM, Director General, EMA, s. 22(1)(a)(ii)

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Page 1 of 5

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National Fire Danger Rating System (NFDRS)

- The NFDRS Research Prototype trial has demonstrated that a new national system is achievable and can provide clear community, economic and operational benefits.
- Securing a funding agreement which includes all jurisdictions is critical to the national roll out of the NFDRS.
- The next phase of the NFDRS development will cost \$11.66 million over three years and commence on 1 July 2019.
- Officials from all jurisdictions have negotiated an all-jurisdiction funding model that is primarily based on each states' bushfire risk and population. The funding model is at **Attachment A**.
- The Australian Government's contribution includes facilitating a process – to be conducted in Tasmania – to identify lessons from early implementation and adoption to be shared with all other jurisdictions to inform national roll-out.

s. 22(1)(a)(ii)

Establishment of a Bushfire Centre of Excellence for Western Australia

- The Western Australian Department of Fire and Emergency Services is establishing a Bushfire Centre of Excellence. It is a new, transformative initiative for the emergency management sector, focusing on bushfire training, knowledge management, and sector engagement and outreach. The Centre of Excellence is a critical component of recent reform measures in Western Australia to enhance the State's rural fire capability across the prevention, preparedness, response and recovery spectrum.
- The Centre of Excellence will become 'virtually' operational from 1 July 2019, and have permanent purpose-built premises based in the Shire of Murray in Western Australia from late 2020.

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- The service offerings of the Centre of Excellence are designed to be scalable, appreciating that many of the challenges in bushfire management are shared by other states and international jurisdictions.
- There may be opportunities to link with the work of partner agencies, as the Bushfire Centre of Excellence becomes operational and its work matures.

BACKGROUND

National Fire Danger Rating System

The current fire danger rating system is based on science and research developed in the 1960's and is no longer fit for purpose.

At its meeting on 4 July 2014, the former Law, Crime and Community Safety Council, Ministers responsible for Emergency Management/Services agreed that the development of a new NFDRS is a national priority. In April 2016, Ministers again endorsed continued efforts to deliver a new NFDRS for Australia.

It is imperative that the new NFDRS is adopted to assist fire and emergency services to better predict and understand fire weather, fire ignition and the potential of fires impacting the community. The new NFDRS will also deliver more accurate fire risk messaging to the community.

The next phase of the NFDRS has been developed for a three-year period from July 2019 to June 2022 at a cost of \$11.66 m and will:

- implement improved Fire Behaviour Index based on the research prototype
- develop research prototype for other indices:
 - Ignition Likelihood Index
 - Suppression Index
 - Fire Impact Index, and
- improve fire danger rating decision making framework.

s. 22(1)(a)(ii)

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s. 22(1)(a)(ii)

Establishment of the Bushfire Centre of Excellence

On 13 April 2018, the Western Australian Government announced a package of significant reforms to the State's bushfire management sector. Key reforms comprised the creation of a new Rural Fire Division and \$18 million Bushfire Centre of Excellence within the Department of Fire and Emergency Services, and substantial new investment in bushfire prevention, including an additional \$15 million to extend the Bushfire Risk Management Planning Program and \$35 million to fund bushfire mitigation activities.

Planning and design of the Bushfire Centre of Excellence is well-progressed. A purpose-built facility is anticipated to open in the Shire of Murray in late 2020 and existing community training facilities will be leveraged to provide locational based training across the State. This decentralised training model will support government, non-government agencies, industry, local government and approximately 21,000 bushfire volunteers to access training locally and in a variety of fire weather and fuel type environments.

CONSULTATION

The Australia-New Zealand Emergency Management Council considered these issues at its meeting on 16 April 2019.

National Fire Danger Rating System Program Board – all jurisdiction are represented on the Board.

ATTACHMENTS

Attachment A: National Fire Danger Rating System Funding Arrangements.

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Attachment A

National Fire Danger Rating System Funding Arrangements

Jurisdiction	Percentage	Amount – over three years
Commonwealth	54	6,238,100
New South Wales	10	1,166,000
Victoria	12	1,399,200
Queensland	4	466,400
Western Australia	6	699,600
South Australia	6	699,600
Tasmania	3	291,000
Australian Capital Territory	4	466,400
Northern Territory	2	233,200
Total	100	11,660,000



National Fire Danger Rating System Program Board – 19 June 2019

Commonwealth Meeting Brief

Item 3.1 – Social Research Project Outcomes

Action

Decision - to endorse the social research outcomes and recommendations

Key issues

Metrix Consulting will present the report on the social outcomes and recommendations.

Talking points (you may wish to raise):

- It is clear from the findings to date that to alter community behavioural responses and generate greater levels of public awareness the current NFDRS and warning systems requires change.
- It is important that the findings be considered in the context of changing risk profile.
 - For example a changing climate, demographic changes, expansion of disaster season, new development into risk prone areas, unseasonal events, disasters occurring in non-traditional locations.
- As there is no broad consensus for a national warnings system applicable for all hazards, it may be prudent to focus only on the NFDRS and bushfire warnings requirements.

Next generation NFDRS and warning systems

- The next generation NFDRS needs to be simple, easy to understand and effectively communicated and disseminated.
- Promotion of personal and family risk is likely to be most effective in achieving desired community outcomes.
- Behavioural messaging in ratings and warnings is paramount to increasing the effectiveness of the NFDRS and warnings – what to do when.
- Promoting consistent messaging and warnings across multiple formats and channels will reach the most number of people.

Themes to progress

- How groups became aware of the current systems – will provide measures that may be employed to increase mainstream awareness of the next generation NFDRS.
- How to optimise communication of the next generation NFDRS – change of system and to mainstream awareness.

Background

Stage 1 – *Survey Report Benchmarking Community Understanding and Action* identifies community comprehension, use and effectiveness of the current NFDRS and Warnings Systems.

Key Findings

- Awareness of the current NFDRS signage is high, however it is not well understood nor does it result in influencing action. Indicating the current NFDRS is not compelling enough to motivate action. Only 34 percent nationally have taken action at a given rating.
- Bushfire warnings systems are also not well understood, particularly what action is attributed to what warning.
- There is inconsistent understanding of the current NFDRS and warnings (including total fire bans) across states/territories, metropolitan and rural areas and those born within and outside Australia.
- Community concern commences midway through the current NFDRS and warnings scales – possibly indicating there are too many levels.
- Risk perception and therefore action is influenced by perceived hazard exposure which is based on recent experience. A changing risk profile due a changing climate or other factors does not appear to be a consideration.
- Television and radio are the most effective channels for communicating warnings.

Themes to pursue to achieve desired action

- Promotion of personal and family risk by highlighting recent local and Australia-wide events and future predictions is likely to generate desired community outcomes
 - As behaviour is linked to perceptions of personally being at risk, and
 - Risk recognition is influenced by proximity to and experience of perceived hazards that is developed from childhood.
- Linking desired actions to individual ratings and warnings
 - Current NFDRS signage does not generate desired actions as individual ratings do not identify what actions should be taken
 - Holistic communication channels and education programs are required to inform the community as there are limited option with signage alone to communicate desired action.
 - Over a quarter are seeking more information on how to prepared

Stage 2 – *Qualitative Research Report Evaluating Current State and Future Direction* aims to inform the development of the next generation NFDRS

Key Findings

- To alter community behavioural responses and generate greater levels of public awareness the current NFDRS and warnings requires change.
- The current NFDRS is perceived as complex which inhibits awareness, comprehensive and action.
- There is no broad consensus for a national warnings system applicable for all hazards.
- Confidence in forecasting and warnings (timeliness and accurate) is paramount in generating desired action.
- Behavioural outcomes/actions are not well known – what actions should be taken when.

- Risk awareness is often generated by the change of seasons – summer equates to bushfire, a changing risk profile and expansion of the disaster season will need to be considered.
- Few individuals follow or actively search online sources for emergency information.
- Awareness of emergency are generated from many source, television, radio, family, friends, work, social media, emergency services and apps. It is only once awareness has been triggered are official sources commonly utilised.
- Mistrust in manual adjusted signage leads to complacency re: not current or accurate.
- Factors limiting the effectiveness of the current NFDRS
 - Risk avoidance - risks do not apply to me
 - Compliancy – signs become a fixture
 - Lack of education – what does the messaging mean
 - Mistrust – not current or accurate
 - Sign location not optimal
 - Inconstant terminology – warnings and forecast used interchangeably
 - Misunderstanding of the purpose or meaning of the NFDRS – not how likely a fire is to occur but how dangerous it would be to control.
- The “watch and act” warning causes the greatest confusion in the warnings spectrum.



National Fire Danger Rating System Program Board – 19 June 2019

Commonwealth Meeting Brief

Item 3.2 – Social Research Project Progress Report

Action

Information

Key issues

- Final Reports Stage 1 National Survey Benchmarking Community Understanding and Action and Stage 2 Qualitative Research) and recommendations for the next steps were presented to the previous Board Meeting.
- Results and recommendations from Stage 3 to be consider by the Board this meeting.

s. 47B(a), s. 47C(1)

Talking points (you may wish to raise):

- Noting the progress of the Social Research Project

Background

Results of the project to date (Stages 1 & 2) were presented at the 6th International Fire Behaviour and Fuels Conference 2019 in Sydney on Thursday 2 May and will be presented at the AFAC conference in August 2019.

Research outcomes from Stage 3 NFDRS and Warnings will be presented to CCOSC in October to be used to inform the development of a national 3-level warning framework across multi-hazards

Final Reports from the project to be published and socialised subject to the approval of the Steering and Reference Groups, NFDRS Board and CCOSC in October 2019.



National Fire Danger Rating System Program Board – 19 June 2019

Commonwealth Meeting Brief

Item 4.2 – Adopting Australian Fire Danger Rating System as official name

Action

Decision

Key issues

- There is a duplication of name between the United States and the Australian fire danger rating system.

Talking points (you may wish to raise):

- Note the duplication of names between Australia and the United States has the potential to create confusion.
- Agree to rename the National Fire Danger Rating System to the Australian Fire Danger Rating System.
- Replacing “National” with “Australian” will also enhance the concept that the fire danger rating system is specifically designed for the Australian context.

Background

There is potential for confusion to be created if the Australian system uses the same name as the US system especially where researchers may be undertaking international comparisons, and also among emergency management personnel who may be deployed internationally.



National Fire Danger Rating System Program Board – 19 June 2019

Commonwealth Meeting Brief

Item 5.1 – Prototype Project Progress Report

Action

Information

Key issues

- The Prototype Project Progress Report of 7 June 2019 notes that the project is behind schedule.
- The Research Prototype report will be ready for release by the end of June 2019.
- CSIRO to develop a new forest fire spread model, addressing a knowledge gap identified during the live trial.
- Preliminary analysis indicates the Research Prototype tends to over-predict for prescribed burning conditions.

Talking points (you may wish to raise):

- Note the Prototype Project Progress Reports.

Background

While the Research Prototype tends to over-predict for prescribed burning conditions, this can be calibrated over time to provide a more accurate rating. It is an improvement on the current NFDRS that tends to under-predict and cannot be calibrated for greater accuracy.



National Fire Danger Rating System Program Board – 19 June 2019

Commonwealth Meeting Brief

Item 6.1 – Funding Update

Action

Information

Key issues

- The Australian Government contribution of \$5.85 million for Phase Three was transferred to the New South Wales Department of the Treasury in early June 2019.
- The jurisdictional funding model for Phase Three will be discussed at the Ministerial Council for Police and Emergency Management on 28 June 2019.

s. 47B(a)

s. 47B(a), s. 47C(1)

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Talking points (you may wish to raise):

- The Australian Government contribution of \$5.85 million for Phase Three was transferred to the New South Wales Department of the Treasury in early June 2019.
- The jurisdictional funding model for Phase Three will be discussed at the Ministerial Council for Police and Emergency Management on 28 June 2019.



National Fire Danger Rating System Program Board – 19 June 2019

Commonwealth Meeting Brief

Item 6.4 Phase 3 Other Indices Project Update

Action

Information

Key issues

- This project will develop and trial Research Prototypes of Ignition, Suppression, and Impact indices to support decision makers.
- A draft project initiation document for the indices has been prepared.
- No costings are currently provided in the project initiation document apart from noting the total NFDRS program is \$11.66 million and this project will consume a suitable portion.

Talking points (you may wish to raise):

- All states and territories will be required to provide data and assistance to support NSW in the development of these Research Prototypes.
- Amend the background section of the project initiation document to reference the former Law, Crime and Community Safety Council as opposed to the Ministerial Council for Police and Emergency Management.

Background

The project initiation document includes:

- Business case for the next generation fire danger rating system
- Development of prototype Indices for ignition, suppression and impact
- Milestone timelines
- Risk identification
- Governance
- Stakeholders – s. 47C(1)



National Fire Danger Rating System Program Board – 19 June 2019

Commonwealth Meeting Brief

Item 6.5 Change Management Project Update

Action

Decision – endorse the creation of a Change Management Coordination Group to support change management in their jurisdiction on behalf of the Board Member.

Key issues

- The Change Management Plan aims to provide the evidence base to structure and manage the change process required to operationalise the next generation fire danger rating system.

s. 47B(a)

- The Social Research will provide guidance on changes to the NFDRS to provide better communication of fire danger to the public.
- The authorising environment for change to the NFDRS is being investigated by Rob Cameron.

s. 47B(a), s. 47C(1)

Talking points (you may wish to raise):

- Understanding the quantum of change will be crucial to facilitate adoption of the new fire danger rating system.
- It is prudent to conducting a scoping exercise within each of the jurisdictions to gain an appreciation of the potential ramifications of change.
- Support the creation of a Change Management Coordination Group to provide the Board with a case for changing the current NFDRS.
- The appropriate authorising body to endorse the next generation NFDRS is the Ministerial Council for Police and Emergency Management. Prior support should be gained from:
 - Australia-New Zealand Emergency Management Committee

- Commissioner and Chief Officers Standing Committee
- NFDRS Program Board.
- AFAC agencies and working groups

Background

The Board will be presented a case for changing the current Fire Danger Ratings (FDR) based on the findings of the social research project. This change is significant and has national implications across a range of current practices.

The NFDRS program of works is complex and will fundamentally change the way fire behaviour is calculated and communicated. Change management issues will potentially encompass:

- Legislation and policy change
- Nationally agreed decision-making protocols
- Data inputs and standards
- Jurisdictional systems
- Stakeholder management
- Consultation and communication, including messaging and public facing products
- Impacts on workforce including volunteers
- Training
- Infrastructure – signs, information technology etc.



National Fire Danger Rating System Program Board – 19 June 2019

Commonwealth Meeting Brief

Item 7.1 - IAWF Fire and Fuels conference update

Action

Noting

Key issues

1. Day 3 of the 6th Fire Behaviour and Fuels Conference had dedicated streams for the NFDRS research prototype and NFDRS impacts (including the results and implications of the social research project).

Talking points (you may wish to raise):

- Socialising the merits of the NFDRS research prototype and the findings of the social research within the sector is encouraged as it will assist the acceptance and implementation of the system.

Background

The 6th Fire Behaviour and Fuels Conference offered a forum where past experience and lessons learned are documented, current work showcased, and emerging ideas/technology presented to provide a strong foundation that will facilitate setting a course to the future that addresses and responds to developing challenges locally, regionally, and globally.

UNCLASSIFIED**DB- AFDRS****DIVISIONAL BRIEF**

**Home Affairs Portfolio
Department of Home Affairs
Supplementary Budget Estimates – October 2019**

DIVISIONAL BRIEF – EMA**Title: Australian Fire Danger Rating System (AFDRS)****Group: Security and Resilience****Division: Emergency Management Australia**

- The AFDRS will help fire and emergency services better understand and predict fire weather, ignition and the potential impacts on the community. It will also deliver more accurate and localised community messaging about fire risk.
- The AFDRS is being delivered through a phased approach. The current phase (Phase 3) commenced 1 July 2019 and will run over three years.
- Phase 3 will deliver three significant outcomes:
 - Improved Fire Behaviour Index
 - Development of research prototypes for other indices:
 - Ignition Likelihood Index
 - Suppression Index
 - Fire Impact Index
 - Improved fire danger rating decision making framework.
- An extensive national consultation programme was conducted in September 2019, briefing jurisdictions on the findings of the social research, and to inform the design and development of the new fire danger rating framework.
- Implementation following the completion of Phase 3 of the new AFDRS will be from mid-2022 and will be the responsibility of state and territory agencies.
- Phase 2 was completed in June 2019 with endorsement of the AFDRS Program Board. This included delivery of a research prototype trial lead by New South Wales Regional Fire Service and social research led by South Australia Country Fire Service.
 - The research prototype trial demonstrated a new national, modular system that is open to continuous improvement can be achieved. It outperformed the current system and demonstrated its value in a broader range of fuel types.

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UNCLASSIFIED**DB- AFDRS**

- The social research found that the current AFDRS is too complex to maximise community wide comprehension and action and recommends a simplified version of the existing system is required that will see rating levels and the nomenclature of each rating redefined.

If raised – What is the Australian Government contribution to the new AFDRS?

- The current phase (Phase 3) of the AFDRS development will cost \$11.7 million over the next three years.
- The Australian Government is investing **over \$6.2 million** on the next generation AFDRS, with states and territories contributing the remaining funding over three years.

Key Dates

Final design for the public facing AFDRS.	Late 2019
Commence Operational build of the AFDRS	Early 2020
Operational testing over 2020/21 fire season	2020/21
Implementation of the new AFDRS	Mid 2022

Responsible Officer	Contact Officer
Robert Cameron / Director General / Emergency Management Australia	Luke Brown Assistant Secretary / Disaster Preparedness Branch / Emergency Management Australia
Ph: s. 22(1)(a)(ii)	Ph: s. 22(1)(a)(ii)
Mob: s. 22(1)(a)(ii)	Mob: s. 22(1)(a)(ii)

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Item 3: Progressing Ministerial Council for Police and Emergency Management (MCPEM) emergency management matters

Meeting Date: 2 October 2019 – Extraordinary Teleconference

Purpose: Decision

Sponsor: Australian Government — Department of Home Affairs

Recommendations

That the Australia-New Zealand Emergency Management Committee (ANZEMC):

- 1) **note** the Ministerial Council for Police and Emergency Management (MCPEM) proposed draft agenda and annotated agenda for the meeting on 20 November 2019 in Adelaide;
- 2) **agree** to the following proposed emergency management matters to be considered at the MCPEM meeting on 20 November 2019 as outlined in this paper:
 - a) Preparedness Posture for 2019-20 Summer Season (Cth item)
 - b) Implementation of the *National Disaster Risk Reduction Framework* (ANZEMC item)

s. 22(1)(a)(ii)

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- 3) **note** that the Intergovernmental Unit (IGU) will distribute to ANZEMC members, the emergency management papers for the MCPEM SOG and MCPEM meetings, in parallel with the MCPEM Secretariat distribution process.

ANZEMC Communiqué

The Australia-New Zealand Emergency Management Committee endorsed emergency management matters to enhance Australia and New Zealand's disaster preparedness for consideration by the Ministerial Council for Police and Emergency Management Senior Officials Group on 18 October 2019 and the Ministerial Council for Police and Emergency Management on 20 November 2019.

Key issues

- The purpose of this paper is to provide members the opportunity to consider the purpose and direction of emergency management-related matters ahead of deliberation by the MCPPEM SOG members at the teleconference on 18 October 2019.
- MCPPEM Ministers will consider these emergency management matters, in addition to policing matters, at the MCPPEM meeting on 20 November 2019 in Adelaide (see proposed agenda at **Attachment A** and annotated agenda at **Attachment B**).
- The MCPPEM Secretariat proposes to circulate a synopsis of matters and draft resolutions to the MCPPEM SOG members on Friday 4 October 2019.
- The finalised MCPPEM agenda papers are due to the MCPPEM Secretariat by late October and the MCPPEM Secretariat proposes to distribute the final MCPPEM papers on Wednesday 6 November 2019.
- For information please refer to the current list of MCPPEM SOG members, contact officers and ANZEMC members at **Attachment C** and the current list of MCPPEM Ministers at **Attachment D**.

MCPPEM emergency management matters

➤ Preparedness Posture for the 2019-20 Summer Season (Cth item)

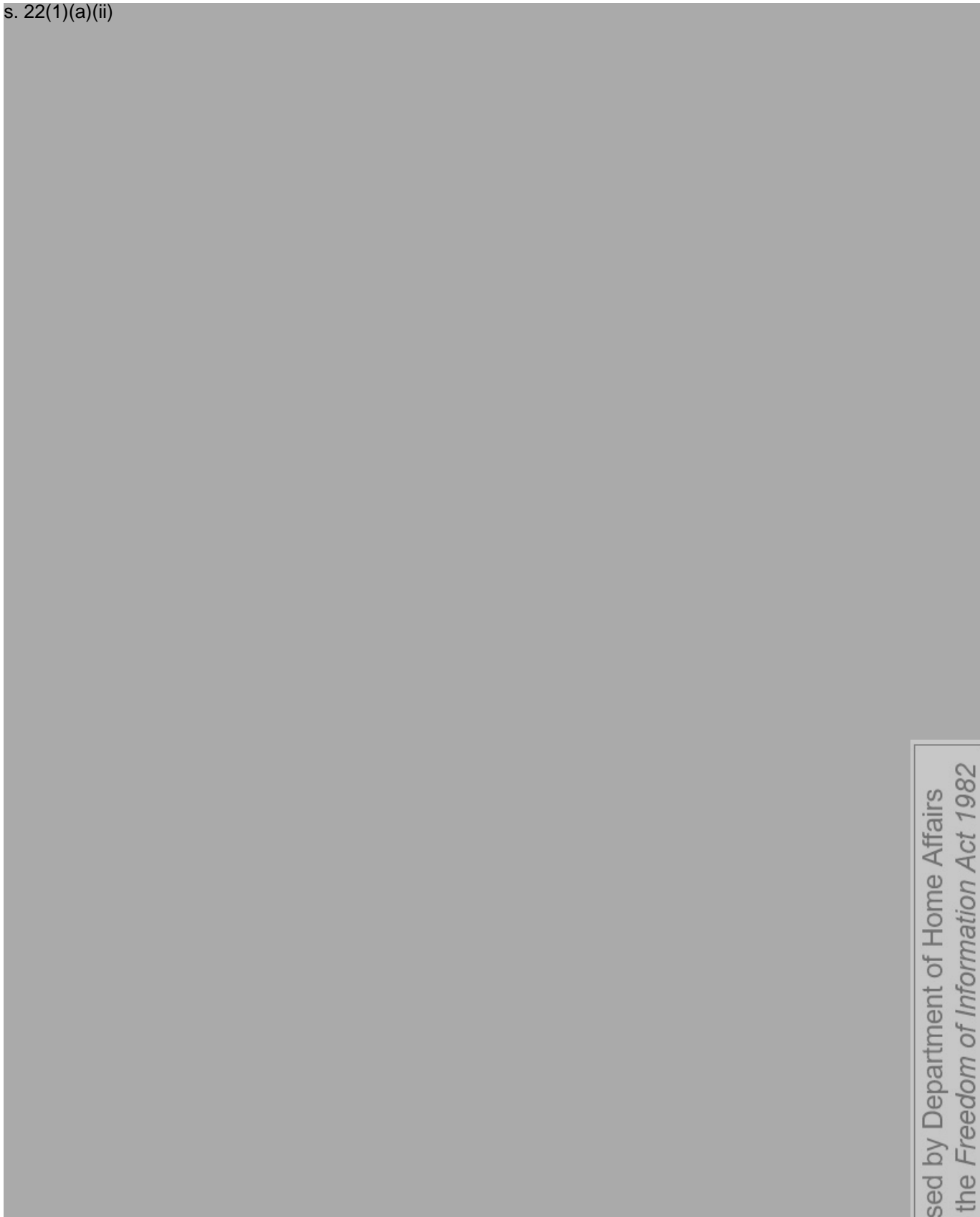
The Minister for Water Resources, Drought, Rural Finance, Natural Disaster and Emergency Management, the Hon David Littleproud MP (Minister Littleproud) will facilitate a roundtable discussion with other Ministers on jurisdictional level and national level plans for the coming season.

The Director General, Emergency Management Australia will also provide a briefing on the upcoming summer period, including an update on events to date this year and a planned collaborative jurisdictional response.

➤ Implementation of the *National Disaster Risk Reduction Framework* (ANZEMC item)

The *National Disaster Risk Reduction Framework* (the Framework) was endorsed by the Council in June 2019. At the Council meeting on 28 June 2019, Minister Littleproud agreed to seek the Council's endorsement of the National Action Plan (NAP). The NAP is being developed by the National Action Plan Time-limited Working Group. It is scheduled to be provided out-of-session to ANZEMC members by 30 October 2019. The NAP will describe who will do what, and by when to implement the Framework. It is also proposed that Minister Littleproud will update MCPPEM on the monitoring and evaluation arrangements that will be implemented by the Commonwealth with all the states and territories for the Framework.

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Financial implications: Nil

Background

The role of the MCPEM SOG is to support MCPEM to progress its priorities. The role of ANZEMC, as the senior officials group responsible for emergency management matters, is to support the MCPEM SOG matters ahead of their consideration by the MCPEM SOG members and MCPEM Ministers.

The South Australian Minister for Police, Emergency Services and Correctional Services, the Hon Corey Wingard MP, is the 2019 Chair of MCPEM.

Consultation: Yes

Papers drafted by the Commonwealth and various jurisdictions have been discussed at the previous ANZEMC and MCPEM meetings.

Attachments

- A. Proposed MCPEM agenda
- B. Proposed MCPEM annotated agenda (abbreviated emergency management version)
- C. ANZEMC and MCPEM SOG Member and Contact List
- D. MCPEM Ministers List

Previous key agenda papers

Committee	Meeting date	Agenda title
ANZEMC	28 August 2019	Various items
ANZEMC	16 April 2019	Various items
ANZEMC	21 February 2019	Various items

Sponsoring ANZEMC Member:

Robert Cameron, Director General, Emergency Management Australia, Department of Home Affairs, s. 22(1)(a)(ii) @homeaffairs.gov.au

Clearance Officers:

Luke Brown, Assistant Secretary, Disaster Preparedness Branch, Emergency Management Australia, Department of Home Affairs, s. 22(1)(a)(ii) @homeaffairs.gov.au

Joe Buffone, Assistant Secretary, Crisis Management Branch, Emergency Management Australia, Department of Home Affairs, s. 22(1)(a)(ii) @homeaffairs.gov.au

John Gibbon, Assistant Secretary, Disaster Recovery Branch, Emergency Management Australia, Department of Home Affairs, s. 22(1)(a)(ii) @homeaffairs.gov.au

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s. 22(1)(a)(ii), Assistant Director, Intergovernmental Unit, Disaster Preparedness Branch, Emergency Management Australia, Department of Home Affairs, s. 22(1)(a)(ii) @homeaffairs.gov.au

Version: Final **Date:** 25/09/2019

TRIM/Record Reference Number: ADD2019/5300930



National Fire Danger Rating System Program Board – 22 October 2019

Commonwealth Meeting Brief

Item 3.1 – National Consultation Workshop Outcomes

Action - Decision

- Accept the National Consultation Workshops report
- Endorse the commencement of the operational build based on the Social Research and Workshop findings
- Note the ANZEMC will be fully briefed at the next meeting [March 2020]

Key issues

- The outcomes from the National Consultation Workshops (Workshops), the Social Research findings, the warning principals articulate in the Australian Disaster Resilience Public Information and Warnings Handbook and the direction of the AFAC Warnings Group are generally consistent
- The Workshops outcomes confirm the AFDRS design elements as:
 - Four fire danger rating levels – low, moderate, high and extreme
 - A colour palette of green, yellow, orange and red
 - Inclusion of clear, concise and action oriented messaging although more work if required on terminology
 - Is consistent across Australia
- A significant incident may push implementation of the AFDRS faster than the scheduled three year timeframe

Talking points (you may wish to raise):

- While the public facing AFDRS and incident warnings are independent of each other, design features of both systems should be attuned; particularly the action messaging.
- The AFAC Warnings Group have been tasked by the Commissioners and Chief Officers Strategic Committee to deliver a national three level multi-hazard warning framework this work is in stringently linked the AFDRS.
- Support the commencement of the operational build based on the Social Research and Workshop findings
- The next face-to-face ANZEMC meeting is currently expected to be in March 2020.

- If ANZEMC endorsement is required prior to commencing the operational build in early 2020 other options include:
 - Extending the Emergency Alert driven extraordinary teleconference meeting of 31 October 2019
 - Dovetailing on a potential post MCPEM teleconference
 - Going out-of-session

Background

National Consultation Workshops National Outcomes

The findings from the national consultation workshops are:

- There was strong acceptance for change
- There was strong agreement for a national system
- There were no critical issues identified to halt implementation, although there are agency challenges (predominately funding and resources) and further scoping of change management including beyond the emergency management sector is required
- The new system should be a simplified version of the existing system including:
 - Four fire danger rating levels – Low (green), Moderate (Yellow), High (orange) and Extreme (red)
 - Action messaging including reinforcing high-level messaging with additional tailored messaging
- In addition to the public facing design there is a clear requirement the AFDRS indices to support jurisdictional agencies decision making (rather than the broad ratings)
- Piloting the system would be beneficial – Tasmania and the Northern Territory have expressed interest
- A significant fire with high consequences may apply pressure to fast track implementation
- A national awareness-raising campaign will be required
- Change management include:
 - Legislation, policy and procedure changes – generally around trigger points
 - Training
 - Infrastructure (information technology and signage)
 - Communication/awareness/engagement

The Commonwealth Consultation Workshop Outcomes

A consultation workshop was conducted on 9 September 2019 for Commonwealth agencies. While we experienced some difficulty in obtaining buy-in from Commonwealth agencies. Home Affairs, Defence, Environment and Energy, Treasury, GA, BoM, AFP and Education participated.

Outcomes from the Commonwealth Consultation Workshop include;

- Acknowledgement that the new AFDRS will impact state/territory agencies more than the Commonwealth

- The Bureau of Meteorology and the Department of Defence are the most heavily affected Commonwealth agencies
- The Department of Defence may have to update Fire Management Plans across approximately 80 sites, update training of personnel/contractors and amend signage. Costs could be significant.
- Other Commonwealth agencies may need to amend risk assessments and business continuity plans.

The AFAC Warnings Group (Warnings Group)

The Warnings Group met on 11 September 2019 and agreed that a three-level warning system include the following:

- a 'nested model' whereby each level would be paired with an action statement from a bank of words
- escalating level of warnings – ADVICE / ACT NOW / EMERGENCY WARNING
- there is no clear alternative to the first level warning - Advice
- consistent icons –hazard based, warning triangles with graduated severity
- escalating alert level colour – yellow, orange, red with an option of green as a de-escalation level of reduced threat

The Warnings Group also agreed:

- That there was a compelling case to for change from WATCH AND ACT to ACT NOW
- Further testing was required for:
 - Set of consistent icons
 - Calls to action – considering comprehension, cultural understanding, English application

The Australian Disaster Resilience Public Information and Warnings Handbook (Handbook)

The Australian Disaster Resilience Public Information and Warnings Handbook identified the following warning principles:

- Life-saving – primary focus
- Empowering – building a shared approach and enabling people to make informed decisions
- Trusted, authorities and verifiable – be believable, evidence based and repeatable
- Scaled based on risk – logical progression
- Timely, targeted and tailored – geospatial
- Conveying impact
- Include a call-to-action -
- Clearly communicated – with a consistent structure to provide information
- Readily accessible



National Fire Danger Rating System Program Board – 22 October 2019

Commonwealth Meeting Brief

Item 4.1 – Change Management Plan

Action – Decision

- Endorse the Change Management Plan
- Endorse the establishment of the change management team.

Key issues

- Transitioning from the current fire danger rating system to the new system will impact all jurisdictions and has implications across a range of practices, sectors, agencies and the community.
- The Change Management Plan (CMP) helps facilitate and coordinate jurisdictional change to deliver the AFDRS and addresses:
 - The scope of the required change
 - The change management project budget (not including jurisdictional costs), scheduling and resources
 - Stakeholder relationships.

s. 47B(a)

- Identified change management risks generally relate to insufficient resourcing and time including pressure to fast track implementation.

Talking points (you may wish to raise):

- Implementation of the AFDRS, including change management is largely a jurisdictional responsibility.
- The AFDRS Program should not directly implement change but rather facilitate a coordinated national approach to minimise change impact.
- National coordination of the change management process will assist jurisdictions minimise costs, identify best practice and achieve national consistency.
- Endorse the CMP and the establishment of the change management team.

Background

The CMP will continue to evolve as more information becomes available. An earlier CMP was presented to the Program Board in June 2019. The current version has been updated to include the findings from the consultation workshops.

The recently held Commonwealth Consultation Workshop acknowledged that the new AFDRS will impact state/territory agencies more than the Commonwealth. The Bureau of Meteorology and the Department of Defence are the most heavily affected Commonwealth agencies. The Department of Defence may have to update Fire Management Plans across approximately 80 sites, update training of personnel/contractors and amend signage. Costs could be significant. Other Commonwealth agencies may need to amend risk assessments and business continuity plans.

States will potentially have to make significant changes to implement the AFDRS, including:

- Legislation, regulation e.g. Total Fire Bans, permits
- Policy and procedures for preparedness and response (fire agencies, other agencies and utilities)
- Training
- Community Education
- Infrastructure e.g. signs
- Land use planning, building construction standards
- Data collection and storage
- Information Technology systems that support the above.

The CMP details a systematic approach to managing the change process required to implement the new AFDRS.

To ensure the quantum of change is understood, support and coordinate for the introduction of the new AFDRS the Board is being asked to agree the following government structure:

AFDRS Program Board

Project Management Office

Change Management Team

Change Management Coordination Group

The Change Management Team will assist jurisdictions through the Change Management Coordination Group to work through the changes required to mobilise the adoption and use of the AFDRS.

The Change Management Coordination Group has been established. s. 22(1)(a)(ii) is the Home Affairs member and participated in the inaugural meeting.

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National Fire Danger Rating System Program Board – 22 October 2019

Commonwealth Meeting Brief

Item 5.2 – Phase 2 – Research Prototype Annual Report

Action – Information

- To inform the Program Board on the Research Prototype Progress Report

Key issues

- The AFDRS Research Prototype continues to out-perform the existing model.

Talking points (you may wish to raise):

- Note the Annual Update 2018-19

Background

The Annual Update 2018-19 incorporates the completed work to improve the AFDRS Research Prototype over 2018-19.

The Annual Update notes that the AFDRS continues to out-perform the existing model. Improvements to the model meant that the AFDRS maintained similar skill to last year but with a reduced over-prediction bias.

Updated maps and models will form the starting data set for the operational build.



National Fire Danger Rating System Program Board – 22 October 2019

Commonwealth Meeting Brief

Item 5.5 – Phase 3 – Other Indices Project Update

Action – Information

- To inform the Program Board on the progress of the Other Indices project.

Key issues

- The AFDRS Phase Three Program Management Plan includes the development of research prototypes for:
 - Fire ignition
 - Suppression
 - Impact.
- Project development is in its infancy, progress will proceed more rapidly as resourcing is finalised.

Talking points (you may wish to raise):

- Note the progress to date.

Implementation of Australian Fire Danger rating System

Briefing notes

Fire and emergency services across Australia are developing a new Australian Fire Danger Rating System (AFDRS) as a national priority. The AFDRS Program will design, develop and implement a new system for fire danger ratings which better reflects conditions, and delivers clearer and more accurate information to the community.

The Program has undertaken Australia's third largest social research project to formulate evidence-based, targeted and comprehensible community messaging that better reflects conditions in their area and can be readily understood to trigger appropriate action at all levels of the community. The recommended design for the AFDRS is an optimised, simplified version of the existing system, based on 4 levels.

A Research Prototype was developed that provides greater scientific accuracy behind decision making and messaging to the community by using the most up to date fire behaviour models based on an expanded number of vegetation types. The Research Prototype meets the criteria of being national, modular and open to continuous improvement. The Research Prototype correctly predicted the observed rating slightly more often than the current system and identified relatively rare elevated bushfire weather conditions much better than the current system.

An operational version of the new AFDRS is now being built based on the Research Prototype, and will be completed for rollout by mid-2022. An extensive national consultation and engagement program will be coordinated by the AFDRS Program team in collaboration with each jurisdiction to ensure stakeholders, including government agencies, industry and the public are aware of the new AFDRS and can make any changes that are required prior to implementation

Jurisdictions are directly accountable for resourcing and implementing all activities associated with implementing AFDRS, including but not limited to:

- Amendments to legislation, policy and agency doctrine;
- Modifications to systems such as IT systems and websites;
- Training of agency personnel;
- Community education and media campaigns;
- Engagement with external stakeholders, (e.g. utilities, industry and agricultural organisations); and
- Infrastructure e.g. signs.

Each jurisdiction will need to ensure that adequate resourcing and funding is allocated to identify all activities, and to complete them in time for the rollout of AFDRS in mid-2022

Further information can be found at <https://www.afac.com.au/initiative/afdrs>

Date: 1 November 2019



Adelaide, 20 November 2019

Australia-New Zealand Emergency Management Committee / Commonwealth
Ministerial Meeting Paper
Item No. 4

IMPLEMENTATION OF THE *NATIONAL DISASTER RISK REDUCTION FRAMEWORK*

RECOMMENDATIONS

The Australian Government recommends that Council Members:

- (a) **note** progress made to develop the first National Action Plan to implement the *National Disaster Risk Reduction Framework* (the Framework);
- (b) **agree** to task the Australia-New Zealand Emergency Management Committee to finalise the National Action Plan for consideration by Council Members out-of-session as soon as possible; and ensuring that it is a strategic plan that sets the foundations for delivering on the outcomes of the Framework;
- (c) **note** the update on the progress of disaster risk reduction funding arrangements;
- (d) **agree** to fully match the Commonwealth's funding commitment of \$130.5 million over five years from 2019-20 for local, state and/or national initiatives to reduce the risk and impact of disasters on Australians in line with the *National Disaster Risk Reduction Framework*; and
- (e) **note** the verbal update on the Emergency Response Fund.

PROPOSED PUBLIC COMMUNIQUE TEXT

Ministers for Police and Emergency Management noted the draft inaugural National Action Plan to implement the *National Disaster Risk Reduction Framework* and tasked the Australia-New Zealand Emergency Management Committee to finalise the National Action Plan as soon as possible.

Ministers also agreed to fully match the Commonwealth's funding commitment of \$130.5 million to support the objectives of the Framework. This will deliver a combined package of \$261 million over the next five years for local, state and national initiatives to reduce the risk and impact of disasters on Australians, and strengthen their resilience in a changing environment.

Date cleared for distribution to all jurisdictions: 6 November 2019

Contact Officer: Mr Robert Cameron OAM, Director General, EMA, s. 22(1)(a)(ii)

s. 22(1)(a) @homeaffairs.gov.au



KEY ISSUES

National Action Plan for the implementation of the Framework

- The draft inaugural National Action Plan is a cross-sector collaboration between a targeted group of representatives from state, territory and federal governments, business and the community sector.
- The draft inaugural National Action Plan identifies a range of initiatives underway to achieve the Framework's five-year outcomes. This showcases some of the good work being done at a local, state and national level across all sectors of the economy (see **Attachment A** - National Action Plan for implementation of the National Disaster Risk Reduction Framework).

s. 47B(a)

Disaster Risk Reduction funding arrangements

- The Australian Government committed \$130.5 million over five years in the 2019 Federal Budget to reduce the risk and impact of disasters on Australians in line with the Framework (see **Attachment B – National Disaster Risk Reduction Framework**).
- The commitment comprises \$104.4 million for state and local initiatives and \$26.1 million for national initiatives, and is conditional on the entire \$130.5 million package being fully matched by states and territories consistent with previous national agreements on disaster resilience.

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- Projects delivered through these disaster risk reduction funding arrangements will be used to assess progress in achieving the objectives of the Framework and inform the annual statement to the Australian Parliament.

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CONSULTATION

Australia-New Zealand Emergency Management Committee

Consultation was undertaken across the Commonwealth, jurisdictions, industry and the community sector in order to develop the first National Action Plan.

Negotiations between Commonwealth, state and territory emergency management and central agencies on the disaster risk reduction funding arrangements are ongoing.

ATTACHMENTS

Attachment A: Draft 2019 National Action Plan for implementation of the *National Disaster Risk Reduction Framework*

Attachment B: *National Disaster Risk Reduction Framework*

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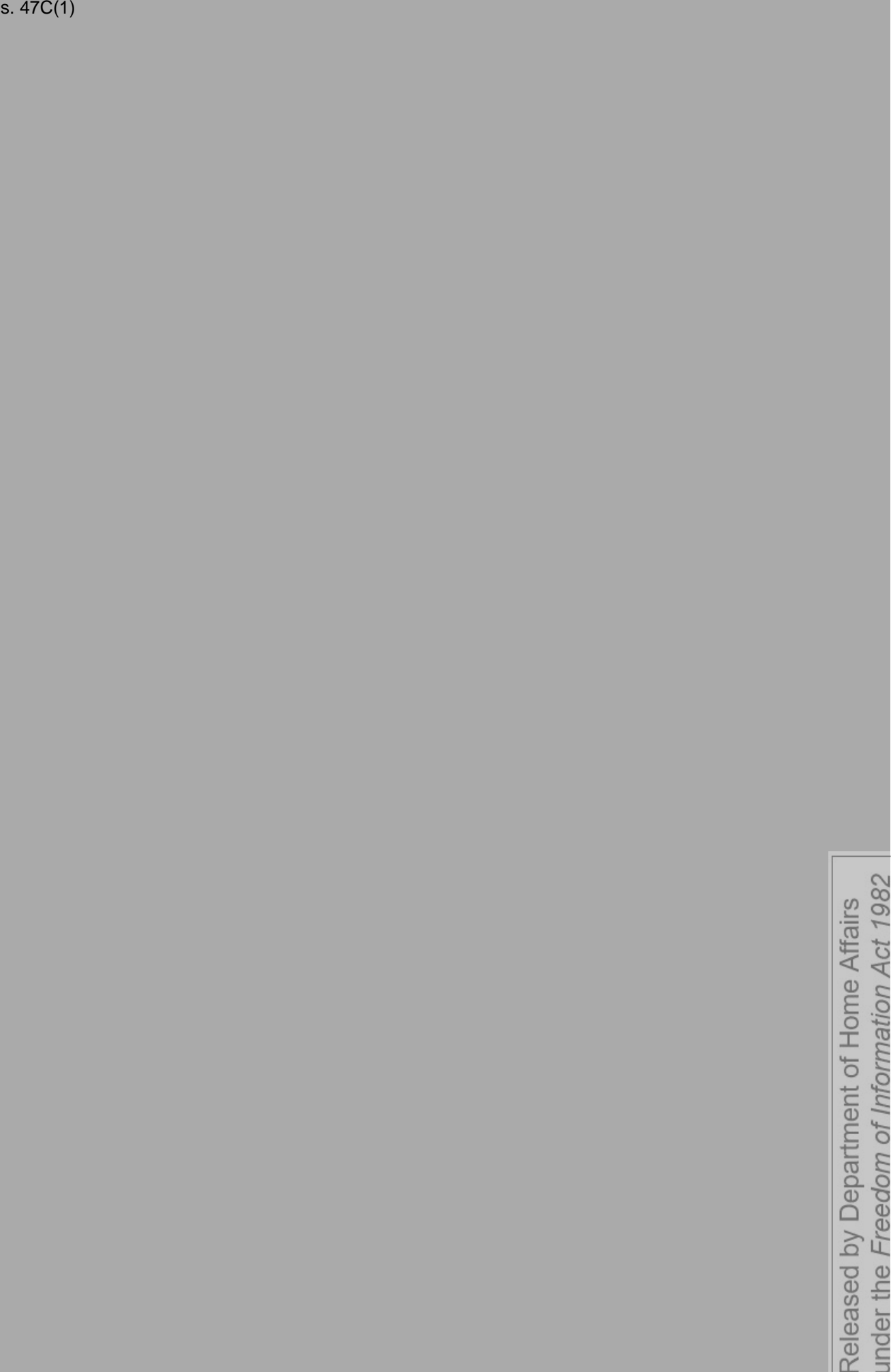
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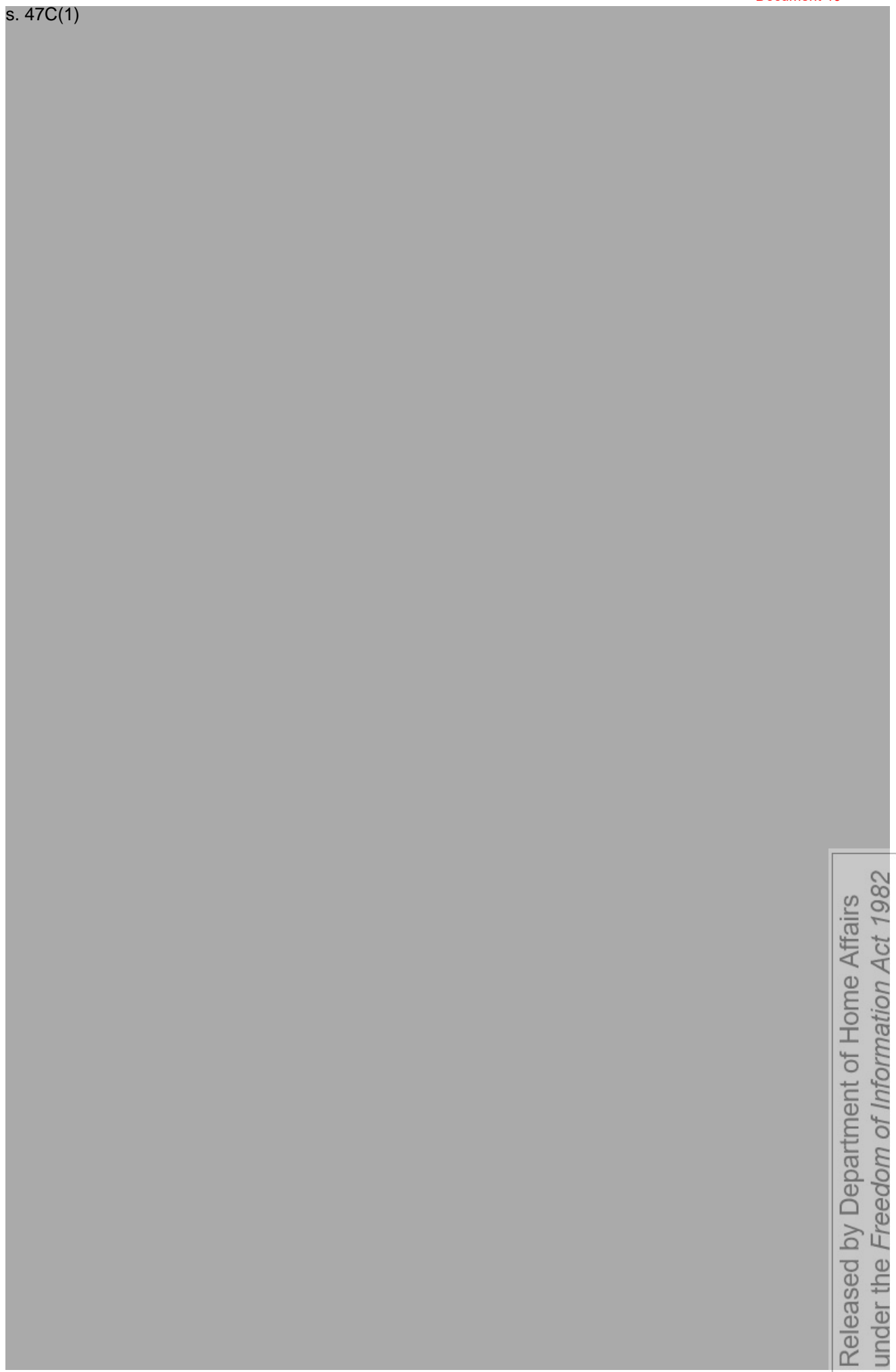
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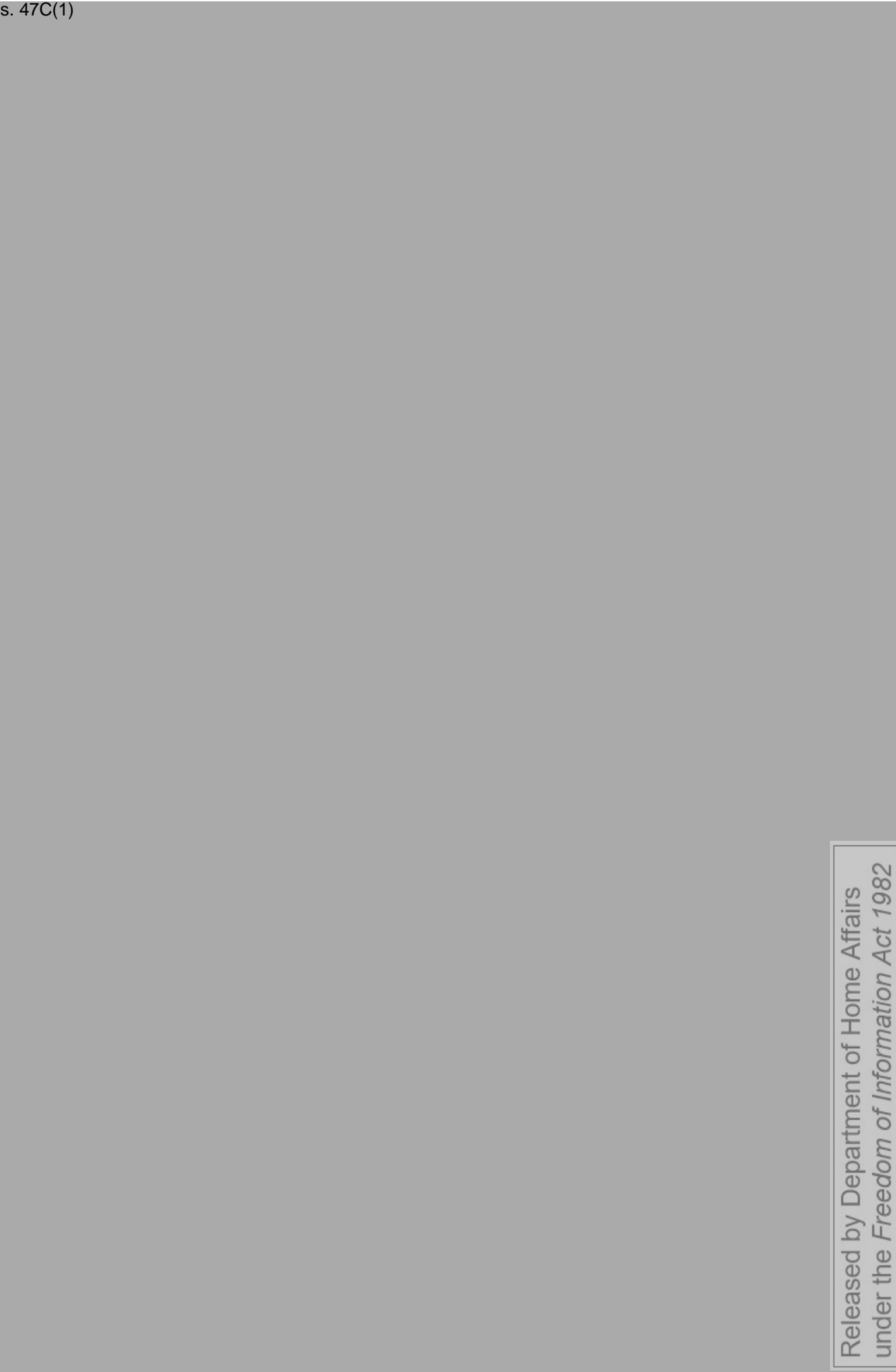
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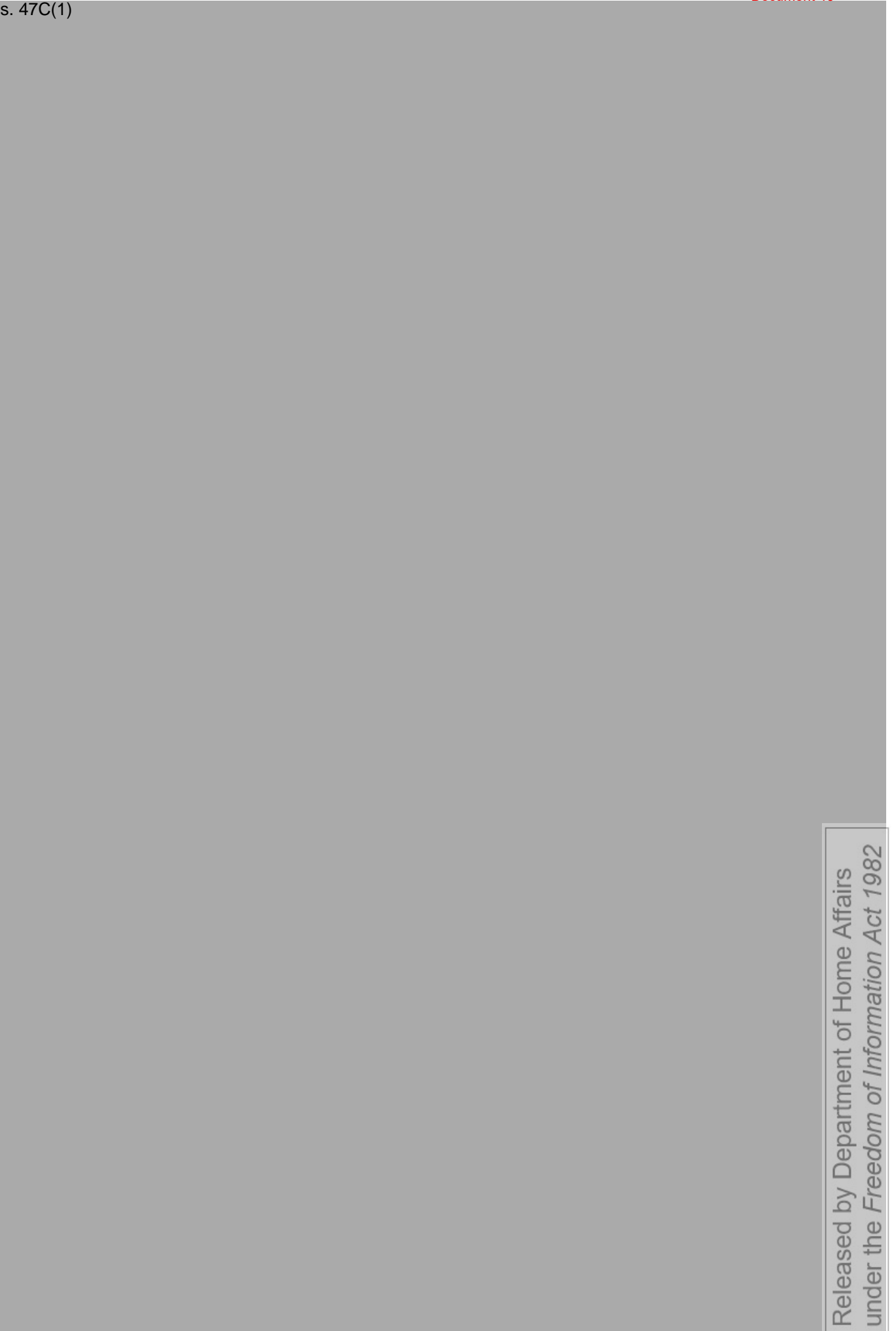
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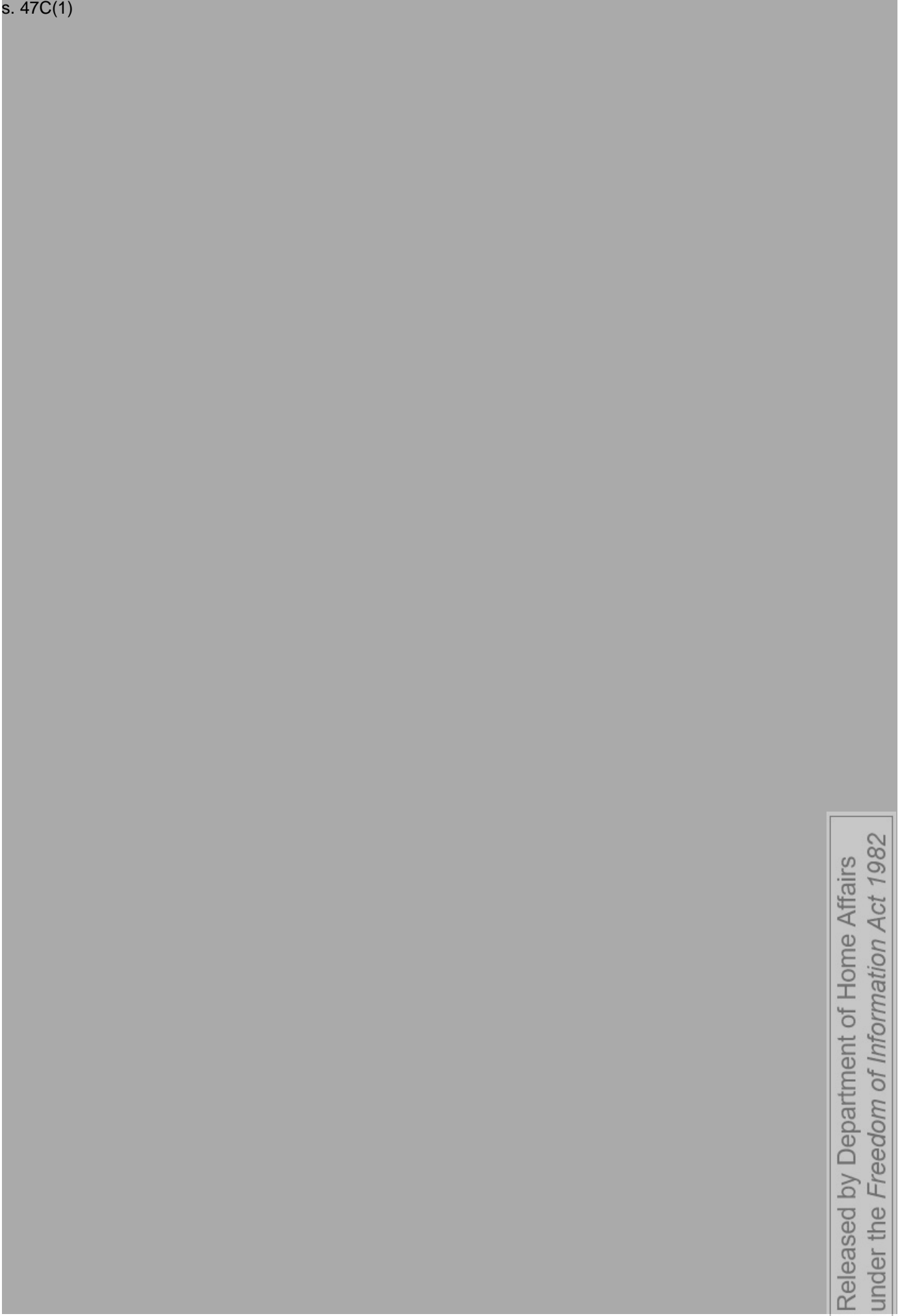
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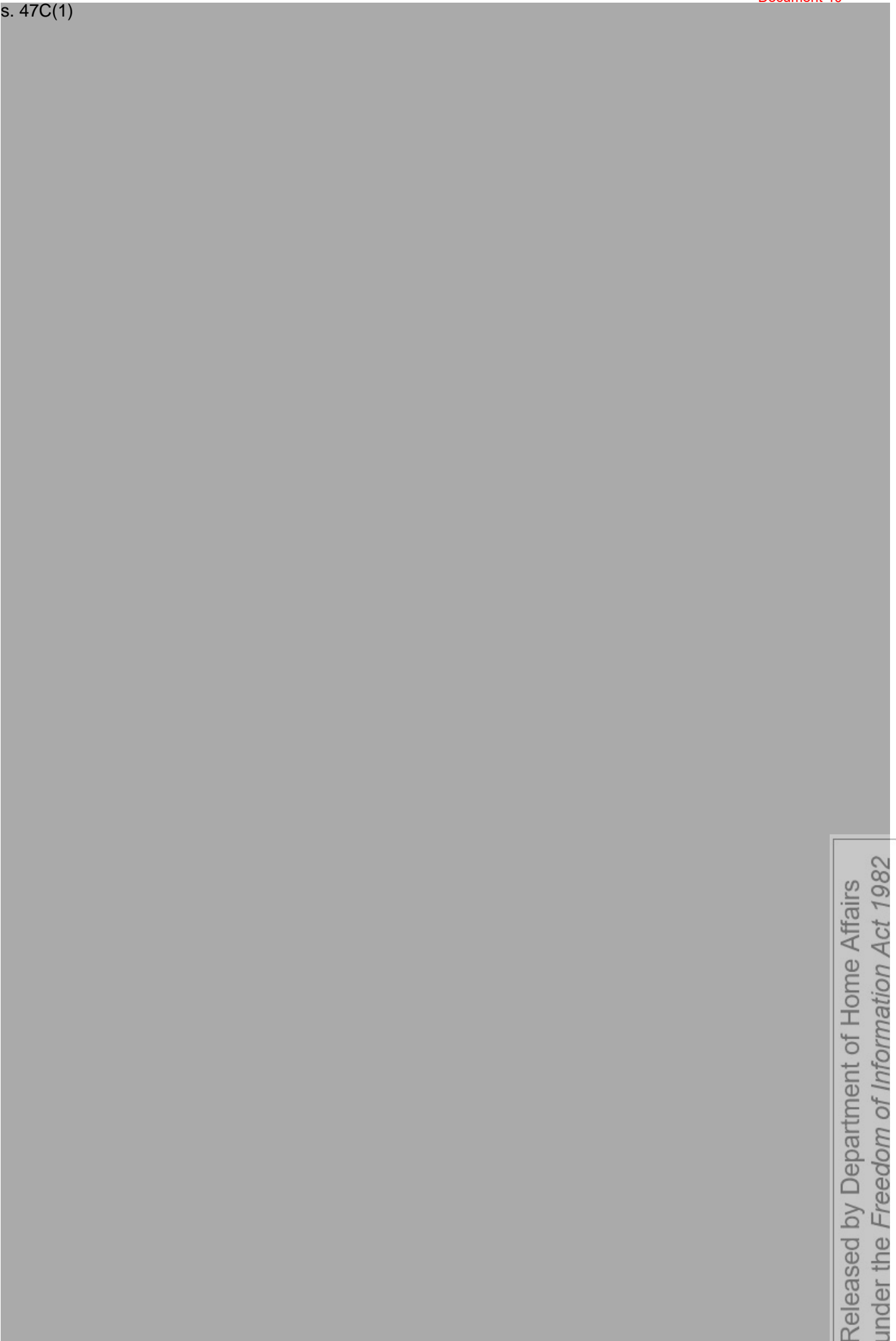
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Meeting Brief: MCP EM

Item 4: Implementation of the *National Disaster Risk Reduction Framework*

Handling notes

This paper has been submitted by the Australia-New Zealand Emergency Management Committee (ANZEMC) and the Commonwealth.

The Chair will invite Minister Littleproud to speak to this item.

Mr Rob Cameron can elaborate if required.

Commonwealth objective

1. Obtain state and territory agreement to:
 - a. work together, through the Australia-New Zealand Emergency Management Committee, to finalise the inaugural National Action Plan to implement the *National Disaster Risk Reduction Framework* (the Framework) as soon as possible; and
 - b. match the Commonwealth's commitment of \$130.5 million in cash or in-kind to reduce disaster risk and support the implementation of the Framework.

Sensitivities

s. 47B(a), s. 47C(1)

Talking points

Minister Littleproud's Talking Points

2019 National Action Plan

- MCP EM tasked ANZEMC to develop a statement of action against the Framework, which is now referred to as the 'National Action Plan'.
 - The 2019 National Action Plan has been developed by an ANZEMC working group.
- States and territories advised they would not be in a position to identify new initiatives and that it was not possible to consult with all the necessary stakeholders before finalising the plan in the available time. The draft plan acknowledges this.

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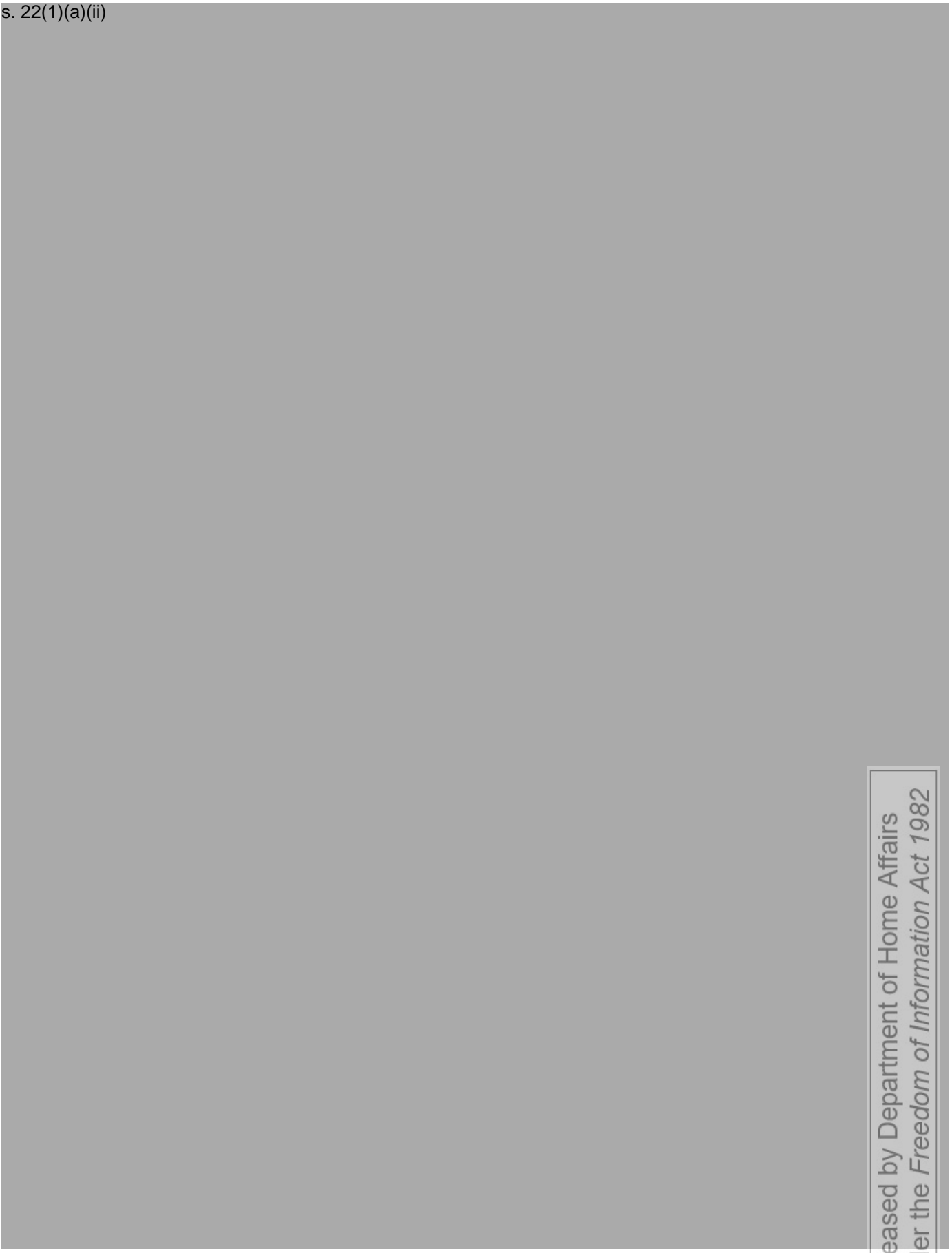
- The draft inaugural National Action Plan draws together, for the first time, some major initiatives underway that contribute to reducing disaster risk for Australians. It is not a complete stocktake, but still highlights the breadth of initiatives underway that contribute to Framework outcomes. This in itself is a significant step forward to telling the story of the whole-of-society effort to reduce disaster risk in Australia.
 - It was critical that this process was undertaken as a baseline to ensure future programs and initiatives build on and do not duplicate existing effort.
 - It also highlights work that needs to be done to meet the goals and five-year outcomes of the Framework.
- The draft inaugural National Action Plan shows that significant effort is currently focussed on priority one “understand disaster risk”. This is where many initiatives are already underway and more work will be done over the next year.
- States and territories were not able to contribute future focussed initiatives to the plan and yet the consistent feedback they provided was that the Action Plan is not a strategic, forwarding looking plan.
 - The Commonwealth has been forward looking. Of course there is more we can do, but we have been working consistently with other portfolios and outside of government to move this agenda forward.
- I expect each jurisdiction to take a similar approach. We all signed up to this Framework on 28 June 2019, so we all need to take action across government and beyond to implement it.
- This process has highlighted that some jurisdictions are not as joined up within government as is needed to drive change or are not driving this agenda forward. We cannot be complacent.
- We will also need to work together to develop the monitoring, evaluation and learning arrangements to ensure that our collective effort is making a difference.
- I still intend to make a statement to the Australian Parliament before the end of the year on progress to implement the Framework.

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Background

2019 National Action Plan

On 28 June 2019, MCPPEM agreed that ANZEMC will oversee national implementation of the Framework.

On 27 August 2019, ANZEMC agreed to establish a working group develop the inaugural National Action Plan.

The Department chairs this group. It includes all Australian states and territories and non-government representatives from the IAG (on behalf of Australian Business Roundtable for Disaster Resilience and Safer Communities), Australian Red Cross, Resilient Sydney and QBE Insurance Group Ltd. The working group met by teleconference in September and governments agreed to provide input for the 2019 National Action Plan.

The Department of Home Affairs (the Department) also engaged across the Commonwealth (including APRA, RBA, ACCC, Infrastructure Australia) and more broadly with key industry stakeholders for input:

- Planning Institute of Australia, Australian Building Codes Board, Engineers Australia, Australian Sustainable Financing Initiative, Investor Group on Climate Change, Australian Business Roundtable for Disaster Resilience and Safer Communities, and the Australian Red Cross.

The Department convened a workshop with the working group in Canberra on 16 October 2019 to develop the Plan. State and territory governments have had the opportunity to provide input and comment on two drafts the inaugural National Action Plan. Input was also provided from other Commonwealth agencies and key non-government partners.

The Department will convene a meeting with states and territories following MCPPEM to agree the approach for finalising the National Action Plan.

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The final Plan will be professionally designed and typeset and ready for web-publishing and printing.
 s. 22(1)(a)(ii)



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Consultation:	Australia-New Zealand Emergency Management Committee (ANZEMC)
Date:	11 November 2019

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Meeting Brief: MCPEM

BACK POCKET BRIEF: Australian Fire Danger Rating System

Handling notes

For use if the matter is raised under 'Other Business'.

Commonwealth objective

To provide advice on the status of the development of the Australia Fire Danger Rating System (AFDRS).

Talking points

- The purpose of the AFDRS is to:
 - increase the accuracy of localised fire risks, including through implementing improved fire behaviour models
 - communicate more accurate bushfire risk information to fire and emergency services and the community, including through revised fire danger ratings.
- Comprehensive social research has been undertaken to inform the design of the public messaging to maximise comprehension and likelihood of individual and community action.
- Social research outcomes have indicated that the fire danger ratings should be – low (green), moderate (yellow), high (orange) and extreme (red) and will have greatest affect when combined with a clear action the individuals and communities should take to reduce their risks.
 - These research findings have been accepted by state and territory government stakeholders.
 - Implementation of the revised ratings will require comprehensive public and industry education and communication, as well as significant operational and regulatory changes across governments, most particularly in their public safety agencies.
- Implementation of the AFDRS will be from mid-2022 and will be the primary responsibility of state and territory governments.

If raised – What is the Australian Government contribution to the new AFDRS?

- The current phase (Phase 3) of the AFDRS will cost \$11.7 million over the next three years.
 - The Australian Government's contribution to this is over \$6.2 million, with remainder provided by state and territory governments.

Key Dates

Commence Operational build of the AFDRS	Early 2020
Operational testing over 2020/21 fire season	2020/21
Implementation of the new AFDRS	Mid 2022

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Background

The Australian, state and territory governments are developing the Australian Fire Danger Rating System (AFDRS) as a national priority. The AFDRS program will design, develop and implement a new system for fire danger ratings that better accounts for local conditions, and delivers clearer and more accurate risk information to fire and emergency services and the community.

The AFDRS is being delivered through a phased approach. The current phase (Phase 3) commenced 1 July 2019 and will run over three years. It will deliver three outcomes:

- improved fire behaviour index
- development of research prototypes for other indices:
 - ignition likelihood index
 - suppression index
 - fire impact index
- improved fire danger rating decision making framework.

The AFDRS program has delivered Australia's third largest social research project to formulate evidence-based, targeted and comprehensible community messaging that better accounts for local conditions and can be readily understood to trigger appropriate action at all levels of the community.

The recommended design for the AFDRS is an optimised, simplified version of the existing system. The AFDRS design elements are:

- four fire danger rating levels – low, moderate, high and extreme
- a colour palette of green, yellow, orange and red
- inclusion of clear, concise and action oriented messaging
- nationally consistent

An extensive national consultation program was conducted in September 2019 to brief stakeholders on the findings of the social research and to collaborate on the design and development of the new fire danger rating framework. The findings from the national consultation workshops were:

- there was strong acceptance for change
- there was strong agreement for a national system
- there were no critical issues identified to halt implementation, although there are agency challenges (predominately funding and resources) and that further scoping of change management including beyond the emergency management sector will be required
- there is a requirement for the AFDRS indices to support operational decision making

The AFDRS Program Board endorsed the commencement of the operational build of the AFDRS based on the findings of the social research, the national consultation and the outcomes from evaluation of the research prototype developed under Phase 2 of the AFDRS program.

The operational build will be completed for rollout by mid-2022. An extensive national consultation and engagement program will be conducted with stakeholders, including government agencies, industry and the public.

States and territories are directly accountable for resourcing and implementing all activities associated with implementing AFDRS, including but not limited to:

- amendments to legislation, policy and agency doctrine
- modifications to systems such as IT systems and websites
- training of agency personnel
- community education and media campaigns

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- engagement with external stakeholders, (e.g. utilities, industry and agricultural organisations), and
- infrastructure e.g. signs

Each state and territory government will need to ensure that adequate resourcing and funding is allocated to identify all activities, and to complete them in time for the rollout of AFDRS in mid-2022.

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Date:	12 November 2019

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Joint ANZEMC Co-chairs Brief

Meeting Date: 13 December 2019 – Annual ANZEMC – AFAC Teleconference

Agenda Item 9 – Review of fire spread simulation modelling – Phoenix Rapid Fire

Lead: AFAC	Purpose of raising the item <ul style="list-style-type: none"> AFAC has raised this as an item for discussion - the fire spread simulation modelling (Phoenix Rapid Fire), as it is being reviewed. AFAC have advised that they will likely seek ANZEMC's consideration of the project in 2020.
Australian Government position: Not applicable State and territory position: Not applicable	Talking Points <ul style="list-style-type: none"> Thank Mr Ellis for the update and invite comments. If asked <ul style="list-style-type: none"> Phoenix Rapid Fire is a critical, national capability. Phoenix Rapid Fire is an important incident prediction and bushfire risk assessment and strategic bushfire management planning tool. Predicting bush fire spread is crucial to providing timely advice and warnings to the community. Background <p>Phoenix Rapid Fire is a fire predication simulation system – the main fire prediction system used across the country. The system implements a fire characterisation model capturing detail such as flame height, intensity, size, ember density and asset impact throughout the simulation process.</p> <p>The use of Phoenix Rapid Fire is coordinated through an agreement between the Victorian Department of Environment, Land, Water & Planning, the University of Melbourne and the Bushfire and Natural Hazards Cooperative Research Centre.</p> <p>Phoenix Rapid Fire uses information about weather, topography, vegetation and fire history, to simulate and predict the spread and impact of bushfires and helps fire and emergency services agencies understand bushfire behaviour – including flame height, ember density, spotting distance, convection column strength and intensity.</p> <p>The system can simulate how bushfires are likely to behave, and how assets and values might be impacted by bushfires.</p>

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