Tony Pearce
Inspector-General for Emergency Management

Building Public Confidence in Emergency Management
Key Drivers for Reform

Victorian Bushfires (Black Saturday) 7 February 2009
Worst bushfires in Australian history

Victorian Floods – September 2010 to February 2011
Worst floods in Victorian history
**Victoria’s history of major bushfire**

<table>
<thead>
<tr>
<th>Year and Month</th>
<th>Deaths</th>
<th>Hectares Burnt</th>
</tr>
</thead>
<tbody>
<tr>
<td>6 February 1851 (Black Thursday)</td>
<td>15</td>
<td>5,000,000</td>
</tr>
<tr>
<td>1 February 1898 (Red Tuesday)</td>
<td>12</td>
<td>260,000</td>
</tr>
<tr>
<td>14 February 1926 (Black Sunday)</td>
<td>60</td>
<td>400,000</td>
</tr>
<tr>
<td><strong>13 January 1939 (Black Friday)</strong></td>
<td>71</td>
<td>2,000,000</td>
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<tr>
<td>22 December 1943</td>
<td>10</td>
<td>1,200,000</td>
</tr>
<tr>
<td>January-February 1944</td>
<td>49</td>
<td>1,000,000</td>
</tr>
<tr>
<td>5 February 1952</td>
<td>12</td>
<td>100,000</td>
</tr>
<tr>
<td>14-16 January 1962</td>
<td>32</td>
<td>Unknown</td>
</tr>
<tr>
<td>17 January 1965</td>
<td>7</td>
<td>310,000</td>
</tr>
<tr>
<td>8 January 1969</td>
<td>23</td>
<td>250,000</td>
</tr>
<tr>
<td>12 February 1977</td>
<td>8</td>
<td>103,000</td>
</tr>
<tr>
<td><strong>16 February 1983 (Ash Wednesday)</strong></td>
<td>47</td>
<td>210,000</td>
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<tr>
<td>14 January 1985</td>
<td>5</td>
<td>51,000</td>
</tr>
<tr>
<td>21 January 1997</td>
<td>3</td>
<td>Unknown</td>
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<tr>
<td>January-February 2003</td>
<td>1</td>
<td>1,300,000</td>
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<tr>
<td>January 2006</td>
<td>4</td>
<td>160,000</td>
</tr>
<tr>
<td>January-February 2007</td>
<td>1</td>
<td>1,000,000</td>
</tr>
<tr>
<td><strong>7 February 2009 (Black Saturday)</strong></td>
<td>173</td>
<td>430,000</td>
</tr>
<tr>
<td>January-February 2013</td>
<td>5</td>
<td>190,000</td>
</tr>
</tbody>
</table>

1 Hectare = 10,000 square meters or 2.471 acres
28-30 January – exceptional heatwave, three consecutive days above 43°C (109.4°F)

Mildura 12 consecutive days over 40°C (104°F)

Deaths of 374 Victorians attributed to the heatwave

7 February – Melbourne 46.4°C (115.5°F) Hopetoun 48.8°C (120°F)

Wind speeds recorded to 115kph, relative humidity 9%

South Westerly wind change at 4.30pm
The Victorian Bushfires Royal Commission said:

“... The commission does not consider that the flaws identified in connection with Black Saturday can be overcome simply by doing more of the same even if it is done better...”

“... The commission considers that an organisational structure is needed to strengthen operational integration and establish a source of authority to ensure that change happens...”

“... The community now rightly expects that the changes recommended will happen...”
Comrie observation – Strategic Void

‘... issues will not be resolved until the state addresses a void that exists in the emergency management arrangements. This void is the absence of any overarching strategy or policy framework to drive reform of the present siloed approach …’
Inspector-General for Emergency Management

Road to Reform and Government Response

2009 Victorian Bushfires Royal Commission
31 July 2010

2010 National Strategy for Disaster Resilience
31 July 2010

Review of the 2010–11 Road Warnings & Response
February 2011

67 Recs

93 Recs

12 September 2011

10 December 2011

10 December 2012

1 July 2014

67 Recs

93 Recs

10 December 2012

1 July 2014
Objectives

s.62 (a) provide assurance to the government and the community in respect of emergency management arrangements in Victoria

s.62 (b) foster continuous improvement of emergency management in Victoria

Functions

s.64(1) (a) develop and maintain a monitoring and assurance framework for emergency management, including outcome measures, against which the capacity, capability and performance of the emergency management sector is to be assessed

s.64(1) (b) undertake system-wide reviews, including reviewing the emergency management functions of responder agencies and Departments in relation to the monitoring and assurance framework
IGEM primary processes
Single loop versus double loop assurance

**What we do**
- **Testing Assumptions**
  Why do we do what we do?
- **Implementation Quality**
  Are agreed actions well planned?
- **Implementation Status**
  Are agreed actions being implemented as planned?
  Are agreed actions sustainable?
- **System Performance**
  Is system performance improving over time?
- **Outcome Achievement**
  Are outcomes being realised for the community?

**What we get**
- Are risks being identified and managed effectively?
- Is the emergency management system performing as intended?

**Improving the system as it exists (single loop)**

**Questioning the underlying assumptions, values and beliefs behind what we do (double loop)**

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Examples of current IGEM work

Monitoring

Victorian Bushfire Royal Commission
2010-11 Victorian Flood Review
Hazelwood Mine Fire Inquiry
2013-14 Fire Season Report
ESTA investigations and monitoring

Review and Evaluation

Bushfire fuel management policy – hectare based versus risk based
Emergency management sector preparedness for major emergencies
Connecting with and preparing communities for major emergencies
Community recovery following the 2013/14 bushfires
What has Changed?

- Heightened community awareness and expectations
- Government focused on emergency management
- New legislation
- New governance structure
- New operations and policy entity (EMV)
- EM system assurance entity (IGEM)
- All hazards, all agencies control
What is Changing?

More new legislation (i.e., planning, critical infrastructure)

New policies

New planning processes (consequence)

Cross agency and government department collaboration

Private and public sector engagement

Community engagement
Reform implementation challenges

- Sector culture
- Political continuity
- Community and agency readiness
- Resources
- Expectation management
- Interdependencies
- Time
In Conclusion

Lessons have been identified

Lessons are being learned

Sustainable, measurable change

System level continuous improvement

Move from activity to outcome focus

Shared responsibility

Strategic void closing

Long road