

Inspector-General Emergency Management

Emergency Management

Assurance Framework



Promoting excellence in disaster management for safer Queensland communities

Authorisation

The Emergency Management Assurance Framework has been developed by the Office of the Inspector-General Emergency Management in accordance with Section 16C of the *Disaster Management Act 2003*.

This document is hereby authorised by the Inspector-General Emergency Management.

This document is developed and maintained by the Inspector-General Emergency Management.



Iain MacKenzie AFSM
Inspector-General Emergency Management

Content

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Document details

Security classification	PUBLIC
Date of review of security classification	13 June 2019
Authority	Inspector-General Emergency Management
Author	Office of the Inspector-General Emergency Management
Document status	Final
Version	V2.0

Version control

Version	Amendment	Endorsement date
1.0	Initial development	July 2014
2.0	Emergency Management Assurance Framework Refresh	June 2019

Information for users

This document is available for download from the Office of the Inspector-General Emergency Management website.

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Acknowledgements

The participation and cooperation of practitioners, operators and experts from across the disaster management sector in the development and continuous improvement of the Emergency Management Assurance Framework, both within Queensland and nationally, is highly valued and greatly appreciated.

The Office of the Inspector-General
Emergency Management acknowledge
Aboriginal peoples and Torres Strait
Islander peoples as the Traditional Owners
and Custodians of this Country. The Office
recognises their connection to land, sea and
community, and pays respect to them, their
cultures, and to their Elders, past, present
and emerging.



Foreword

The Emergency Management Assurance Framework (the Framework) has supported all levels of Queensland's disaster management arrangements to continually improve disaster management performance for the past five years.

Developed in collaboration with Queensland's disaster management practitioners, the Framework empowers front-line disaster management service providers. It has included the Standard for Disaster Management in Queensland (the Standard), which has defined the outcomes that we strive to achieve through policy, doctrine and practice. The past five years have also resulted in lessons about the Framework and Standard themselves. In keeping with the Office's function to regularly review and assess disaster management standards, the Office has once again turned to the sector to 'learn' those lessons.

The result here is a contemporary Framework that is easy to understand, and which sets the context for two Standards that together allow stakeholders to better apply and measure their own progress. The Queensland disaster management sector has always risen to the challenge of providing the best possible services to Queenslanders. This refreshed Framework provides the context for this continued pursuit of excellence.

I reiterate my thanks of five years ago to all of our disaster management practitioners from across the State for their contribution as we build a more resilient Queensland.

Iain MacKenzie AFSM
Inspector-General Emergency Management

Contents

Authorising environment	12
Legislative basis	12
Disaster management plans	12
Emergency Management Assurance Framework	12
Related documents	14
Emergency Management Assurance Framework	16
Purpose	16
Objectives	16
Who it applies to	16
Framework overview	18
Principles	18
Disaster Management Standards	18
Good Practice Attributes	18
Assurance Activities	18
Principles	19
Leadership	19
Public Safety	19
Partnership	19
Performance	19

Disaster Management Standards	20
Standard for Disaster Management in Queensland	20
Queensland Disaster Management Lexicon	20
Good Practice Attributes	21
Assurance Activities	22
Assurance Activities led by the Office of the Inspector-General Emergency Management	22
The Sector	22
Types of Assurance Activities	22
Tier One Assurance Activities	23
Tier Two Assurance Activities	23
Tier Three Assurance Activities	23
Bibliography	25

Authorising environment

Legislative basis

The legislative basis for Queensland's disaster management arrangements is the Disaster Management Act 2003 (the Act) and the Disaster Management Regulations 2014 (the Regulations).

Section 16C of the Act lays out the functions of the Office of the Inspector-General Emergency Management. They include:

- (d) to make disaster management standards;
- (e) to regularly review and assess disaster management standards;
- (f) to review, assess and report on performance by entities responsible for disaster management in the State against the disaster management standards.

Section 16N of the Act states that 'The inspector-general may make 1 or more standards (each a disaster management standard) about the way in which entities responsible for disaster management in the State are to undertake disaster management.'

Disaster management plans

The requirements of State, district and local disaster management plans, under the Act, are that they must include provision for the Strategic Policy Framework (currently a Statement) (sections 49, 53 and 57), and must be consistent with disaster management standards and guidelines (sections 50, 54 and 58).

Emergency Management Assurance Framework

The Emergency Management Assurance Framework was developed to deliver on the responsibilities and functions of the Office of the Inspector-General Emergency Management set out in the Act.

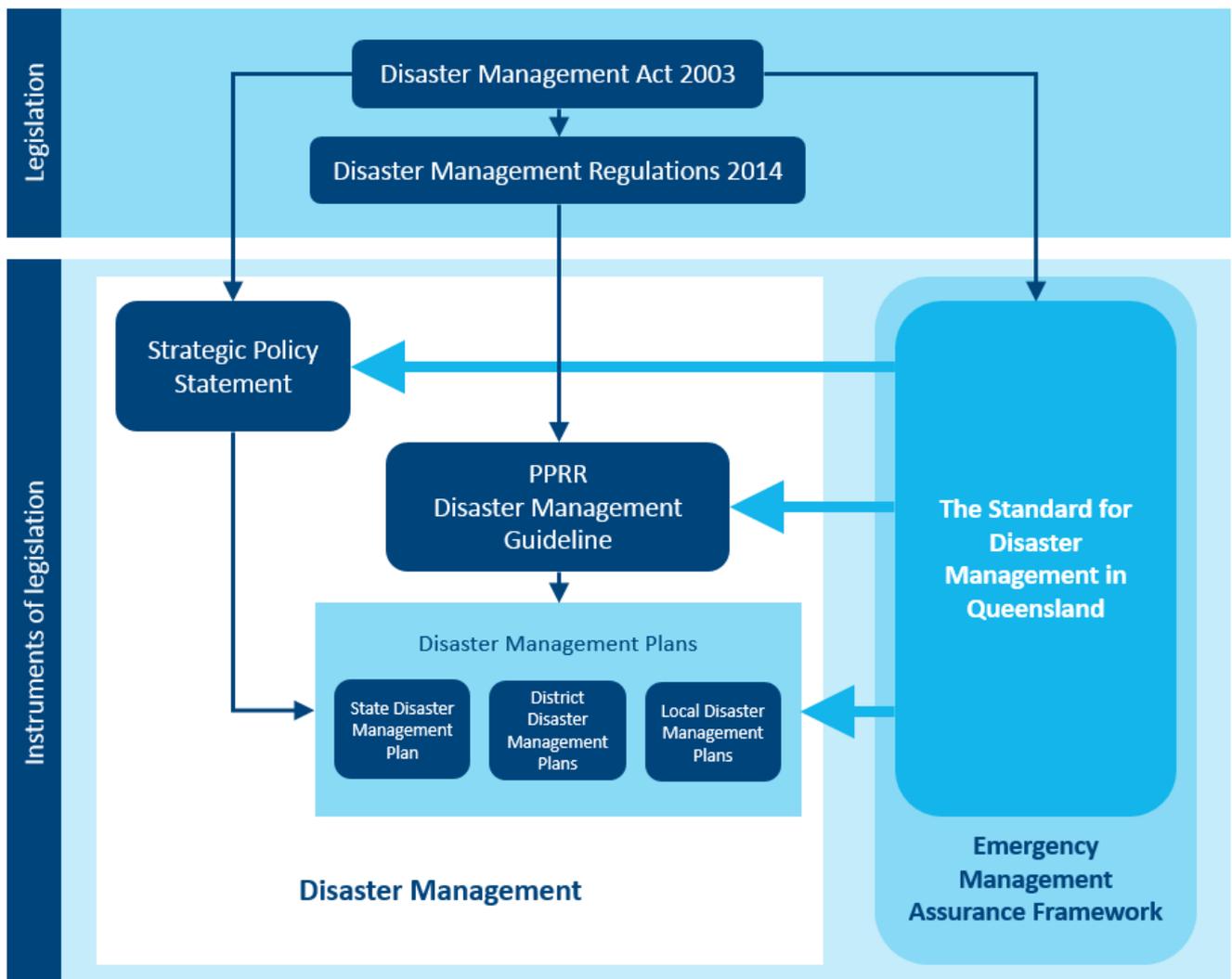


Figure 1: Authorising environment

Related documents

The Emergency Management Assurance Framework is developed and maintained to encompass all programs conducted by the Office of the Inspector-General Emergency Management (the Office). The content of other publications released by the Office is informed by, and directly related to the Emergency Management Assurance Framework.

[Disaster Management Research Framework](#)

The Disaster Management Research Framework seeks to equip disaster management practitioners throughout Queensland with significantly improved and relevant data and guidance to make enhanced evidence-based decisions and plans.

[Inspector-General Emergency Management Stakeholder Engagement Framework](#)

Effective and meaningful stakeholder engagement is pivotal to building and maintaining trusted networks and legitimate relationships. The Stakeholder Engagement Framework recognises such networks and relationships as foundational steps along the long-term, evolving journey to enacting and influencing sustained behavioural change and enduring partnerships.

[Lessons Management Program](#)

The Lessons Management Program aims to implement and maintain system-wide lessons management for the disaster management sector in Queensland. It is based upon the identification and analysis of issues, and the development, implementation and monitoring of improvement strategies.

[Queensland Disaster Management Lexicon](#)

The Queensland Disaster Management Lexicon establishes a clear standard for common language within the Queensland disaster management sector. It promotes a shared situational awareness during events, contextualised to Queensland's disaster management sector

[Standard for Disaster Management in Queensland](#)

The Standard for Disaster Management in Queensland is an outcomes-based tool. It describes the best possible outcomes for the community during times of emergency and disaster, based on local resources, needs, culture, knowledge and circumstance.



Emergency Management Assurance Framework

Purpose

Queensland must position itself for the future. The human-social, environmental and economic costs of natural disasters in Queensland have increased substantially over recent years and are projected to increase further. Climate change will continue to impact on Queensland and affect communities. The *Queensland Climate Adaptation Strategy* and the *Queensland Strategy for Disaster Resilience* help us to understand the environmental context of disaster management and adapt the way that disaster management services and partnerships need to be delivered. The disaster management sector (the sector) must continue to embed a culture of continuous improvement and effectively mitigate and manage the impacts of disasters on communities.

The Emergency Management Assurance Framework (the Framework) provides the context for continuous improvement within the sector. The Framework also provides the structure and mechanism for reviewing and assessing the effectiveness of actions undertaken within Queensland's disaster management arrangements.

Objectives

The objectives of the Framework are to:

- direct, guide and focus the work of all entities working within Queensland's disaster management arrangements to achieve positive outcomes for the community
- support continuous improvement in disaster management
- provide consistency, and reinforce cultural interoperability and cooperation between entities within the sector
- promote excellence in disaster management and facilitate resilience-building within communities.

Who it applies to

The Framework applies to all entities with roles or responsibilities within Queensland's disaster management arrangements. This includes all tiers of government, non-government organisations, not-for-profit organisations, disaster management groups, and those with a legislated role in disaster management.

The Inspector-General Emergency Management encourages all stakeholders to actively implement the Framework and share innovative ideas and knowledge with others.



Figure 2: Emergency Management Assurance Framework model

Framework overview

The Framework is comprised of four main sections: Principles, Disaster Management Standards, Good Practice Attributes, and Assurance Activities.

A model of the Framework is shown in Figure 2.

Principles

Four Principles underpin effective disaster management in Queensland. These Principles are fundamental to the establishment and continuous improvement of effective disaster management programs. They have been adopted by the Queensland Disaster Management 2016 Strategic Policy Statement, to drive effective disaster management and continual improvement of the disaster management system. They recognise the interconnectedness of disaster management across all levels of government, the private sector and the community. The four Principles are Leadership, Public Safety, Partnership and Performance.

Disaster Management Standards

Under the Act, the Inspector-General Emergency Management and the Office holds the responsibility to make and regularly review standards about the way in which entities responsible for disaster

management in the State are to undertake disaster management. The functions of the Office include the responsibility to review, assess and report on performance by entities responsible for disaster management in the State against the disaster management standards set by the Office.

Good Practice Attributes

The Office holds the function under the Act to regularly review and assess the effectiveness of disaster management by the State, district and local groups. The effectiveness of disaster management arrangements is measured by applying the Good Practice Attributes to actions undertaken by entities within the sector.

Assurance Activities

Assurance Activities assess performance against Disaster Management Standards to provide an indication of disaster management effectiveness. Assurance Activities are structured into three tiers. These tiers reflect different levels of independence, depth, scope and rigour. The Assurance Activities provide a basis for monitoring and assessing individual and collective performance across the sector.

Principles

The Principles provide the 'why' for the Emergency Management Assurance Framework. They are the foundation for all entities' individual and collective efforts in delivering the positive disaster management outcomes expected by the community.

Leadership

Leadership is demonstrated through a commitment to building a shared culture of excellence across the disaster management sector. Strategic planning, within the context of resources and risk, underpins clear decision-making and priorities to achieve positive outcomes for, and to enable, the community.

Public Safety

Keeping the community safe is the primary driver for the continuous improvement of Queensland's disaster management arrangements. The arrangements are delivered through disaster management groups with a focus on the safety of the community, engaging stakeholders and sharing the responsibility for disaster management.

Partnership

Every Queenslanders has a role to ensure our State is resilient, risks are managed, and identified opportunities lead to improvement. Strong partnerships across the sector improve disaster management outcomes. Partnerships work well when they are well governed, have clear roles and responsibilities, and promote true collaboration.

Performance

A culture of performance drives the productivity and effectiveness of disaster management. Productivity and effectiveness are measured by a combination of quality, quantity, cost, time and human relationships. Performance and continuous improvement are monitored and analysed against Standards.

Disaster Management Standards

Standard for Disaster Management in Queensland

The Standard for Disaster Management in Queensland (the Standard) focusses on outcomes. These Outcomes provide the parameters within which disaster management in Queensland should be conducted. It also provides a mechanism to assess performance. The Standard is made up of Shared Responsibilities, Outcomes, Indicators, and the Accountabilities

Queensland Disaster Management Lexicon

Disaster management arrangements in Queensland are unique within Australia, as is much of the terminology used within the Queensland disaster management sector. The Queensland Disaster Management Lexicon provides a contextualised resource specifically pertaining to our disaster management arrangements. This shared language enables a greater degree of interoperability across State agencies, local councils and non-government organisations involved in all phases of disaster management in Queensland.

Good Practice Attributes

Through consultation with the sector, it was agreed that an effective disaster management system for Queensland should consistently display five Good Practice Attributes (the Attributes). They are applicable to all Outcomes in Standards set by the Office that may form part of the Framework.

These attributes have been validated through thematic and capability reviews conducted by the Office since 2014.

Scalable	Arrangements can be applied to any size or type of event and across all levels of Queensland’s disaster management arrangements
Comprehensive	Considers all phases of disaster management, all hazards and risks, and a targeted all agencies approach
Interoperable	Promotes linkages and partnerships between systems, programs and people, to enable sharing of information and coordinated activities across the sector
Value Driven	Ensures that the value of services and systems is considered in terms of cost, fit for purpose, quality, and the advancing of broader economic, environmental and social objectives
Adaptable	Arrangements can adapt to a changing climate and environment, remaining flexible to the needs of the community

Assurance Activities

Assurance Activities collectively contribute to the assessment of the overall effectiveness of disaster management in Queensland. Each assurance activity type differs in the level of independence, scope, depth and rigour, to provide insight into the performance of the sector. Environmental and horizon scanning activities highlight areas that require further analysis and enquiry.

Assurance Activities led by the Office of the Inspector-General Emergency Management

Under s16C of the Act, the Office of the IGEM has the function to review and assess effectiveness of disaster management of the State, district and local groups. This is the function under which Assurance Activities are conducted. Assurance Activities are scheduled as part of an annual planning process that considers identified and emerging issues. These activities may focus on an aspect of the Standard, the capability of a disaster management group or entity, or other topics relevant to the effective functioning of the sector. The Office analyses data from a range of activities across this spectrum and measures the results against the Standard.

The focus of Assurance Activities conducted by the Office is determined by a robust process that considers the priority and complexity of a broader issue, directing the resources of the Office and the sector toward activities and initiatives intended to produce the best outcomes for the Queensland community.

The Sector

Entities within the sector also have a responsibility to conduct Assurance Activities on their disaster management arrangements to ensure that they meet legislative requirements and community expectations. For example, disaster management

groups have the responsibility under the Act to regularly review their disaster management plans; this regular review process is an Assurance Activity.

The focus of entities' Assurance Activities should be determined by their risks, priorities and needs. They may be conducted through processes such as lessons management or through the use of resources and tools developed by the Office to assist in the application of the Standard.

Types of Assurance Activities

The Office has established a tiered approach to assurance that helps classify the types of activities being undertaken. The tiers are reflective of the level of independence, depth, scope, and rigour applied to the activities. Broad examples of Assurance Activities are shown in Figure 3: Assurance Tiers.

At the lowest level, an Assurance Activity may have a broad scope, limited independence (self-assessment), and little rigour or depth, and will therefore only provide an indication of the situation. At the highest level, an Assurance Activity may have a well-defined scope, form an independent enquiry, and have significant depth and rigour. These activities will provide a higher level of confidence. However, higher levels of assurance come at an increased time and resource cost.

Tier One Assurance Activities

Tier One Assurance Activities provide the lowest level of assurance due to the absence of independent enquiry and analysis of source material. Activities in this tier form part of the environmental and horizon scan for the Office to identify issues and areas of the sector where further enquiry can add the most value. An example of a Tier One Assurance Activity is self-assessment by an entity such as a disaster management group or agency undertaking a self-assessment of their arrangements.

Tier Two Assurance Activities

Tier Two Assurance Activities are predominantly focussed on the evaluation of data and information generated by third parties. A greater depth but

narrower scope of each activity provides a higher level of assurance and understanding of an issue than Tier One Assurance Activities. The annual assessment of disaster management plans by local and district groups, facilitated by the Office, is an example of a Tier Two Assurance Activity.

Tier Three Assurance Activities

Tier Three Assurance Activities are independent enquiries. They are designed to provide a greater level of assurance and understanding about a specific topic and are narrower and deeper in scope than Tier One or Two Assurance Activities. Tier Three Assurance Activities are conducted with high levels of rigour. A capability review of a disaster district conducted by the Office is an example of a Tier Three Assurance Activity.

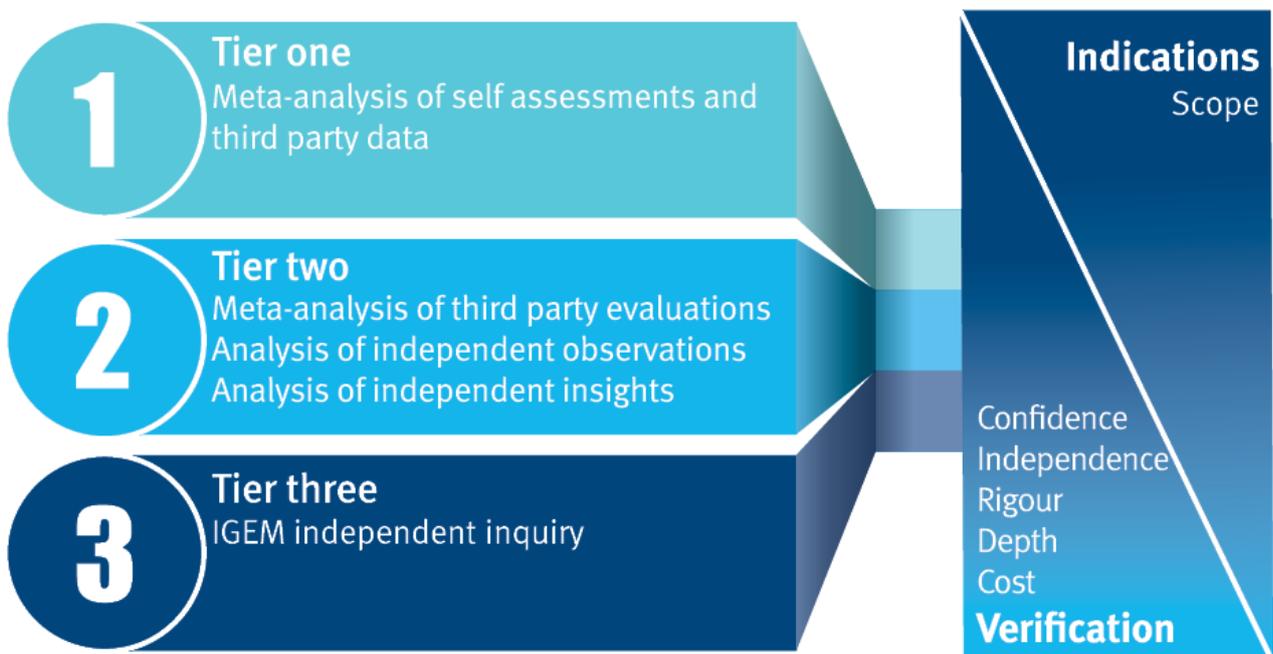
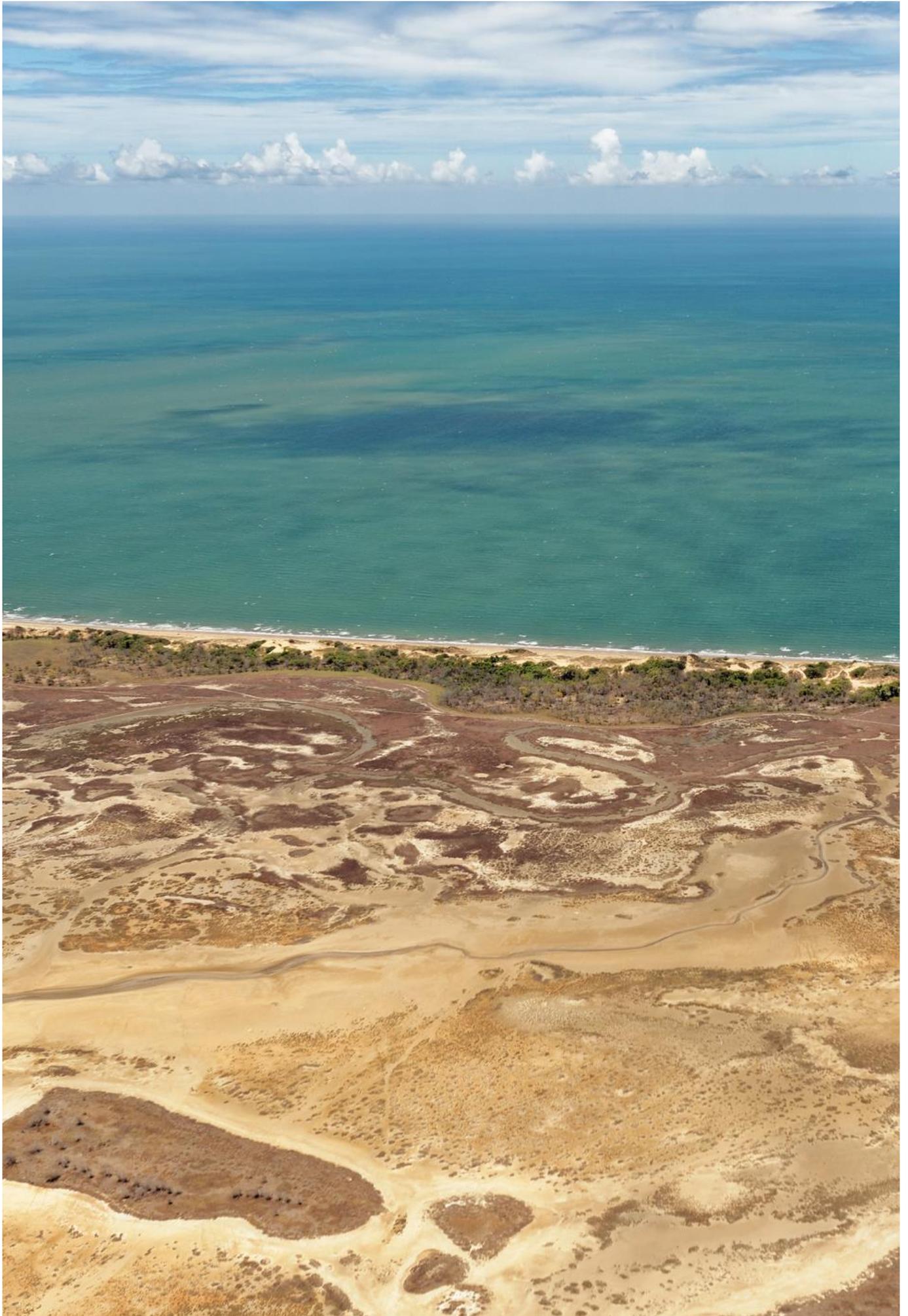


Figure 3: Assurance Tiers



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