

PERFORMANCE

Key performance measures

The Service Area 'Independent assurance and advice to improve emergency management' provides independent assurance and advice that enables confidence in Queensland's emergency management arrangements.

The Office of the IGEM provides independent assurance and advice about Queensland's emergency management arrangements and authoritative reporting to enhance accountability and improve outcomes for the community.

The Office of the IGEM has established the Standard for Disaster Management in Queensland, which forms part of the Emergency Management Assurance Framework. The Office undertakes targeted reviews and system analysis to identify risks to emergency management planning, preparedness, response and recovery arrangements and recommends evidence-based improvements.

The table below provides an overview of the key performance measures for the Office of the IGEM for 2014-15.

Service standard	Notes	Strategic Plan	2014-15 SDS	2014-15 Target/ Estimate	2014-15 Actual
Customer satisfaction	1	✓	✓	80%	87.8%
Proportion of recommendations agreed to by entities to which the recommendations apply	2	✓	✓	80%	98.3%

Notes:

1. A minor amendment has been made to this service standard, 'Client' has been replaced with 'Customer'. This service standard is measured as part of an annual survey conducted for the first time in 2014-15. Customers include state and local government stakeholders with a role in disaster and emergency management. This service standard measures overall satisfaction with the Office of the IGEM. Overall satisfaction is measured in terms of satisfaction with aspects of staff performance, timeliness, accessibility, quality, advice given and services provided. It measures the number of respondents who indicated they were either 'very satisfied' or 'satisfied' with the services and advice provide by the Office of the IGEM, represented as a percentage of the total number of responses received.
2. A minor amendment has been made to the name of this measure to provide clarity to the reader, 'entities to which the recommendations apply' replaces 'audited or reviewed entities'. This service standard measures the number of recommendations agreed to by the entities to which the recommendations apply, expressed as a percentage of the total number of recommendations made by the Office of the IGEM. This calculation is based on reports formally provided to the Minister during 2014-15. 'Agreed to' refers to those recommendations which have been accepted by an accountable officer of the entity to which the recommendation applies.

SDS – Service Delivery Statement

Strategic Plan – *The Office of the Inspector-General Emergency Management Strategic Plan 2014-18*

Achievements

Emergency Management Assurance Framework

The Emergency Management Assurance Framework (the Framework), launched on 30 September 2014, supports all levels of Queensland's disaster management arrangements to continually improve disaster management performance (refer page 17).

The Framework is based on existing legislative responsibilities as prescribed in the *Disaster Management Act 2003* and consists of three parts: Principles; the Standard for Disaster Management in Queensland (the Standard); and Assurance Activities.

The Standard is founded on shared responsibilities, good practice guidance and clear accountabilities. It describes the attributes of effective disaster management, outlines to stakeholders the required outcomes against the Standard and provides indicators that will contribute to the likelihood of disaster management entities achieving these outcomes.

The Framework also provides for a range of Assurance Activities to be undertaken by the Office of the IGEM. These include health checks that can be undertaken by all stakeholders to assess their alignment against the Standard, through to independent reviews conducted by the Office of the IGEM.

The Office of the IGEM developed the Framework in collaboration with more than 70 disaster management practitioners from across all three levels of government (local, state and Australian) as well as non-government organisations and government-owned corporations.

The Framework has been formally provided to over 140 entities with disaster management functions including Directors-General of Queensland Government departments, local government mayors, Chairs of disaster management groups, and members from government-owned corporations and non-government organisations.

The Framework and Standard are available online (www.igem.qld.gov.au/assurance-framework/index.html).

Emergency Management Training and Exercise Arrangements

The *Evaluation of Emergency Management Training and Exercise Arrangements Discussion Paper 1: 2014-15* evaluated the governance and doctrine of emergency management training and exercise arrangements in Queensland, and compared them with existing practices in other jurisdictions and sectors, to identify gaps and issues that warrant further review.

The evaluation found that individual training arrangements are sound but could be enhanced by greater consideration of stakeholder requirements. It also found that disaster management exercises would benefit from more state-level direction and governance and greater inclusion of stakeholders in their design. The evaluation report encourages greater inclusion of local government to set the requirements for training and the direction of disaster management exercises and highlights the importance of a risk-based approach to the setting of priorities. The report identifies that good practice already exists in Queensland, for example the model provided for counter-terrorism training and exercising arrangements.

Queensland Emergency Management Assurance Framework

Principles

Leadership

Leadership at all levels is demonstrated through a commitment to a shared culture of disaster management excellence. Strategic planning, within the context of resources and risk, underpins clear decision making and planning to achieve outcomes.

Public safety

Queensland's disaster management arrangements are delivered through effective disaster management groups where policy, procedure and practice all focus on safety of the public, engaging stakeholders and sharing responsibility.

Partnership

Everyone has a role to ensure Queensland is the most disaster-resilient State. Strategic partnerships are well-governed, drive clear roles and responsibilities, and promote true collaboration.

Performance

Productivity and effectiveness are measured by a combination of quality, quantity, cost, time or human relationships. Performance is monitored and analysed against standards and good practice across the spectrum of prevent, prepare, respond and recover.

Standard for Disaster Management in Qld

Shared responsibilities

Hazard Identification & Risk Assessment

Hazard Mitigation & Risk Reduction

Preparedness & Planning

Emergency Communications

Response

Relief & Recovery

Key outcomes

Good practice attributes

The attributes that enable and indicate the quality of the outcome

- Solutions, programs or systems are **scalable** and can be applied in any size or type of event
- Systems and solutions are **interoperable** and able to operate seamlessly
- Solutions, programs or systems are **adaptive** and flexible to the needs of the stakeholder
- Solutions, programs or systems can demonstrate **value for money**
- Solutions, programs or systems are **comprehensive** and consider all phases of disaster management

Accountabilities

The area assessed against the ability to deliver the outcome

- Governance** arrangements support local needs
- Doctrine** is in place that embeds common language, creates unity and clear purpose
- The required **enablers** such as systems, resources, information and technologies are developed and maintained
- The required **capability** is established, tested and maintained
- Performance** is measured, reported and managed to drive continuous improvement

Assurance Tiers

Assurance activities

The activities undertaken to validate performance

Tier One activities

e.g. Self-assessment

Tier Two activities

e.g. Peer review, exercise evaluation

Tier Three activities

e.g. IGEM-led review or post event analysis

Innovation Hub Pilot Project

In 2014-15, the Office of the IGEM pursued opportunities for greater interoperability across the disaster management sector. There is widespread agreement that one such opportunity is finding better ways to share information; made possible due to changes in technology and the Queensland Government Open Data strategies. Part of the Office's work leveraged the partnership between the Department of Science, Information Technology and Innovation (DSITI) and PricewaterhouseCoopers (PwC) to foster innovation.

The Innovation Hub Pilot Project provides a new way for Queensland Government departments to solve complex problems using the ideas of private and public sector experts. The aim is to find solutions that result in faster, better or cheaper ways of conducting business. Through the Innovation Hub Pilot Project, the Office of the IGEM has worked across government and with local government to improve the ability of disaster managers to share a common perspective, to access and share information, and collaboratively prepare and respond quickly and effectively to disaster events.

The pilot project resulted in a concept demonstrator mapping system – a catalyst – for sharing data that has received wide support and interest within the sector.

Local disaster management plans

One of the functions of the Office of the IGEM is to regularly review and assess the effectiveness of disaster management plans at district and local level. In 2014, the Office of the IGEM, in collaboration with stakeholders from QFES, QPS, the Department of Infrastructure, Local Government and Planning, the Local Government Association of Queensland and local government, proposed and guided a self-assessment trial. Its focus was to move from the previous, compliance-based approach to disaster management plan assessments and to reduce work for local government and district disaster management groups.

The introduction of a single assessor, 'review by exception' approach in 2014, resulted in a decrease of approximately 52% of the people involved, and of approximately 65% in person-hours taken to complete the process, compared to estimates for the 2013 assessment process.

The process for 2015 is being reviewed to further reduce the impost on stakeholders, focus on improved outcomes rather than compliance and align the assessment with the Standard for Disaster Management in Queensland.

Program of reviews

Assurance Activities include a program of strategic reviews as a mechanism for the IGEM to discern a level of confidence in Queensland's disaster management arrangements.

In May 2014, the Office of the IGEM invited Directors-General of Queensland Government departments and local government chief executive officers to identify issues or gaps within Queensland's disaster management arrangements.

As a result of feedback received and issues identified through the Assurance and Excellence Development program, the Office of the IGEM undertook a program of strategic reviews.

In 2014-15, the Office of the IGEM completed four formal reviews:

- **Cyclone sheltering arrangements**

A review of cyclone sheltering arrangements for storm surge and cyclones was conducted against the Standard for Disaster Management in Queensland and covered three areas:

- local governments' risk assessment for cyclone and storm tide
- local plans for sheltering (ranging from 'shelter in place' to public cyclone shelters)
- public messaging and community engagement regarding risk and local arrangements.

Local government has primary responsibility to reduce the risk of cyclone and storm tide to the community by providing appropriate shelter arrangements. The review identified local government areas located on or near the Queensland coastline exposed to cyclonic winds and storm tide.

The review identified some good practice examples and found local governments are generally satisfied with their communities' level of preparedness for cyclone and storm tide events.

The final report makes a number of recommendations including the need for:

- an integrated risk-based approach to disaster planning
- a statewide strategy for identifying and engaging vulnerable people in emergencies
- a statewide strategy to coordinate community messaging for disasters.

Further findings identified opportunities to improve arrangements for staffing of shelters, links between training and exercises, and arrangements for re-opening of shelters after the event. The review also identified opportunities to improve planning between local governments and aged care providers in relation to sheltering.

- **Flooding of Callide Creek**

In February 2015, the IGEM undertook a review of the impact on the community of the Callide Valley following the flooding event on 20 February 2015 associated with Tropical Cyclone Marcia.

In reviewing the impact on the community of the Callide Valley, the IGEM looked at the operation of the Callide Dam in the lead-up to and during the event, the disaster management arrangements and performance of critical telecommunications infrastructure in the event.

The IGEM sought public submissions as part of the review and spoke at two community meetings in Biloela. The review team also engaged with a range of relevant parties, including government and non-government organisations. To further inform the review, an independent hydrological assessment was undertaken, while a survey of more than 400 residents was completed by a market research company.

The review identified a number of areas for improvement regarding communication, planning, warnings and river gauging. Thirteen recommendations were made, including:

- the need for improved warnings
- the need for a fit-for-purpose flood study
- river and rainfall gauging to allow for enhanced planning and forecasting
- public education about disaster management
- disaster management plan reviews
- local disaster management capability and resourcing
- that a feasibility study to operate Callide Dam as a flood mitigation dam be undertaken.

The Callide Creek Flood Review was released on 4 June 2015 and is available online (www.igem.qld.gov.au). The online version of the report features an interactive map that includes optional video footage, photographs, radio interviews and media articles pertinent to specific Callide Valley locations.

- **Local governments' emergency warning capability**

Between October 2014 and January 2015, a review of local governments' emergency warning capability was undertaken. The purpose of the review was to assess the capability of local disaster management groups in Queensland to issue contextualised, fit-for-purpose, consistent and accurate warnings through all phases of events.

The review comprised of current research, submissions from disaster management stakeholders, interviews, and an analysis of event data from 2009 to 2014 and forecast for the 2014-15 storm season.

The review raised 12 findings including:

- the need for greater consistency of terminology, legislation and doctrine at local, state and federal levels
- a need for greater review, testing and exercising of emergency warnings
- improved documentation and planning
- the need to significantly improve the sharing of data sets among entities.

The findings led to nine recommendations including: reviews of guiding documents and plans; improved stakeholder training and education; and the commissioning of formal research into the effectiveness of warnings.

- **State agency integration at a local and district level**

A review of state agency integration at a local and district level was conducted between October 2014 and January 2015 to understand the drivers for, and barriers to, integration of Queensland Government agencies in Queensland's disaster management arrangements, focussing on participation of agencies in local and district disaster management groups.

The review raised 12 findings, including the need for:

- integrated, risk-based planning
- integration of hazard-specific planning with local and district planning
- improved clarity of disaster management roles, responsibilities and accountabilities for Queensland Government agencies
- strengthening disaster management groups' governance to enhance integration.

Based on the findings, the final report makes a number of recommendations, including:

- a review of Queensland's disaster management arrangements to enhance integration
- an integrated risk-based approach to disaster planning
- a review of the Local and District Disaster Management Guidelines to align with the Standard for Disaster Management in Queensland
- clarity of roles and responsibilities articulated in the Queensland State Disaster Management Plan.

Queensland Flood Management and Mapping

The Office of the IGEM has been actively engaged during the reporting period in monitoring and supporting work to implement a number of recommendations from the Queensland Floods Commission of Inquiry. The Office of the IGEM:

- monitored and supported the work of the Queensland Flood Mapping Program, which provides flood mapping information to local governments and the community to assist in mitigating, preparing, responding and recovering from flood disasters across the state
- monitored work of the Wivenhoe and Somerset Dams Optimisation Study and work to identify options for upgrades to the Wivenhoe Dam and for alternative dam sites
- continues to contribute to the Performance Review of Flood Warning Gauge Network in Queensland in order to encourage best practice flood plain standards and management in Queensland.

Other achievements for the Office of the IGEM during 2014-15 included:

- commenced development of a sector wide lexicon in collaboration with key stakeholders to ensure consistency of language and terminology across the emergency management sector
- commenced development of a statewide network for disaster management officers and local disaster coordinators to create a vehicle for positive sector change and continuous improvement
- developed and commenced implementation of a customer relationship management system to facilitate ease of access to the Office of the IGEM for stakeholders
- participated in the national forums for the Bushfire and Natural Hazards Cooperative Research Centre, contributing as an end-user to the following projects led by the Queensland University of Technology:
 - capability needs for emergency and disaster management organisations
 - building resilient communities: effective multi-channel communications in disasters.
- established a memorandum of understanding with the Queensland University of Technology involving a range of initiatives including a student intern placement with the Office of the IGEM, to develop tertiary disaster management excellence
- facilitated the Queensland consultation component of the Bureau of Meteorology's review of Category 1 and 2 Tropical Cyclone warning arrangements for the Northern Territory, Western Australia and Queensland.

Customer Satisfaction Survey

Customer satisfaction is a key indicator of the Office of the IGEM's effectiveness as a catalyst for excellence in emergency management.

In February 2015, the Office of the IGEM conducted its first annual customer satisfaction survey inviting over 300 stakeholders from state and local government entities involved in emergency and disaster management to participate. The survey will assist the Office to identify target areas for future service improvement through a range of supplementary questions including staff performance, timeliness, accessibility, quality, advice given and services provided.

Overall 87.8% of stakeholders were either 'satisfied' or 'very satisfied' with the services and advice provided by the Office of the IGEM. This exceeded the target/estimate of 80% satisfaction. Aspects of satisfaction with the Office of the IGEM which rated over 80% include: providing clear recommendations in its reports; review processes that are clear, fair and timely; and providing consistent and accurate information.

Disability Services Plan 2014-15

Each Queensland Government agency is required to develop a disability service plan that includes actions to deliver the *Queensland Disability Plan 2014-19: Enabling choices and opportunities* (the Queensland disability plan) in accordance with the *Disability Services Act 2006*. The Queensland disability plan has two key aims - to promote the rights of people with a disability to enable them to lead valued and fulfilling lives and to prepare Queensland for the National Disability Insurance Scheme.

The *Public Safety Portfolio Disability Services Plan 2014-2015* (the portfolio plan) was released in September 2014 and in line with the Queensland disability plan, outlines actions to improve capacity and accessibility of health services in conjunction with key partners. The portfolio plan seeks to educate, inform and engage with Queenslanders with a disability to reduce the rate and impact of public safety incidents including crimes, road crashes and fires. The portfolio will work with Queenslanders with a disability to build resilient communities and ensure community preparedness for disaster events.