




South Australian Emergency Management Workforce Mapping Project





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Executive Summary

The South Australian Emergency Management Workforce Mapping project was funded through the Natural Disaster Resilience Program as a State Strategic Project. It is intended to fill an existing gap in knowledge of both the current makeup of the Emergency Management (EM) sector in South Australia and also the capabilities required of the people working within the sector. This project is the first of a two part program; the second part to identify existing relevant training and educational opportunities, and undertake activities to increase professional development opportunities, if required.

The objective of the project was to establish baseline data relating to the sector's workforce by producing a practitioner capability framework, and undertaking a census of the sector. It was intended that this would provide the basis for future decision making related to workforce development in the sector. Project methodology included a literature review, online surveys, face to face interviews, and analysis of the collected data. The Torrens Resilience Institute was engaged to assist in the analysis.

A search of the literature indicates that there has been very limited study conducted into practitioner capabilities, not only in this state but also nationally. Broader research, however, indicates that simply training by itself is only part of the answer; and that workforce development 'has emerged to describe a relatively wide range of activities, policies and programs to address emerging challenges'.

The first online survey targeted members of all of the various EM committees described in the State Emergency Management Plan. A total of 68 responses were entered, with

broad representation from members of the various committees. Survey two was aimed at Zone Emergency Management Committee (ZEMC) members, as well as representatives from functional services. A total of 36 responses were entered for this survey – all were from ZEMC members, with no responses from representatives of the functional services. Seventeen interviews were conducted with senior personnel from a range of organisations.

The focus of this project was EM practitioners – how many people with EM responsibilities are there; what roles do they hold and what are their responsibilities; and what capabilities do they need to perform their roles. The research found that the state's EM workforce can generally be classified into three levels as follows: 21,835 people work in primarily operational roles in response or recovery roles; 803 people undertake operational management roles with some EM duties; and 190 people have an EM governance, leadership or policy role. A significant feature of the State's EM arrangements is the committee structure, with an estimated 150 people involved in one or more committees.

It proved difficult to obtain information about specific capabilities required by different practitioners in the EM sector. There were some exceptions - capabilities for personnel involved in response or recovery roles were generally well understood, as are incident management capabilities. However a suite of general capabilities that apply across the spectrum of roles were identified and defined at different practitioner levels. Of these capabilities, leadership and community engagement were seen to be very important skills, and something that

should be integrated into any future training or induction. Knowledge of the state's EM arrangements was seen as very important for practitioners at all levels.

A significant amount of information was collected that went beyond the project scope, with many respondents commenting on training and professional development opportunities and perceived gaps. Limited training opportunities was seen as an issue, though most felt that formal qualifications were not necessary; however inductions and mentoring for people new to the sector were seen as very important. Inter-agency exercising was also seen as very important.

Conclusions that can be drawn from the project findings include that the sector's workforce is not well-defined; and that not only is there a need for individual development, but there are also potential gaps in understanding of required emergency management capabilities at an organisational level. The overarching conclusion of this project is that a broader workforce development approach is required to meet identified capability gaps.

It is recommended that the scope of the current State EM Training Committee be expanded to encompass a broader workforce development remit; a three-year strategic plan for EM workforce development be developed; and the sector be resourced to maintain current information relating to the EM workforce (sector profile and regular needs analysis), gather intelligence related to emerging workforce issues, and undertake projects related to workforce development.

1. Background and Context

South Australia's emergency management (EM) arrangements are specified in the Emergency Management Act 2004 (the Act) and the State Emergency Management Plan (SEMP). The Act establishes high-level strategies and systems for the management of emergencies in the State.

The State Emergency Management Committee (SEMC) was established by virtue of the Emergency Management Act. The SEMC has convened Advisory Groups across the prevention, preparedness, response and recovery (PPRR) spectrum. The three primary committees – the State Mitigation Advisory Group (SMAG), the State Response Advisory Group (SRAG) and the State Recovery Committee (SRC) – each have taskforces and workgroups for specific tasks, capabilities or functions as required, ensuring that detailed planning occurs.

The State Emergency Management Training Committee (SEMTC) was established to provide a forum to effectively plan for and address emergency management training and higher level exercising requirements. The SEMTC last conducted a Training Needs Analysis in 2009; however with the range of changes that have occurred in the intervening period, this is now outdated. In 2014 the committee identified a broad body of work that would be required to identify and address the sector's current workforce development needs.

In January 2015 the South Australian State Emergency Service (SASES) on behalf of SEMTC, successfully applied to the Natural Disaster Resilience Program (NDRP) State Strategic Project, for funding for the South Australian Emergency Management Workforce Mapping Project, an analysis of the sector's workforce which would form the initial part of a broader Workforce Development Program.

It was intended that the outcome of this project would provide a solid evidence base, which could be used for subsequent stages of the program, and future workforce development activities.

Part One (2015-2016) of the Workforce Development Program (the subject of this report)

Round one of the program – the **Emergency Management Workforce Mapping Project** – comprises:

[Stage One – Development of an Emergency Management Practitioner Capability Framework](#)

The Emergency Management Practitioner Capability Framework to provide an analysis of the capabilities required by practitioners across the EM sector in South Australia.

[Stage Two – Census of the South Australian Emergency Management sector](#)

The census to provide a clear breakdown of the number of practitioners across all government agencies, local government, non-government organisations and other relevant enterprises.

The State Emergency Management Training Committee has acted as the Project Reference Group, providing guidance and contacts throughout the project, and endorsement of the final outcomes.

Part Two (2016-2017) of the Workforce Development Program

The second round of the program was intended to build on the learnings gained through the initial research and analysis conducted in the Workforce Mapping project. This second round would focus on the State's capacity to meet the EM sector's training and professional development needs. It would comprise:

[Stage Three – Analysis of the State's training capacity](#)

An analysis to be undertaken of current capacity in the State to provide relevant EM professional development through identification of existing training and education curriculum, analysis of development gaps, and identification of existing training providers and their scope of training.

[Stage Four – Building the State's capacity to provide relevant training and professional development](#)

Informed by the results of the stage three analysis, a range of activities to then be undertaken in collaboration with training and education providers to build capacity to meet the identified sector development needs. Activities could include extending existing higher education programs and courses, development of relevant training and resources, and/or building additional training capacity.

An application for Round Two funding is being submitted to the Natural Disaster Resilience Program (NDRP) State Strategic Fund.

2. Objectives

The State Emergency Management Training Committee considered it essential that a robust, sector-wide, capability needs analysis be conducted to identify development needs as well as current training capacity in EM within South Australia. Only then can appropriate further steps be taken to build capacity to meet these identified needs. This is a significant program of work that needs to be undertaken progressively, with learnings gained in these important first stages through initial research and analysis, informing subsequent stages of the program.

The primary objective of this first project – the SA Emergency Management Workforce Mapping project - is to establish baseline data relating to the South Australian Emergency Management sector's workforce by producing a practitioner capability framework and undertaking a census of the EM sector. This will provide the basis for future decision making related to workforce development in the sector.

It is also an important objective of this project that representatives from all stakeholders in this sector are engaged and involved in this research and analysis and that these stakeholders are supportive of the processes and final outcomes.

3. Methodology

The complexity of emergency management arrangements in South Australia necessitated considerable research, information gathering and knowledge building to gain a thorough understanding of the sector, its participating agencies, and practitioners.

The project officer attended meetings of as many as possible of the various committees identified in SA EM arrangements; interviewed a broad range of EM practitioners; and undertook a review of state and national EM literature. It was decided that a combination of both quantitative and qualitative research of the EM sector would be required.

A. Literature review

There appears to be very little if any work already undertaken that considers EM practitioner capabilities. Very little literature was found that specifically addressed this topic either in Australia or overseas. However, work undertaken in other sectors was found to be useful.

B. Online surveys

Two different, online surveys combined with face-to-face interviews captured a large amount of quantitative and qualitative data:

Survey 1 targeted members of all of the various State EM Committees, and

Survey 2 targeted members of the regional Zone Emergency Management Committees (ZEMC).

C. Interview survey

Face to face interviews were conducted with those practitioners who indicated they were happy to be contacted to provide further information. The interviews were conducted by the project officer to clarify and expand upon responses gained from both surveys.

D. Analysis by the Torrens Resilience Institute

Due to the large amount of data required to be collected and analysed to gain an understanding of the size and the training needs of the sector, the Torrens Resilience Institute (TRI) was contracted to provide data analysis support for the project. The TRI analysis summarised the significant consultation which occurred in late 2015 including electronic surveys and interviews of EM representatives from SA agencies with personnel who perform an emergency management role.

4. Research Results

Introduction

Research into the South Australian Emergency Management sector is not a straight-forward exercise. The EM sector workforce is dispersed across different levels of government, numerous agencies, and several non-government organisations and private enterprises. Efforts to accurately describe this dispersed workforce are further complicated by the fact that emergency management responsibilities are frequently assigned to people for whom EM is not their primary role. Apart from those employed in operational roles within response agencies – for example police officers, and fire and emergency service personnel – most practitioners require EM capabilities that may only be called upon occasionally.

However the large amount of information gained through the surveys and interviews provided the basis for a thorough assessment of capabilities required by EM practitioners in South Australia.

Practitioner levels

A key outcome of the project was to classify EM practitioner roles and to clarify distinctions to be able to determine the level of EM capability that practitioners either possess or require for their roles. For the purpose of the project, practitioner levels established in a similar practitioner analysis undertaken by the Vocational Education and Training (VET) industry were used as a starting point. The levels are a set of descriptors that define levels of capability as follows:

- Level 1:** At this level, practitioners require broad theoretical knowledge and practical experience; and seek guidance when necessary.
- Level 2:** Level 2 practitioners require specialised theoretical knowledge and practical experience; and provide guidance and support to level 1 practitioners.
- Level 3:** These practitioners require in-depth knowledge and established skills; they lead change processes and provide specialist advice and support.

Through the project this was refined to more adequately match the State's Preparedness, Prevention, Response and Recovery (PPRR) processes. A South Australian Emergency Management Role Description Definition was developed (for full version see Appendix A, page 38). The South Australian EM role descriptions were developed in conjunction with representatives of stakeholder agencies: SAPOL, MFS, CFS and SES. The abridged version of the roles descriptions are shown in Table 1.

Table 1.

Practitioner levels	SA EM role definitions
Level 1: At this level of responsibility, practitioners require broad theoretical knowledge and practical experience; and would seek guidance when necessary	Primarily Operational role <u>EM response or recovery capabilities</u> <i>Examples: Operational understanding of EM – e.g. Police or Emergency Services Officer/Volunteer. Not usually on EM committee</i>
Level 2: Practitioners require specialised theoretical knowledge and practical experience; and would provide guidance and support to level 1 practitioners.	Operational management with EM duties <u>Mitigation/ Command & Control/ Recovery</u> <i>Examples: Primary role not necessarily EM - e.g. Commander, Local Council CEO etc. may be on EM committee.</i>
Level 3: These practitioners require in-depth knowledge and established skills; they lead change processes and provide specialist advice and support.	Governance/Leadership/ Policy <u>Overall PPRR responsibility</u> <i>Examples: Should be on SEMC or major EM committee - e.g. CEO of a Control or Hazard Leader agency or has EM in job title.</i>



4.1 Literature review

Research literature into the capability (skills, training, education and knowledge) for the emergency management workforce, indicates that there has been very limited study conducted into this area, not only in this state but also nationally.

In South Australia, a Training Needs Analysis was conducted in 2009. This desktop study utilised forums mostly to compile an aggregated picture of the workforce in the state and the perceived needs for training at this time. This is now outdated.

From a national perspective, The Australasian Fire and Emergency Service Authorities Council (AFAC) is the peak body for public sector fire, land management and emergency service organisations in Australia and New Zealand. Useful AFAC contributions were gleaned from:

- *'Preliminary Discussion to a Learning and Development Strategy' Industry wide survey, 2011*
- *'Leadership Capability Framework', 2007*
- *National Statement of Capability for Fire and Emergency Services, 2014*

The Australian Emergency Management Institute (AEMI) which prior to 2014 conducted EM training at their facility at Mount Macedon in Victoria, is in a state of transition. A range of services previously provided by AEMI are now delivered by the Australian Institute for Disaster Resilience (AIDR). This Institute is a partnership that brings together the Australasian Fire and Emergency Service Authorities Council, the Australian Red Cross, the Bushfire and Natural Hazards Cooperative Research Centre and the Attorney-General's Department. AIDR will deliver professional development activities in the future. To date, arrangements to provide accredited training previously delivered by AEMI have not been made.

Further research, however, indicates that simply training by itself is only part of the answer, as was identified at an international conference on technical and vocational training & education:

*"Workforce Development has emerged to describe a relatively wide range of activities, policies and programs. The spread of the term to replace the previous conceptualisation of 'skills shortage' signals a growing awareness that previous approaches in this area are inadequate to address emerging challenges in the face of demand surges and changing demographics."*¹

And as described in a more recent South Australian context:

*"Workforce Development can be seen as a combination of managing the size and composition of the workforce, retaining and managing that workforce and skilling that workforce."*²

1. Jacobs, R.L (2020). *Understanding Workforce Development: Definition, Conceptual Boundaries and Future Perspectives. International conference on Technical and Vocational Training and Education.*
2. Carson et al (2007). *Careers at the Coal-Face? Community Services in South Australia: Workforce Development . University of South Australia and SACOCC".*

4.2 Survey one

Survey one targeted members of all of the various State EM Committees described in the State Emergency Management Plan.

A total of 68 responses (approx. 20% of SA Govt. EM employees) were entered for Survey One (see Appendix 1) which was open online from 3 to 14 September 2015. Participants could answer questions about up to three committees they serve on, as it was recognised that many people in EM serve on more than one committee. There was a wide range of responses with broad representation from members of the various committees. Eleven of the 68 respondents (16%) served on three committees, 25 (37%) served on two and another 25 (37%) served on one; while seven indicated that they do not serve on any committee (see Table 2).

Table 2.
Committees represented in Survey One and number of responses

Committee name	Committee 1	Committee 2	Committee 3	Total responses
SEMC	12	4	1	17
SRC	13	7	2	22
SMAG	14	6	4	24
SRAG	14	7	3	24
SPIWAG	2	5	0	7
ZEMC	5	5	2	12
Other	0	2	0	2
No committee	7	0	0	7

Of the 68 individual respondents to Survey One, 44 (65%) have been in their roles for less than five years. For 49 (72%) of the respondents their emergency management role was specified or mentioned in their job descriptions.

Table 3.
Summary of time served on committees

Time on committee	Committee 1 (Q6)	Committee 2 (Q12)	Committee 3 (Q18)
< 1 year	18 (30%)	13 (36%)	3 (25%)
1-2 years	13 (22%)	5 (14%)	2 (17%)
> 2 years	28 (47%)	16 (44%)	7 (58%)
Other*	1 (2%)	2 (6%)	0

* Respondent indicated that they were proxies for various lengths of time

Respondents served in a number of capacities on the committees, but were most often members (Table 3). Those who indicated "Other" were most often proxies.

Table 4.
Roles of respondents on the committees

Position	Office bearer	Member	Delegate	Other
SEMC	2 (12%)	10 (59%)	3 (18%)	2 (12%)
SRC	0	15 (71%)	3 (14%)	3 (14%)
SMAG	2 (8%)	15 (63%)	2 (8%)	5 (21%)
SRAG	1 (4%)	16 (67%)	3 (13%)	4 (21%)
SPIWAG	1 (14%)	5 (71%)	0	1 (17%)
ZEMC	4 (33%)	5 (42%)	1 (8%)	2 (17%)
Other	0	2	0	2

Table 5.
Level of contribution to the committee

	General member	Expert	Leader	Other
SEMC	7 (41%)	5 (29%)	4 (24%)	1 (6%)
SRC	9 (41%)	10 (45%)	2 (9%)	1 (5%)
SMAG	7 (29%)	8 (33%)	7 (29%)	2 (8%)
SRAG	7 (29%)	13 (54%)	4 (17%)	0
SPIWAG	2 (29%)	4 (57%)	1 (14%)	0
ZEMC	4 (33%)	2 (17%)	5 (42%)	1 (8%)
Other	1	1	0	0

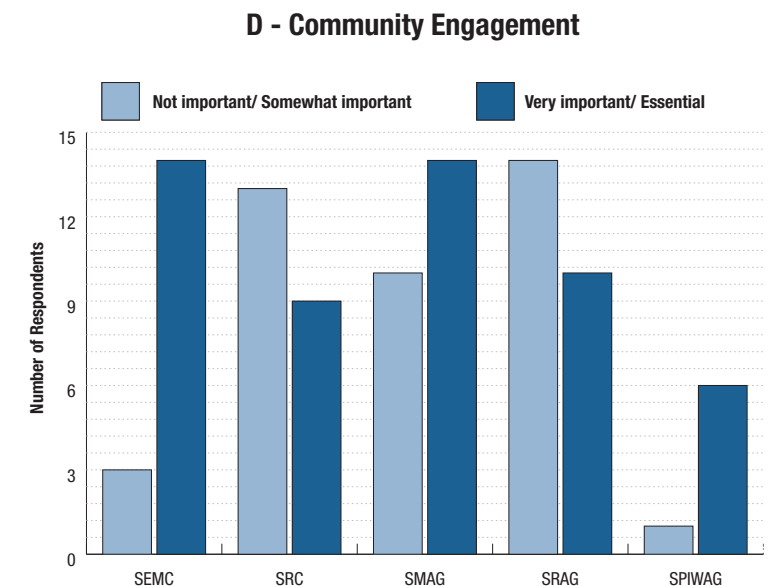
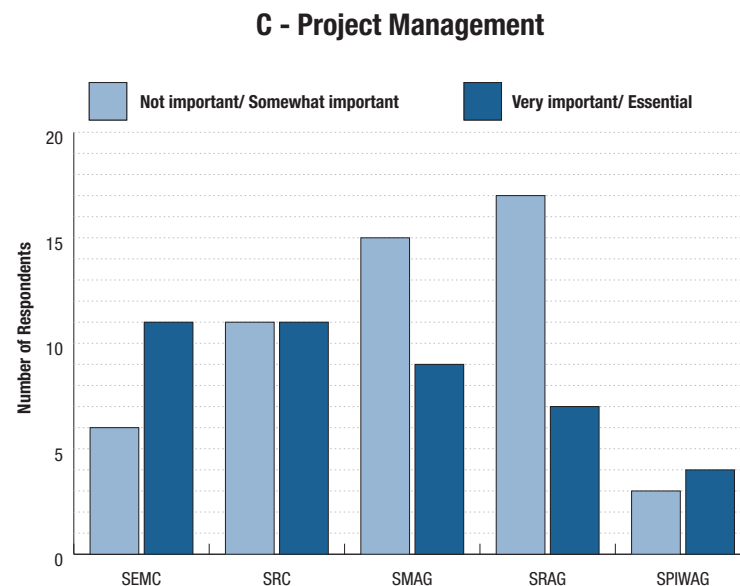
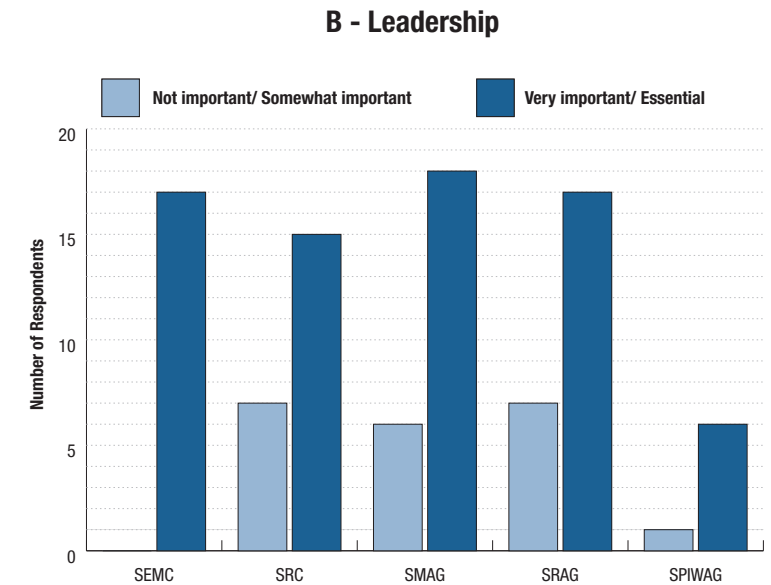
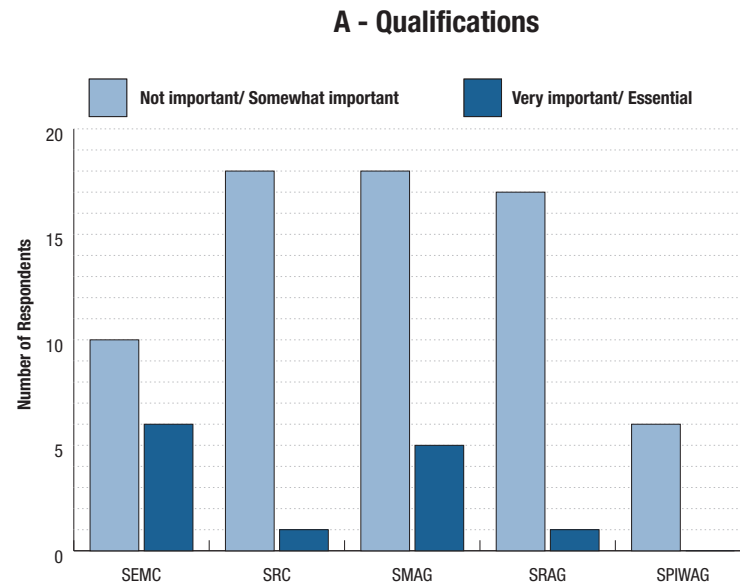
The level of contribution the respondents indicated varied (Table 4). Those who indicated "Other" discussed their role of leading and facilitating the committee they represented and providing advice as needed.

Training and Skills

Results from Survey One showed that for the state emergency management committees, most of the respondents considered formal qualifications to be not important or only somewhat important (Figure 1A). In contrast, most of the respondents considered leadership skills and/or experience to be very important or essential (Figure 1B).

Opinions about skills and experience related to project management and community engagement were more mixed and appeared to be related to the specific committee involved. For example, half (n=11) of the SRC respondents indicated that project management skills and experience are not important/somewhat important, while the other eleven considered these skills as very important or essential (Figure 1C). In the same figure, these skills were considered less important by the SRAG respondents (i.e., 17 vs. 7). The same situation was true for responses related to community engagement skills and experience (Figure 1D).

Figure 1A. Importance of formal qualifications, as well as skills and experience related to leadership, project management and community engagement for the different state emergency committees – results from Survey One.



Orientation

Respondents from Survey One indicated that some form of induction is needed for members newly appointed to state EM committees. The specifics of what is needed varied by committee (Table 6).

Table 6.
Specific needs for orientation of newly appointed SEC members

Committee	Full Induction	Booklet or written Information	Experience	Other
SEMC	9 (53%)	6 (35%)	1 (6%)	1 (6%)
SRC	8 (36%)	10 (45%)	3 (14%)	1 (5%)
SMAG	10 (42%)	9 (38%)	1 (4%)	4 (17%)
SRAG	9 (39%)	9 (39%)	1 (4%)	4 (14%)
SPIWAG	2 (29%)	4 (57%)	0	1 (14%)

Those who indicated “Other” discussed the importance of a handover or briefing from their senior colleagues including the use of a mentor or buddy system to support them coming to a new role. Others identified the need for background including an overview of the sector. Individual comments included targeting the induction to suit the role and having other written information and verbal induction.

4.3 Survey two

A total of 36 responses (approx. 10% of SA Govt. EM employees) were entered for Survey Two (Appendix 2) which was available online from 18 August to 8 September 2015. The survey was based on Survey One, but was aimed at Zone Emergency Management Committee (ZEMC) members, as well as representatives from functional services. The survey included the detailed questions from Survey One for the first committee the respondent served on and then allowed for more general and open-ended questions for a second committee. Most respondents were from one of the ZEMCs. There were no responses from representatives of the functional services (Table 7). Sixteen of the 36 respondents (44%) served on two committees.

Table 7.
Committees represented in Survey Two

Name of committee	Committee 1	Committee 2
Eastern Adelaide ZEMC	4	0
Limestone Coast ZEMC	1	0
Murray and Mallee ZEMC	4	1
Adelaide Hills, Fleurieu, Kangaroo Island ZEMC	5	3
Southern Adelaide ZEMC	5	0
Western Adelaide ZEMC	5	1
Northern Adelaide ZEMC	0	0
Barossa ZEMC	2	0
Yorke and Mid-North ZEMC	1	0
Far North ZEMC	2	0
Eyre and Western ZEMC	5	2
SEMC	0	1
Functional service	0	0
Other	1	8
Total	35	16

Of the 36 respondents, 16 (44%) have been in their roles for less than five years. For 20 (56%) of the respondents their emergency management role was specified or mentioned in their job descriptions.

Table 8.
Summary of time served on committees

Time on committee	Committee 1 (Q7)
< 1 year	2 (1%)
1-2 years	5 (14%)
> 2 years	21 (58%)
Other	6 (17%)

About 38% (n=13) of the respondents indicated that their contribution to the committee was a general contributor with broad theoretical knowledge and practical experience. Another 23% (n=8) stated that they were an expert and another 23% (n=8) indicated that their contribution was as a leader. Another five respondents saw their contribution in another light. They were mostly proxies on the committees.

Training and Skills

As stated, there was some overlap between the surveys and both produced information on the ZEMCs. Feedback from Survey One about the skills needed to serve on a ZEMC is shown in Figure 2A, whereas Figure 2B provides the feedback from Survey Two.

Formal qualifications were mostly seen as not important or only somewhat important in both surveys. About two-thirds of the respondents from both surveys considered skills and experience related to leadership as very important or essential. Feedback on project management and community engagements skills and experience were more mixed.

In regard to project management, the majority of the respondents from Survey One did not consider these skills and experience as highly important, whereas more than half of the respondents from Survey Two considered these as more important. Community engagement skills and experience were seen as more important by respondents from Survey One, whereas about 40% of respondents from Survey Two considered these as less important.

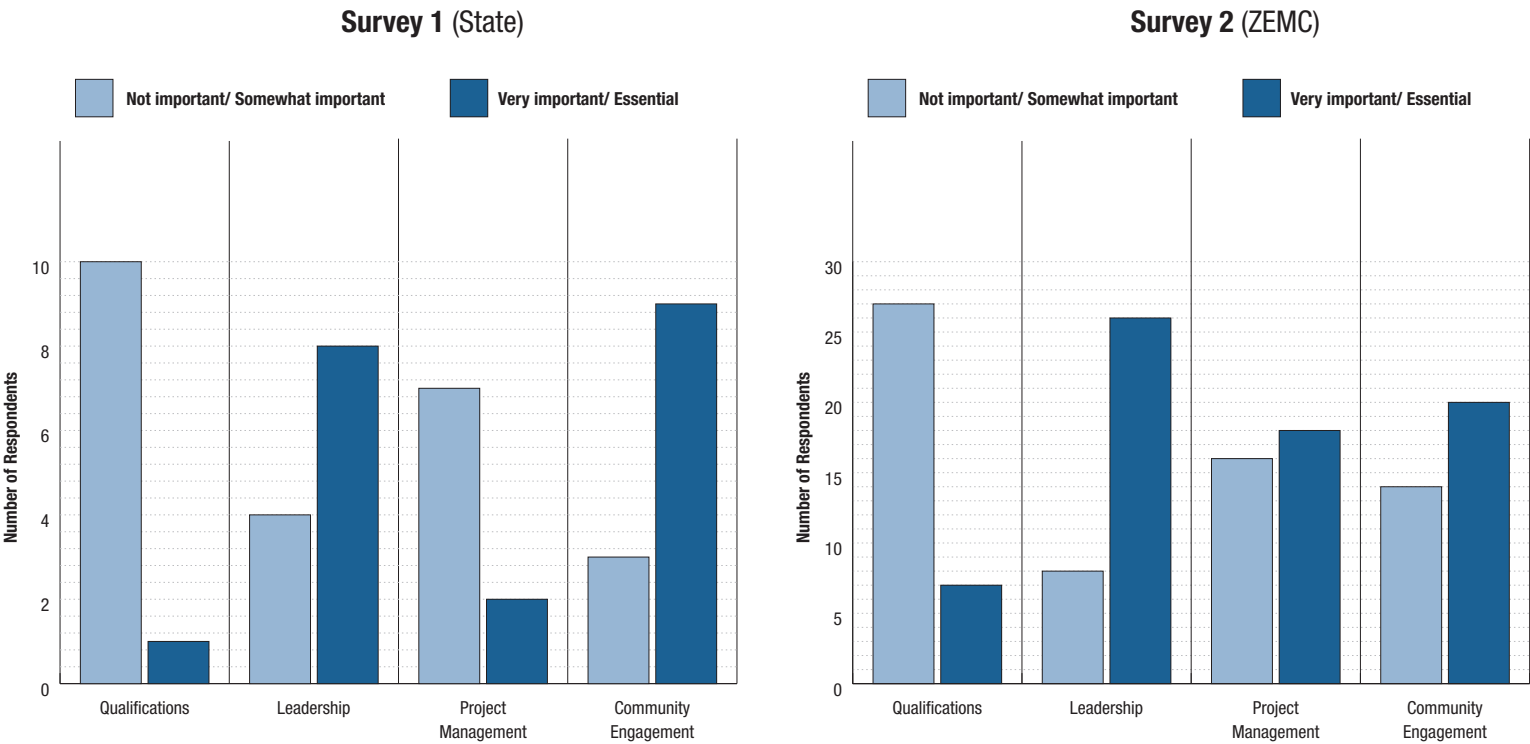


Figure 2A-B. Importance of formal qualifications, as well as skills and experience related to leadership, project management and community engagement for the different zone emergency committees – results from Survey One (A) and Survey Two (B)

Specific comments received for this question were similar to those from the state centric Survey One. Answers from Survey Two were (as expected) more relevant to regional and subordinate committees. Comments discussed the importance of experience and that training needed to be a higher priority. Where there was a lack of experience, mentoring should be provided to ensure those new to the committee could communicate with others. A specific comment stated that “Training frequency in remote areas is very poor”. There was also the view for one ZEMC that council collaboration needs to be made a higher priority and that whilst the systems exist, the willingness for increased collaboration within the committee is low. Context was mentioned in the results from Survey One, and it was suggested that all members or ZEMCs should read and understand the SEMP.

Other general comments received as ‘Other comments’ were:

- Emergency Management is not given a high enough priority by some councils.
- There are too many disparate emergency management groups/committees operating in South Australia - a more integrated approach is needed.
- Emergency services need to embrace local government as a partner in emergency management (particularly during an incident).
- Connections between emergency management and climate change adaptation need to be strengthened; climate change will likely increase the frequency and intensity of natural hazards considered in emergency management planning and processes

Orientation

The majority of respondents from both surveys indicated that a full induction to the role would be preferable for ZEMC members (Table 9).

Table 9.

Specific needs for orientation of newly appointed ZEMEC members

Full Induction	Booklet / written Information	Experience	Other
22 (65%)	5 (15%)	1	6

Further feedback from Survey Two on this issue was that a full induction with an introduction to EM is needed. Other suggestions were an information session by a senior person and induction for new ZEMC Executive Officers which should include meeting management and access to action records. Basic online training was suggested. One respondent listed the following as key issues for any person appointed to an emergency committee:

- Understand the legislation relevant to the position
- Understand the local situation
- Understand the emergency management structure relevant to the local area
- Understand risk management and NERAG

Another respondent pointed out that training should be relevant to the specific group’s operational response capacity. An understanding of the Emergency Management Act and structure of committees, roles and responsibilities was considered important, as was an understanding of the role of the ZEMCs, committee structures and expectations. Some respondents were of the opinion that you “learn as you go” and that experience on the job will do.



“Comments discussed the importance of experience and that training needed to be a higher priority. Where there was a lack of experience, mentoring should be provided to ensure those new to the committee could communicate with others.”

“Interviewees emphasised the importance of exercises in EM and indicated that this is an area that can be improved.”

4.4 Interviews

Participants

Seventeen interviews were conducted by the project officer between 15 September and 30 November 2015.

Whilst the scope of the interviews was predominantly about the census and capabilities of practitioners within the EM sector, the opportunity was given for interviewees to provide general comments outside the scope of the project.

The interview participants were senior personnel from the following organisations:

- Bureau of Meteorology (BOM)
- Metropolitan Fire Service (MFS)
- Red Cross
- Adelaide City Council (ACC)
- Country Fire Service (CFS)
- Communications Functional Service
- Department of Education and Child Development (DECD)
- Department of Premier and Cabinet (DPC)
- Department of State Development (DSD)
- Engineering Functional Service (EFS)
- Environmental Protection Agency (EPA)
- Primary Industries and Regions SA (PIRSA)
- SA Health
- South Australian Fire and Emergency Services Commission (SAFECOM)
- State Recovery Office (SRC)
- Volunteering SA

Notes were made after each interview and these were provided to TRI for analysis. The notes were read and data were grouped into themes using QSR International NVivo 9 2010.

The interviews went beyond the scope of the surveys and covered a range of issues which have been grouped into themes below and at Appendix C. The surveys concentrated on serving on the various EM committees, the interviews focussed on working in the EM sector more broadly.

4.4.1 Training and inductions

The information from this section relates to feedback from the interviews. Many comments and suggestions were made in the interviews about training and other development activities that, whilst not strictly in scope for this project, are relevant to workforce development more broadly and will be very relevant to the next project which will focus on activities that will serve to develop practitioner capability.

Training

Feedback from the interviews was that EM training needs to be improved across the board, i.e., from operational to executive level in South Australia. Also, improved interagency training is important. Specific comments were:

- *General EM sector arrangements training needs to be more available and accessible to practitioners (SRC).*
- *EM training that supports recovery is needed (SRC).*
- *More practice, training and exercising are needed for Adelaide metro councils (ACC).*
- *From the CFS viewpoint, FSLO training should be improved to provide a greater EM understanding in operational situations (CFS).*
- *More middle group (Level 2) additional training and awareness of EM when providing support rather than when the control agency is needed (CFS).*
- *More EM training is needed from the sector that shares implementation/response activities (DSD).*
- *Interagency training is needed and this could be done through desktop exercising. There is one or two multi-agency exercises per year currently, but getting control agencies that do not currently have some level of operational response together occasionally for training would be advantageous (CFS).*
- *It should be recognised that there is a need for other agencies to access and take opportunities to join in training courses – there is room for improvement in this regard (PIRSA).*
- *Executive level EM training, i.e., gold and silver level training and knowledge of EM could be upgraded. These training courses need to be of short duration (SA Health).*

- *Training is required for State Controllers and Authorised Officers. The State EM Training Officer role needs to be revived. Considered that not only training but EM networking is vital (SAFECOM).*
- *Local government training for employees should be improved. A huge gap exists between local government training of employees with EM responsibilities and recovery processes in particular (SRC).*
- *Red Cross involved in AIMS training. There is a potential benefit for Red Cross personnel being able to access state EM agency accredited training courses when available (Red Cross).*

Exercises

Interviewees emphasised the importance of exercises in EM and indicated that this is an area that can be improved. Specific comments were:

- *The Communications Functional Service group believe that the only way they can get better is by gaining more experience through exercising.*
- *Experiential exposure would be of real value to DPC ODG people. This would be through exposure to 'real life' situational experiences to do with IT Failures (ODG).*
- *More coordination between agencies is needed. Exercises challenge and test out plans and will show how they will work (or not).*
- *Engineering and Transport need to be included in joint exercising to increase understanding of their capabilities (SAFECOM).*
- *In EM exercises, recovery gets a cursory three minutes at the end of the exercise, but there is great value in running response and recovery exercises.*
- *More interagency exercising (involving BOM). Would like CEWT to at least involve and consider (BOM).*
- *More role playing exercises (Red Cross).*

Inductions

In general, feedback seems to be that agencies do not provide EM inductions for new people and that inductions to EM roles need to be improved. From the CFS viewpoint, FSLO induction should be improved to provide a greater EM understanding in operational situations (CFS). For people working in the EM sector, there needs to be an EM sector induction package to all new practitioners. Individual agencies can then compliment these with their own specific inductions (SA Health). Induction packages should include a recovery focus (SRC).

4.4.2 Other issues raised

A very broad range of issues were also raised which were unrelated to workforce development. They included general comments about EM operations, the structure of the sector, resourcing, planning, interagency cooperation, and other issues.

These may be seen to have an impact on the EM workforce but are outside of the scope of this project and are not included here. However they have been summarised at Appendix C, for information only.

5. Key Findings

The focus of this project was EM practitioners – how many people with EM responsibilities are there; what roles do they hold and what are their responsibilities; and what capabilities do they need to perform their roles. Information was also collected about length of service in an EM role.

Through the surveys, and in particular the interviews, a significant amount of information was collected that went beyond these parameters, with many respondents commenting on training and professional development opportunities and perceived gaps. Although beyond the scope of this project, these comments will be very relevant to further work which has been planned. (The next project will identify current training and development activities; assess their relevance to the sector and identify gaps; and build capacity to meet EM workforce development needs.)

5.1 Sector profile

These findings relate specifically to the number of EM practitioners, their roles and levels of responsibility.

The sector's workforce is not well-defined, and not all organisations were able to provide accurate data. Consequently, information provided in this report is necessarily approximate.

- Apart from dedicated response personnel, practitioners' EM responsibilities are frequently in addition to their core duties (unrelated to EM); and, in many cases, are not explicitly referenced in position descriptions.
- In many agencies, information relating to the number of people with EM responsibilities was not readily available.

The sector is highly dispersed. EM practitioners work across more than 22 state government agencies, 68 local government councils and over 10 non-government organisations.

The state's EM workforce can generally be classified into three levels:

- Level 1 – 21,835 people work in primarily operational roles in response or recovery roles
- Level 2 – 803 people undertake operational management roles with some EM duties
- Level 3 - 190 people have an EM governance, leadership or policy role

A significant feature of the State's EM arrangements is the committee structure, with an estimated 150 people involved in one or more committees.

5.2 Practitioner capabilities

It proved difficult at times to obtain information about specific capabilities required by different practitioners in the EM sector. This could be due to a number of factors - limited previous work in the area of workforce development for the sector, high 'churn' rate for people in roles with EM responsibilities, or the relative newness of emergency management as a recognised field.

There were some exceptions, notably for level one practitioners in operational roles. Capabilities for personnel involved in response or recovery roles were generally well understood – for example, capabilities required by urban search and rescue (USAR) workers have been well defined in national competency standards. Incident management capabilities are also relatively well understood.

However a suite of general capabilities that apply across the spectrum of roles were identified and defined at different practitioner levels. These include skills and/or knowledge of:

- leadership
- public safety
- project management
- governance and compliance
- community relations
- inter-agency relations
- communications
- crisis/control centre operations
- finances

Of these capabilities, leadership and community engagement were seen by both state and regional committees to be very important skills, particularly for people in level two and three roles, and something that should be integrated into any future training or induction.

Knowledge of the state's EM arrangements was seen as very important for practitioners at all levels.

5.3 Development strategies and activities

The emergency managers and committee members who dedicated their time to completing surveys and participating in interviews provided valuable insight into the training needs of the sector. These comments and suggestions related to activities that would build practitioner capability go beyond the scope for this project, but have relevance for future work. Several key findings emerged that were common across committees and organisations.

Emergency Management training

- a) Feedback from the interviews indicates that EM training needs to be improved across the board, i.e. from operational to executive level in South Australia.
- b) Inter-agency training is seen as important for the EM sector.
- c) Formal qualifications were mostly seen as not important or only somewhat important in both surveys.
- d) About two-thirds of respondents from both surveys considered skills and experience related to leadership as very important or essential.
- e) Community engagement, project management and co-agency cooperation received mixed reviews but are seen as mostly important skills for emergency management practitioners.
- f) Initial research indicates very limited current training exists in these areas for EM practitioners.
- g) In general, feedback is that agencies do not provide EM inductions for new people and that induction for all EM roles needs to be improved.

Exercising

Emergency management exercising is seen as a major topic for further discussion and development within the State's EM sector.

The Central Exercise Writing Team (CEWT) conducts a major annual state-wide exercise, and are able to provide assistance with the planning or conducting of exercises within agencies.

However, the extent of this support is seen to be constrained by available resourcing. Respondents would like to see:


- a) More Inter-agency exercising
- b) More role-playing exercises
- c) More experiential exercises

Induction

Induction processes are perceived as lacking in the sector. Whilst there were mixed responses in terms of the induction being committee or job-specific, there was almost universal support for an induction to the sector covering the EM structure and plans in South Australia.

Mentoring

In addition to training, mentoring of new members by those with more experience is very important. Major emergencies are fortunately not a common event, meaning many who serve on these committees may have limited experience despite having spent a number of years in the role. Mentoring is an effective way to optimise the knowledge and capabilities of those that have operational experience, and provide support to members that are new to an EM role.



“The emergency managers and committee members who dedicated their time to completing surveys and participating in interviews provided valuable insight into the training needs of the sector.”

6. Project Deliverables

Both the EM Practitioner Capability Framework and the Census of the Emergency Management sector are completed, and have been endorsed by the State Emergency Management Training Committee, which has acted as the Project Reference Group.

6.1 Emergency Management Practitioner Capability Framework

The Practitioner Capability Framework was developed after broad research and consultation within the Emergency Management sector. A range of capability frameworks being used by government and non-government organisations in Australia and overseas were examined to determine what features or content may be suitable for inclusion in a Framework for the SA Emergency Management sector.

Capability Framework Categories

Table 10.

Most practitioners contacted have a non-EM related primary role. Their Emergency Management responsibilities can be categorised under three categories:

Categories	Attributes and Examples
<p>Level One – Practitioner with primary operational role</p> <p>Practitioners require broad theoretical knowledge and practical experience. Generally they work under the direction of others. Characteristics include:</p> <ul style="list-style-type: none"> • Incident management capable (AIIMS, CIMF etc.) in police, fire, emergency services, ambulance, recovery etc. • Functional service/participating agency member • Unlikely to have EM mentioned in position description 	<p>People working at this level work under direction and are generally well-trained.</p> <p>Examples are:</p> <ul style="list-style-type: none"> • Police Officer • Emergency Services Officer • Ambulance Officer • Fire Officer • Volunteer • Community Recovery contractor • Relief/Recovery Centre staff
<p>Level Two – Operational Manager and Lead EM Practitioner.</p> <p>Practitioners require specialised EM knowledge and practical experience. They will take an EM leadership role; may supervise the work of others and provide leadership through their technical or specialist skills.</p> <p>Characteristics include:</p> <ul style="list-style-type: none"> • Primary role not necessarily in EM • EM duties mentioned in position description • Likely to understand EM arrangements and SEMP • Member or deputy on EM committee/s 	<p>People working at this level will have well developed skills and knowledge and may take responsibility for the work of others.</p> <p>Examples are:</p> <ul style="list-style-type: none"> • Commander • Local Council CEO • Team Leader • Operations Coordinator • Project Manager • District Officer • Senior Police Officer (Senior Sergeant)
<p>Level Three – Senior Manager/Executive with EM responsibilities</p> <p>Provides EM governance, leadership and policy direction. They lead change processes and provide specialist advice and support. Characteristics include:</p> <ul style="list-style-type: none"> • Has overall responsibilities for EM in their department or organisation • Responsible person for an agency that has hazard, control agency or Functional Services leadership • Attends SEC in emergency situations • Is a member of at least one major Emergency Management committee • Has EM duties mentioned in position description 	<p>People at this level will guide and steer the organisation and take responsibility for a range of EM programs and services</p> <p>Examples are:</p> <ul style="list-style-type: none"> • CEO for government dept. • Chief Officer for fire or emergency services agency • SEMC member • EM manager across sector

Capability Framework Streams

Table 11.

Capability in the South Australian Emergency Management sector is structured into nine key streams that have been identified through the surveys.

Stream	Generic Descriptor
Leadership	Leaders require in-depth knowledge and established skills; they lead change processes and provide specialist advice and support.
Public Safety	The management of work practices for all stakeholders and the provision of activities which ensures the safety of the public within emergency management situations
Project Management	The ability to plan and project manage timeframes, resources and activities in a structured manner
Governance and compliance	
(SA EM arrangements & SEMP)	Activities relating to governance of the South Australian Emergency Management Act; Arrangements and the SEMP
Community Relations	Community engagement, sectoral awareness and working collaboratively with other community sector organisations in formal and informal partnerships towards resilience
Inter-agency Relations	Knowledge of the relationships within the EM sector and the ability to converse and relate to and work with other EM agencies in emergency situations
Communications	Ensure the public and all other stakeholders (such as media) are adequately informed and warned so as to enhance community resilience
Crisis/Control Centre Operations	Awareness of the functions and requirements of the relevant control centres and to be ready and capable to assist with specific duties
Finances	Knowledge of costs allocation and budgeting procedures related to emergency management situations

Capability Framework Generic individual View

The following Capability Framework has prioritised the capabilities to suit the three identified role descriptions outlined in the categories Levels One, Two and Three.

These are of course different for each category depending on the EM responsibilities required by the separate role descriptions and this has been identified in the surveys.

Table 12.

Level One – EM Practitioner with primary operational role, prioritised capabilities

Level 1 People working at this level do not supervise the work of others. They work under direction and apply the skills that they have been trained for.	1.Public Safety	2.Communications	3.Governance & Compliance	4.Community Relations	5.Inter-agency relations	6.Control Centre Operations	7.Leadership	8.Project Management	9.Finances
	Role requirements Ensures a safe personal working environment and safe systems of work	Role requirements Ensure effective liaison, communication and cooperation with all involved	Role requirements May be required to Implement and monitor any incident action plans	Role requirements May be delegated as Community engagement support officer	Role requirements May be delegated as liaison support officer relating with other agencies	Role requirements May be required for logistics; facilities, administrative or liaison support.	Role requirements May perform an incident Management Crew Leadership role	Role requirements Little or no input other than support if required	Role requirements May be delegated as financial support officer
	1.1 OH&S Encourages and supports others to be safe at work	2.1 Listens to peers, clients & community and passes on relevant information accurately and appropriately	3.1 Understanding of EM arrangements in SA	4.1 Maintains awareness of community needs and issues	5.1 Works in partnership with a range of agencies and demonstrates an ability to use a range of networks to perform tasks	6.1 Need to be familiar with Control Centre operations and Chain of Command.	7.1 May have responsibility for delegating duties in incident management situation	8.1 Contributes to program and project outcomes	9.1 Works efficiently within established budget
	1.2 Certification Practitioners are certified to safely perform all incident management tasks that are assigned	2.2 Provides accurate information using forms, log books, case notes & standard templates appropriate to the tasks	3.2 Ensures work practices comply with AIIMS standards	4.2 Participates in staff meetings and forums about key community issues	5.2 Considers the views and responsibilities of other agencies and works towards positive outcomes	6.2 Maintains basic understanding of control Centre functions and requirements	7.2 May be required to select equipment & resources to perform tasks	8.2 Collects and records data related to project agreements	9.2 Supports efforts to secure funding for projects or activities
	1.3 Ensures that safety risks are identified and reported and contributes to OH&S solutions	2.3 Delivers clear messages to clients and community members and other stakeholders	3.3 Applies organisational guidelines, practice models and legislation when working in emergency situations	4.3 Respects client and community member confidentiality and rights	5.3 Participates in staff training and forums and shares information appropriately	6.3 Uses technology and software to receive and relay messages to Control Centres	7.3 Understands how own role contributes to team and organisational objectives	8.3 Listens respectfully, solves routine problems and works through complex issues and situations	9.3 Adheres to purchasing guidelines, make low cost purchases and achieves value for money
	1.4 Understands role and takes responsibility for work actions and outcomes	2.4 Contributes to ideas about how to improve work practices	3.4 Observes organisational values and Code of Conduct and seeks advice when faced with conflicts of interest	4.4 Demonstrates respect and is sensitive to the cultural diversity within communities	5.4 Develops ideas with other agencies and assists with changes to enhance collaboration	6.4 Collects and records data to assist Control Centre activities	7.4 Identifies and uses opportunities for learning and skill development	8.4 Records complaints and assists with reviewing stakeholder feedback	9.4 Uses resources appropriately and minimises waste

Capability Framework Individual View

Table 13.

Level Two - Operational Manager and Lead EM Practitioner, prioritised capabilities

Level 2 People working at this level will have well developed skills and knowledge and may take responsibility for the work of others.	1.Leadership	2.Public Safety	3.Governance & Compliance	4.Control Centre Operations	5.Communications	6.Community Relations	7.Inter-agency relations	8.Project Management	9.Finances
	Role requirements Takes responsibility for work outcomes and helps others to understand their roles and responsibilities	Role requirements Provide effective management of emergency response to ensure public safety at events	Role requirements Has knowledge of emergency plans and community risk assessments	Role requirements May fill role as Duty Officer, chief of Staff, Intelligence Officer or other in Control Centre activation	Role requirements Plays an integral communications role with; staff, public, media, governments and communities	Role requirements Establishes and implements strategies and plans for building partnerships and alliances in communities	Role requirements Familiarity with structures and responsibilities of partner organisations	Role requirements Prepare a project plan setting out the key milestones in the planning process	Role requirements Aware of and operates within defined budgetary guidelines
	1.1 Leads team to achieve outcomes aligned to organisational objectives	2.1 Ensures work practices support staff well-being and comply with OHS legislation	3.1 Manages own and others work practices to comply with relevant legislation and EM requirements	4.1 Conduct briefings and de-briefings within agreed timeframes	5.1 Familiarity with media questioning and attendance at media conferences in emergencies	6.1 Engages, consults and works with relevant community groups	7.1 Aware of the roles and responsibilities of partner organisations involved in response and recovery at local, regional and national level	8.1 Understands roles and responsibilities, fulfils work requirements and achieves program/project targets	9.1 Observes purchasing guidelines and assists others to keep records
	1.2 Communicates in an open and frank manner and builds trust amongst team members	2.2 Take steps, where practicable, to prevent the escalation of the impacts of emergencies on public safety	3.2 Familiarity with legislation and procedure with information to the public about hazards and risks in an emergency	4.2 Can provide correct names, job titles and contact details for key contacts for all EM partners, including day-time and out-of-hours contacts	5.2 Familiarity with the use of information systems in Emergency Management; and with data manipulation and its outcomes	6.2 Acts as an organisational representative with community groups	7.2 Ability to work, liaise and negotiate with multi-agency partners during the recovery process	8.2 Put processes and resources in place to manage potential risks arising from the project and deal with contingencies	9.2 Assists with budget reviews and works to established targets
	1.3 Makes decisions in functional areas without favouritism or bias	2.3 Identifies the risks associated to the public and the team and develops risk mitigation strategies	3.3 Familiarity with legal frameworks and guidance governing warning procedures	4.3 Records information accurately	5.3 Prepares accurate documents and reports e.g. incident/work reports that meet organisational needs	6.3 Identifies and works with key community and develops productive relationships	7.3 Can represent your organisation at key multi-agency Emergency Management forums	8.3 Able to develop an action plan	9.3 Arrange and agree on a budget for the completion of EM projects
	1.4 Recognises difference of opinion and works towards the resolution of conflict between team members	2.4 Makes decisions and implements them effectively in uncertain and/or difficult circumstances	3.4 Operates within legal and organisational policy and procedural constraints and limitations	4.4 Follows Control Centre procedures and policy at all times during emergency activations	5.4 Communicates clear, appropriate, respectful and consistent messages to clients, community and team members	6.4 Demonstrates and supports others to value and work effectively with community diversity	7.4 Establishes uses and maintains external and internal networks to achieve work outcomes	8.4 Develop plans and arrangements through consultation with partners likely to be involved in an emergency response	9.4 Investigates and recommends purchase of equipment to support efficient and effective service delivery

Capability Framework Individual View

Table 14.

Level Three – Senior Manager/Executive with EM responsibilities, prioritised capabilities

Level 3 People at this level will guide and steer the organisation and take responsibility for a range of EM programs and services	1. Leadership	2.Public Safety	3.Governance & Compliance	4. Communications	5.Control Centre Operations	6.Inter-agency relations	7.Community Relations	8.Project Management	9.Finances
	Role requirements Has responsibility for ensuring that appropriate EM policies, frameworks & planning are in place	Role requirements Provides a safe workplace with a culture of 'Safety First' and an external environment where public safety is paramount	Role requirements Adopts a long term, high-level view and distinguishes between governance issues and management responsibilities	Role requirements Integrates visions and values with organisational objectives and communicates the future directions	Role requirements May act as the State Controller or nominate a Deputy State Controller	Role requirements Develops networks and builds alliances; collaborates across boundaries to build strategic relationships and achieve common goals.	Role requirements Ensures communications occur with Govt. regarding policy formulation and provision of services to the community	Role requirements Supports and/or sponsors programs or complex projects to enhance the EM capabilities of their organisation	Role requirements Understands the organisation's financial processes. Prepares, justifies, and administers the program budget.
	1.1 A clear, achievable and compelling vision which sets out where the organisation should be going	2.1 Ensures the Establishment and reviews of OH&S systems to address organisational and legislative requirements	3.1 Establishes systems to ensure the organisation's governance framework is operationalised and legislative and accreditation compliant	4.1 Articulates clear, assertive and persuasive messages about agencies roles in SEMP and legislation	5.1 Appoint Chief of Staff and ensure all official Control Centre positions are filled ensure appropriate levels of CC activation	6.1 Familiarity with roles of partner agencies in multi-agency and multi-level (sectoral) plans	7.1 Drives development of organisational strategies to engage and listen to needs of communities	8.1 Discuss and agree the key objectives and scope of proposed projects and the available resources with key stakeholders	9.1 Builds operational and strategic assets to support organisational EM needs and delivery response
	1.2 Establish a process for learning from emergencies, exercises and other activities that includes the reviewing of emergency plans	2.2 Promotes regular OH&S & public safety reporting to demonstrate compliance with statutory requirements	3.2 Identifies the internal and external politics that impact the work of the organisation. Perceives organisational and political reality and acts accordingly.	4.2 Produces succinct, high-level analytical reports and documents for the SEMC and/or key stakeholders	5.2 Provide direction to the Chief of Staff to ensure Control Agency's responsibilities are being effectively carried out and that objectives of the Control Centre are being met	6.2 Procedures and protocols for formal information sharing between relevant organisations	7.2 Establishes and implements strategies and plans for building partnerships and alliances in communities	8.2 Provides effective evaluation of projects, with recommendations that identify good practice and areas for improvement	9.2 Oversees procurement and contracting to achieve desired results. Monitors expenditures and uses cost-benefit thinking.
	1.3 Ability to make more informed decisions	2.3 Good grasp of the types of impacts that communities may need to recover from (social, health, infrastructure, economic and environmental).	3.3 Promotes & models ethical behaviour consistent with organisational values Code of Conduct	4.3 Promotes the use of new communication technology to improve EM public information delivery	5.3 Understanding the theories and concepts of Emergency Management competency; identify the primary and support roles of EM.	6.3 Represent your organisation in the preparation of emergency plans with EM partners, including multi-agency plans and protocols	7.3 Empower communities to build resilience and reduce reliance on government and agencies	8.3 Expedite research projects to enhance disaster management	9.3 Monitors budget performance and takes actions to reverse trends if required
	1.4 Engages and influences key personnel across all levels of government including senior government and departmental executives	2.4 National and regional and EM and risk reduction planning frameworks	3.4 Understand the impact and importance of the prevailing legal, political and social environment in the development of EM legislation	4.4 Lead, develop and implement communication and engagement strategies and programs underpinned by the principles of EM	5.4 Monitor the effectiveness of the Control Centre	6.4 Promote the concept of interoperability and shared responsibility across the EM sector	7.4 Recognise that the function of community engagement is critical to every aspect of emergency management	8.4 Facilitates project development and management as an outcome of meaningful research	9.4 Participate in cross-agency budgetary discussions related to EM activities

6.2 Census of the South Australian Emergency Management sector

The primary aim of this census is to determine the number of people involved in emergency management at each EM practitioner level across all government agencies, local government, non-government organisations and other relevant enterprises.

A previous Training Needs Analysis (conducted in 2009), reinforced by responses to survey one of this project, indicated that most agencies in the SA EM sector did not readily identify the number of personnel in their organisation with higher level emergency management responsibilities, as distinct from incident management. Numbers were frequently combined – for example, SAPOL reported 6,000 people in EM ‘as they were all involved in some way’; and similarly SA SES reported 1700 involved in emergency management, whereas the vast majority are volunteers primarily involved in response activities.

Breaking down these numbers to reflect the different levels of practitioner roles was seen as more useful for future identification of specific development needs.

A major component of the census was the development of a South Australian Emergency Management Role Description Definition to classify EM personnel and to clarify key distinctions in order to determine the level of EM capability that they either possess or require for their roles. The South Australian EM role descriptions were developed in conjunction with representatives of stakeholder agencies - SAPOL, MFS, CFS and SES.

Practitioner levels	SA EM role definitions
Level 1: At this level of responsibility, practitioners require broad theoretical knowledge and practical experience; and would seek guidance when necessary	Primarily Operational role EM response or recovery capabilities Examples: Operational understanding of EM – e.g. Police or Emergency Services Officer/Volunteer. Not usually on EM committee
Level 2: Practitioners require specialised theoretical knowledge and practical experience; and would provide guidance and support to level 1 practitioners.	Operational management with EM duties Mitigation/Command & Control/Recovery Examples: Primary role not necessarily EM - e.g. Commander, Local Council CEO etc. May be on ZEMC or EM committee.
Level 3: These practitioners require in-depth knowledge and established skills; they lead change processes and provide specialist advice and support.	EM Governance/Leadership/Policy Overall PPRR responsibility Examples: Should be on SEMC or major EM committee. E.g. CEO of a Control or Hazard Leader agency or has EM in title.

The South Australian Emergency Management Census was conducted for agencies and organisations identified in the South Australian Emergency Management Arrangements, grouped according to functions:

- EM Committees
- Control Agencies
- Hazard Leaders
- Functional Services Leaders
 - o Participating Organisations
- Local Government

The census information is presented in two ways:

1. Summary of total number of people working in EM, broken down according to the three levels of practitioner
2. An interactive electronic framework of the South Australian Emergency Management Arrangements, providing a breakdown of specific agencies or committees, with detailed information about practitioner levels and role titles.

CENSUS PART 1.

Table 15.

Summary of total number of people working in EM, broken down according to practitioner levels

Agency	EM Arrangements Role/s	Level One	Level Two	Level Three
SA Police	Control Agency Hazard Leader Functional Service Leader	4779	23	10
Dept. of Primary Industries & Regions SA	Control Agency Hazard Leader Functional Service Leader	260	32	8
SA Country Fire Service	Control Agency Hazard Leader Functional Service Leader	6000	42	16
SA Metropolitan Fire Service	Control Agency Hazard Leader Functional Service Leader	900	62	9
SA State Emergency Service	Control Agency Hazard Leader Functional Service Leader	1700	13	7
Dept. of Health & Ageing	Control Agency Hazard Leader Functional Service Leader	149	31	10
Dept. of Premier & Cabinet	Control Agency Hazard Leader	1	2	2
Dept. of Planning, Transport & Infrastructure	Hazard Leader Functional Service Leader	24	16	7
Safework SA	Functional Service Leader	1	2	2
Dept. of Environment, Water & Natural Resources	Hazard Leader Functional Service Leader	0	0	12
SA Ambulance Service	Functional Service Leader	2388	94	8

Agency	EM Arrangements Role/s	Level One	Level Two	Level Three
Housing SA	Functional Service Leader	200	10	3
SA Fire & Emergency Services Commission	Functional Service Leader	23	12	2
SA Water	Functional Service Leader	5	10	3
State Recovery Office		1	5	1
SAPOL Communications	Functional Service Leader	0	10	1
Environment Protection Authority	Participating Organisation	19	2	2
Local Government Association	Participating Organisation	0	0	3
SA Vet Association	Participating Organisation	76	6	3
Animal Welfare	Participating Organisation	200	0	0
St John Ambulance	Participating Organisation	2015	61	0
Royal Flying Doctor Service	Participating Organisation	177	0	0
Red Cross	Participating Organisation	675	102	7
Rotary SA	Participating Organisation	900	0	6
Bureau of Meteorology	Participating Organisation	2	4	5
Surf Lifesaving Australia	Participating Organisation	200	0	0
Volunteer Marine Rescue	Participating Organisation	500	0	0
Volunteering SA	Participating Organisation	300	2	1
Services SA	Participating Organisation			
Dept. of Education & Child Development	Participating Organisation			
Dept. of State Development	Participating Organisation	97	3	3
Coroner's Office	Participating Organisation	16	2	0
Local Government Councils		227	257	59
TOTAL		21,835*	803	190

*Note: The number of people undertaking a level one role include more than 10,000 part-time volunteers.

The South Australian Emergency Management Capability Overview

The following graphic (Figure 3A) is intended to be used electronically to display the details for the individual groups in the SA EM Arrangements.

By clicking on the committee; control agency, hazard leader, functional service leader, participating organisation or local council, a screen will pop up and display not only the numbers of persons in each category in that organisation but also in most cases, their EM role description.

Figure 3A

The diagram illustrates the South Australian Emergency Management Overview, structured into several key components:

- EM Committee structure:** At the top is the Emergency Management Council, followed by the State Emergency Management Committee. Below these are four advisory groups: State Mitigation Advisory Group (SMAG), State Response Advisory Group (SRAG), State Recovery Committee (SRC), and State Public Information and Warning Advisory Group (SPWIAG).
- 11 Zone Emergency Management Committees:** These are represented by boxes for EA, LC, MM, AH, SA, WA, NA, B, YM, FN, and EW.
- Functional Services, Leaders & their major participating organisations:** This central section lists various services and their lead organizations, such as Agriculture & Animal Services (PIRSA), Ambulance & First Aid (SAAS), Communications (SAPOL), and many others.
- A selection of SA Metro and Regional Council:** At the bottom, boxes represent local government areas like CNP, CPC, ACC, CB, CP, TDC, AHC, MC, DC, FRC, DCC, and CTTB.
- Control Agencies:** A list on the left identifies agencies for specific emergencies: SAPOL for aircraft accidents, bomb threats, etc.; PIRSA for animal, plant, and marine disease; CFS or MFS for fire; SA SES for flood; Dept. Health & Ageing for food/drink water contamination; DPC for ICT failure; CFS or MFS for hazardous materials; Dept. Health & Ageing for human epidemic; MFS or SES for search & rescue; and SES for extreme weather.
- Hazard Leaders:** A list on the right identifies the lead agency for various hazards: PIRSA for animal & plant disease; DPTI for earthquake; SAFEWORK SA/DPC for escape of hazardous substances; SASES for extreme weather; DEWNR for flood; Dept. of Health & Ageing for human disease; CFS for rural fire; SA Police for terrorism; and MFS for urban fire.
- Tables:** Several tables provide detailed data on personnel and resources for SAPOL, State Emergency Service (SES), Primary Industries and Regions SA (PIRSA), and Metropolitan Fire Service (MFS).

7. Conclusions

Overview

The State Emergency Management Training Committee undertook this project as the first part of a sector-wide training needs analysis to inform the development of a strategic training plan for the sector that would identify priorities for the development and provision of training for the sector's workforce. However survey responses not only highlighted development needs for individual practitioners, but also potential gaps in understanding of required EM capabilities at an organisational level. Analysis of survey and interview responses found a need for increased sector development efforts; and, for practitioners, that a reliance on formal training alone, though essential, may be too simplistic. A broader workforce development approach is clearly indicated.

Emergency management in South Australia

A mature EM sector requires, at a minimum, a sound legislative framework, robust governance structures, highly competent sector leaders, and a capable and sustainable workforce to meet future needs.

Emergency management arrangements in South Australia are comprehensive and follow national guidelines. The emergency management legislative and administrative arrangements, and the State Emergency Management Plan (SEMP) collectively provide a robust and comprehensive, strategic and structural overview of the EM sector in the state.

Capability gap

However understanding of these EM arrangements and the responsibilities within the various agencies and organisations involved appears to be inconsistent across the sector. Many agencies were unable to identify how many or which staff had EM responsibilities. A high proportion of those interviewed were unable to clearly articulate specific capabilities required by their staff beyond generic competencies. In very few agencies were EM responsibilities explicitly stated in position descriptions for relevant staff.

There were certainly exceptions to this – in general, agencies with a dedicated response or recovery function had well-defined roles, and the EM responsibilities of individuals were clearly articulated and explicitly described in position descriptions. National competencies for response personnel are already defined within the vocational educational and training system, and many relevant training programs exist. These agencies would appear to be well placed to ensure the availability of a well-trained workforce, limited only by sufficient financial resources to deliver required training.

Of greater concern are those organisations for which EM is not their core business such as organisations with risk identification and mitigation responsibilities, as well as organisations with response or recovery responsibilities only in a major disaster or non-traditional emergency.

The project

This project was not able to fully achieve expected outcomes – that is, to capture and document practitioner capabilities. Due to the incomplete information that was available, the second part of a sector training needs analysis – to ensure that sufficient relevant training courses exist to develop required competencies and then identify those individuals requiring development – would be difficult to complete at this stage.

The problem is not only that individual practitioners may not know how to undertake their EM duties; but rather that, in many instances, it would appear there is only limited understanding of EM responsibilities at an organisational level. Consequently understanding regarding desired practitioner capabilities is incomplete.

Further work

Further work may be required to ensure that all sector leaders have a sound understanding of EM responsibilities and that this is reflected in clearly defined and explicitly expressed EM-related duties within organisations. A workforce development approach can encompass strategies to meet this sector need. From this base a comprehensive training needs analysis can then be conducted; and subsequent development program – comprising not only training but also induction, mentoring and exercising – implemented.

8. Recommendations

The overarching conclusion of this project is that a broader workforce development approach is required to meet identified capability gaps.

It is recommended that:

- 1.** The scope of the current State EM Training Committee be expanded to encompass a broader workforce development remit with responsibility to maintain oversight of emergency management workforce development issues, and to provide relevant leadership and advice to the sector.
- 2.** An application for funding be supported for the second part of the EM Workforce Development Program. (It is also recommended that the original concept for this work be re-written to include the drafting of specific statements relating to EM duties to be made available to agencies for inclusion in position descriptions.)
- 3.** A three-year strategic plan for EM workforce development be developed, to include activities such as inductions, mentoring, and inter-agency exercising



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GLOSSARY

ACC	Adelaide City Council
AEMI	Australian Emergency Management Institute
AFAC	Australian Fire & Emergency Services Authorities Council
AGN/APA	Australian Govt. Network/Australian Power Association
AIDR	Australian Institute For Disaster Resilience
AIIMS	Australian Industry, Incident Management System
BOM	Bureau of Meteorology
CEWT	Central Exercise Writing Team
CFS	Country Fire Service
DECD	Department of Education And Child Development
DEWNR	Department of Water, Environment, Natural Resources
DCSI	Department of For Communities And Social Inclusion
DPC	Department of Premier And Cabinet
DPTI	Department of Planning, Transport And Infrastructure
DSD	Department of State Development
EFS	Engineering Functional Service
EPA	Environment Protection Agency
FSLO	Functional Service Leading Organisation
LGA	Local Government Association
MFS	Metropolitan Fire Service
NDRP	Natural Disaster Resilience Program
NEMP	National Emergency Management Projects
NERAG	National Emergency Risk Assessment Guidelines

NSDR	National Strategy for Disaster Resilience
ODG	Office Digital Government
PIRSA	Primary Industry, Resources South Australia
PPRR	Prevention, Preparedness, Response And Recovery
RFDS	Royal Flying Doctor Service
SAFECOM	South Australian Fire & Emergency Services Commission
SAPOL	South Australian Police
SAAS	South Australian Ambulance Service
SES	State Emergency Service
SCC	State Control/Crisis Centre
SEC	State Emergency Centre
SEMC	State Emergency Management Committee
SEMP	State Emergency Management Plan
SEMTC	State Emergency Management Training Committee
SMAG	State Mitigation Advisory Group
SPIWAG	State Public Information, Warnings Advisory Group
SRAG	State Response Advisory Group
SRC	State Recovery Committee
TRI	Torrens Resilience Institute
VET	Vocational Education Training
VMR	Volunteer Marine Rescue
ZEC	Zone Emergency Committee
ZEMC	Zone Emergency Management Committee

REFERENCES

AFAC – *'Prelim. Discussion to a Learning and Development Strategy' Industry wide survey, 2011*
AFAC – *'Leadership Capability Framework', 2007*
AFAC – *National Statement of Capability for Fire and Emergency Services, 2014*
ANZEMC – *Recovery Committee, 'Community Recovery Workforce Framework', 2014*
Aust. Govt. AGD – *EMA 'Emergency Management in Australia', concepts and Principles, 2004*
Aust. Govt. AGD – *Emergency Management Assistance Team – Capability Overview, 2012*
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Innovation & Business Skills Australia – *'VET Practitioner Capability Framework', 2013*
SA Government – *'Emergency Management Training Needs Analysis' Pauline Cole, 2009*
SA Government – *State Emergency Management Plan (SEMP) Version 2.14-25 June 2015*
Victoria State Govt. – *Community Sector Workforce Capability Framework, Tool Kit, 2011*
Victoria State Govt. – *Workforce Capability Framework for Aboriginal Community Controlled Organisations, 2011*
WA Govt. – *Emergency Preparedness Report, Capability Assessment, 2014*
WA Govt. – *SEMC Capability Framework, 2013*

TABLES

1. Practitioner levels and SA-EM role descriptions
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FIGURES

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APPENDICES

Appendix A: Emergency Management Workforce Role Definitions

A definition of Emergency Management:

A range of measures to manage risks to communities and the environment. The **organisation** and **management** of **resources** for dealing with all aspects of emergencies. Emergency management involves **the plans, structures and arrangements** which are established to bring together the normal endeavours of government, voluntary and private agencies in a comprehensive and coordinated way to **deal with the whole spectrum** of emergency needs including **prevention, response and recovery**. (*Australian Emergency Management Glossary Emergency Management Australia. Manual 03 & SEMP*)

As part of the census to determine the roles and numbers of EM practitioners in SA, it is critical to categorise the level of input provided by all persons within the Prevention, Preparedness, Response and Recovery (PPRR) aspects of Emergency Management.

Following is an agreed categorisation of all of the EM functions in SA into three separate role definitions:

DEFINITION OF ROLES WITHIN EMERGENCY MANAGEMENT:

1. Primarily operational role - EM response or recovery capabilities

(Incorporates any or many of the following)

- operational understanding of EM arrangements, PPRR and the SEMP
- Incident management (AIIIMS, CIMF etc.) capable in police, fire, emergency services, ambulance, recovery etc.
- Functional service, participating agency member
- Likely to be involved in Response or Recovery aspects of EM activities
- Unlikely to have EM mentioned in position description

Examples of this position:

Police Officer
Emergency Services Officer
Ambulance Officer
Fire Officer
Volunteer
Non-Government Officer

2. Operational Management with EM duties and responsibilities – Mitigation/Command & Control/ Recovery

(Incorporates any or many of the following)

- Primary role not necessarily Emergency Management
- EM duties mentioned in position description
- Understanding of EM arrangements and SEMP
- May be member or deputy to EM committee
- May have statutory role on committee
- Deputy State Controller
- FSLOs

Examples of this position:

Commander
Local Council CEO
Team Leader
Operations Coordinator
Project Manager
District Officer

3. Governance/Leadership/Policy

Overall PPRR responsibility

(Incorporates any or many of the following)

- Has EM mentioned in title
- Chief Executive of a fire or emergency services agency and deputy
- Responsible person for an agency that has hazard leadership
- State Controller for a functional service
- Attends SEC in emergency situations
- EM is a significant part of position description
- Is a member of at least one Emergency Management Committee

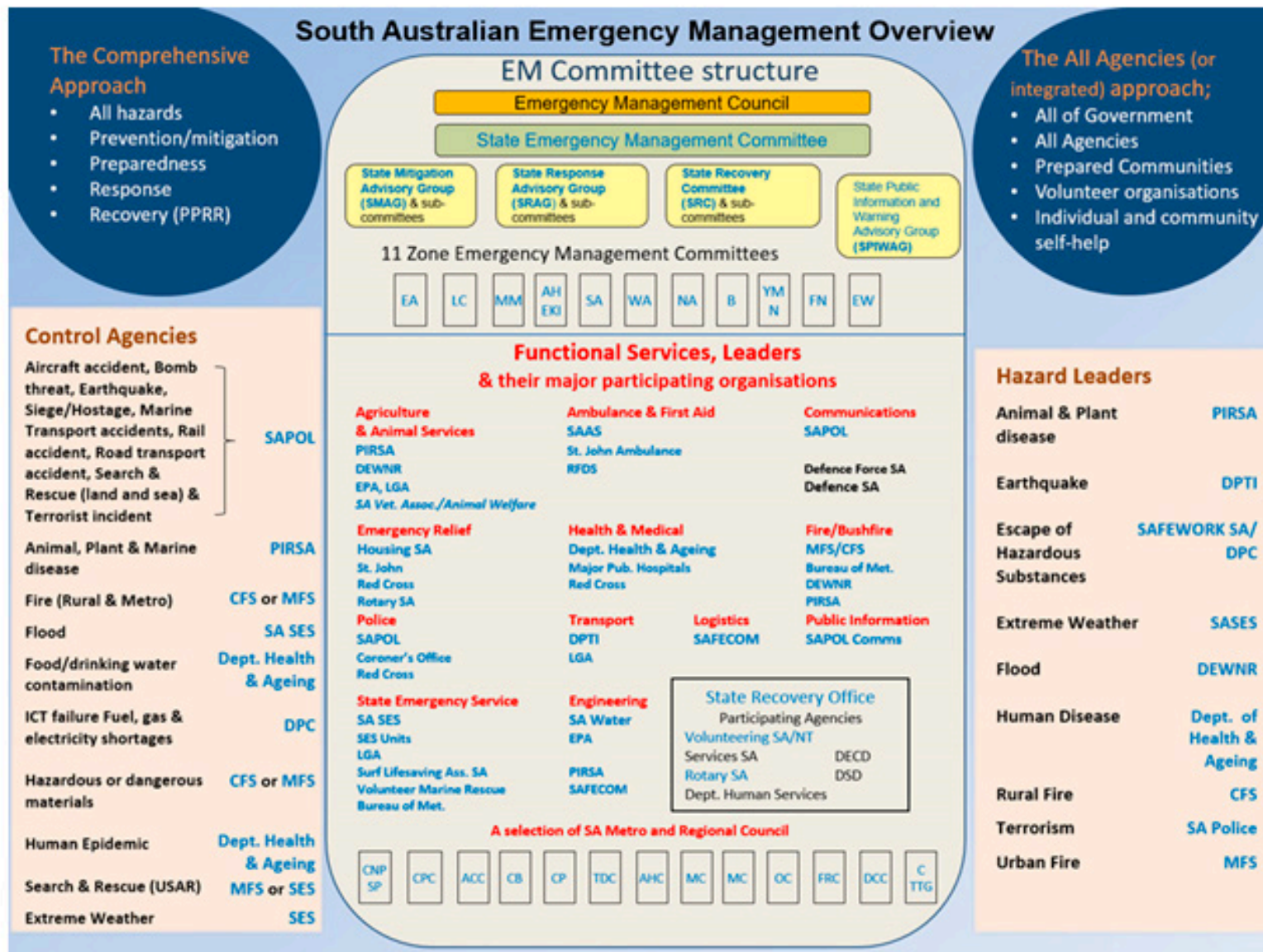
Examples of this position:

SEMC member
CE for Government department
EM Manager across sector
EM Coordinator across sector
EM Policy
Chief Officer

Appendix B: Interactive representation of sector

Following is a power point presentation that allows you to investigate the numbers and roles of the majority of the individual groups, committees and organisations within the South Australian Emergency Management.

For access – contact the Senior Project Officer at terry.dwyer@sa.gov.au or phone 8463 7931



Appendix C: Other comments and suggestions from interviews

Many issues were raised during interviews that were unrelated to workforce development and therefore outside the scope of this project. They are included here for information only.

Committees' structure

Interviewees expressed some dissatisfaction and confusion with regard to EM committee structure, which was perceived as lacking in some areas. Representatives from several organisations believed that their contribution and involvement in either ZECCs or the SEMP would be beneficial. Specific concerns raised were:

- A concern raised was in the lack of clarity regarding what is expected from councils and who they liaise with. Existing arrangements are informal and should be replaced by more formal arrangements (ACC).
- The BOM is not a part of new initiatives and committees in the SA EM structure. Representatives from the BOM currently attend meetings but are not considered members. Rather than being an afterthought for information, BOM should be made a contributor and included in the SA EM structure.
- SEMC members tend to have governance and policy-level understanding, but less knowledge of EM. Thus they can come across as too high level (EFS).

Other comments related to committees

- Red Cross have regional capacity and believe the sector would benefit from them being a member in their own right on the ZECCs and ZEMCs (Red Cross).
- The absence of a ZECC for Adelaide metro councils is considered a serious issue. In an emergency situation, Adelaide metropolitan councils are expected to attend the Control Agency's SCC or SEC.

Resources and redundancies

Current assets as well as gaps in resources and staff (due to redundancy) were mentioned. For example:

- SA currently employs a full-time embedded meteorologist within EM, in a predominantly training role (and has done so for the last three years) (BOM).
- The role of State EM Training Officer was recently vacated by Alan MacDougall and needs to be re-filled (SAFECOM).

- The departure of the State's EM Planning Officer, Bob Stevenson is also causing further angst among EM practitioners. Bob is seen as the 'Go To' person for EM in South Australia because of his experience and will need to be replaced quickly.
- Mapping is an issue for the MFS, which has limited capacity to access maps of SA (MFS).

Plans

Interviewees emphasised the importance of rigorous planning and coordination, and highlighted key areas for improvement.

- According to a spokesperson from the EFS, SA EM documentation needs to undergo an annual review, as critical infrastructure documents were last reviewed in 2006. Functional services plans have deviated from standards in recent years, and non-response is increasingly perceived as acceptance. There is therefore a need for greater alignment and standardisation of documentation within EM. Hazard plans and SEMP need for assurance (EFS).
- The SAFECOM group proposed that more coordination of planning is required, such as challenging and testing out plans to see how they will work. There is also a need for future doctrine development to support activities and response. (SAFECOM)
- PIRSA is eager to pursue funding or an opportunity to engage the coordination of a new doctrine person within its ranks (PIRSA).

Interagency cooperation

Non-Operational

Several suggestions were made regarding cooperation between agencies when operational and non-operational.

- The BOM is still eager to pursue a joint location with other EM agencies if appropriate (BOM).
- Generally, control agencies have their own logistics functions within an IMT. At what point do they need logistics support? Logistics functional service is only used as a last resort (SAFECOM).
- Logistics knowledge is minimal and confusion could lead to duplication of services. If logistics functional service is required to play a greater part, greater knowledge of logistics suppliers/providers is needed (SAFECOM).
- Agencies within SA EM sector do not get together frequently enough for regional or specific hazard exercises or training.
- The Communications Functional Service group believe that the annual review of the SEMP is not detailed enough, and not enough scrutiny is placed on Functional Service Plans. In the annual upgrade of the SEMP, it needs to be critically re-examined in detail. (Communications Functional Service)

Operational

- The absence of a ZECC for Adelaide metropolitan councils is considered a serious issue. In an emergency situation, Adelaide metropolitan councils are expected to attend the Control Agency's SCC or SEC.
- Another concern was the lack of clarity regarding what is expected from councils and who they liaise with. Existing arrangements are informal and should be replaced by more formal arrangements (ACC).
- The DECD is the largest SA Government agency that does not have a seat at the table at the SEC. The DECD is not formally acknowledged as having a role in SEMP apart from being a participating agency to the recovery process. In an emergency situation, it is highly likely that schools and communities will be affected, and would benefit from the resources and expertise of the DECD. A recent example of where one such problem has

occurred was when school buses were commandeered for public transportation without consultation. The DECD is not currently involved in active emergencies or discussions and has its own EM plans which are activated without any knowledge of divergent State Emergency Management activities (DECD).

- Currently, the BOM is not consulted for meteorological information until the last minute. The BOM would not charge for advice or small scale exercise involvement, but if it was involved on a larger scale (i.e. days rather than hours) a cost would be incurred to compensate for staff being taken offline from operational duties (BOM).
- Different terminologies or jargon between agencies can pose problems in emergency situations (MFS).
- The Red Cross group expressed that lack of information flow is a challenge, which can jeopardise the safety of staff. They gave the example of the Samson Flat fires, during which the organisation staff did not receive any official briefings (Red Cross).
- A concern raised by the SRC was the handling of new and inexperienced people entering the EM sector. During emergencies and events, many new people are being called upon to assist and to take responsibility despite having limited knowledge or experience (SRC).
- Volunteering SA believes there is a need for consistent skills, resources and key support from EM agencies in EM events. Furthermore, the assistance of key coordination and supervision personnel was cited as a necessity. (Volunteering)
- The MFS is unable to send staff to all EM functions. The MFS has long-term capabilities but no surge capacity to attend all committees in an emergency. Therefore, prioritisation is essential (MFS).
- An annual update on SEC operations is needed (CFS).

Public Information

- Although SPIWAG comes under the auspices of the agency, it has little knowledge of 'How do you oversee the messages being sent out'?
- Effective social media management is lacking in the SA EM sector. Structure and ownership is required to improve communication via social media (ODG).
- The DSD acts as a public information advisor as well as providing media interviews (DSD).

Functional Services

- Energy, gas and liquid fuels supplies have been privatised. Electricity supply and any shortfall issues are handled by AEMO. Gas supply & shortfall issues are handled by AGN/APA.
- The liquid fuels situation is under control with Caltex outer harbour storage as well as inner harbour storage. The Minister can issue restrictions. The DSD monitors stock levels and advises Ministers.
- Some Functional Services Leaders were engaging and complied with information in their own organisations, but were reluctant to provide any details of or any contacts for their participating agencies from concern that 'if the EM teams of our participating agencies are factored into state EM capability it will result in inflated numbers of EM practitioners'.

Volunteering

- Consistent skills are needed in EM events. Spontaneous volunteering poses problems with availability, training, briefings, etc. (Volunteering SA).
- Response agencies are generally unaware of the spontaneous nature of volunteering, and their awareness should be improved. Under some circumstances volunteering is unsustainable, e.g. 2 months spent with Sampson Flat bushfires (Volunteering SA).

SUGGESTIONS FROM THE SURVEYS

The following suggestions have been extracted from the surveys and interviews conducted as the major part of research for this report. They are out of scope of this project and therefore supplied in this report for information and broad consideration only.

The State Emergency Management Plan (SEMP)

- SEMC needs to consider greater emphasis in the SEMP to be placed on providing more collaboration with SA Councils to provide clarity of input and responsibilities in relation to Emergency Management.
- Greater effort needs to be put in to structural changes to the SEMP (deemed by interviewees to be required) and not just the routine, cosmetic, annual changes that occur and appear to some of the EM proponents to be superficial. *(Acknowledge SEMP review underway – refer to Emergency Management (Miscellaneous) Amendment Bill 2016, currently in Parliament).*

Climate Change

- Climate Change needs to have a greater emphasis within the SA Emergency Management sector and needs to be acknowledged and addressed by local councils.
- A limit should be placed on excessive participation on committees within the EM arrangements in South Australia. A recommendation should be in place stipulating that non-permanent EM personnel be restricted to a maximum of two committees.

State Recovery Activities

- Needs to be emphasised that although Recovery is technically at the end of PPRR, it should be acknowledged and engaged much earlier than is currently happening in emergencies.



