

SOUTH AUSTRALIAN STATE EMERGENCY SERVICE



ANNUAL BUSINESS PLAN 2016-2017

SOUTH AUSTRALIAN STATE EMERGENCY SERVICE

Annual Business Plan 2016-17

ISBN 978-0-9923171-9-5

ISSN 1444-3341

ABN 39 806 991 234

Principal Address

Level 8, 60 Waymouth Street
ADELAIDE SA 5000

Postal Address

GPO Box 2706
ADELAIDE SA 5001

Telephone: [08] 8463 4171

Facsimile: [08] 8410 3115

Website: www.ses.sa.gov.au

MESSAGE FROM THE CHIEF OFFICER



The South Australian State Emergency Service (SASES) Annual Business Plan details the agency's key priorities for the coming year, and how progress towards achieving these will be monitored and measured.

In building safe and resilient communities, the service faces a number of challenges in 2016-17. Notably, the changing risk profiles for extreme weather, the challenge of sustaining our volunteer workforce to meet increasing demands, and the increasing frequency and magnitude of significant events, often across multiple hazards.

SASES will continue to ensure its staff and volunteers are operationally ready and capable of supporting the community during times of emergency. Focus will be placed on building incident management capabilities and furthering the agency's training agenda, supported by new ongoing funding for training in the 2016-17 budget. In addition, the Community Engagement Unit will be further enhanced with volunteer capabilities focussed on public information and recruiting.

SASES will also be undertaking two new initiatives – the Towards a Flood Resilient SA Program is a completely new initiative to enhance the flood response and incident management capabilities of the service; and the Zone Emergency Risk Management program, which supports communities in their emergency risk management activities, will be transitioning to SASES.

Within a changing environment this Annual Business Plan is a key document that supports the service - by setting our direction and priorities for the year and providing a blueprint for working towards our vision of building safer more resilient communities.

Collectively, staff and volunteers will need to remain focused on the immediate business priorities, which include:

- Establishing a new team within SASES to implement the Flood Resilient SA program, which will significantly enhance the agency's capacity to meet its responsibilities as Control Agency for flooding
- Enhancing incident management capabilities and capacity
- Developing a new training framework to build on the achievements of the Learning and Development Framework 2012-2015, with a focus on ensuring the efforts applied result in beneficial change for volunteers and staff
- Continuing the work to transition the Volunteer Marine Rescue (VMR) capabilities into the emergency services sector

Working together, I am confident the service will be up to the challenge and will continue to grow its capabilities and the trust of South Australian communities.



Chris Beattie
Chief Officer

INTRODUCTION

The SASES is a community based volunteer organisation established by the *Fire and Emergency Services Act 2005* to provide an emergency response service across the state. SASES units are particularly active in providing response services for floods, storms, rescues and road accidents. SASES currently consists of 66 units (53 units are based in rural areas) and approximately 1600 volunteers. The SASES also provides support for volunteer marine rescue organisations, their 14 flotillas and approximately 600 operational Volunteer Marine Rescue (VMR) volunteers and 1500 affiliated VMR volunteers strategically located along South Australia's coastline.

The rescue and support services SASES volunteer units provide include:

- storm damage and flood mitigation
- general and disaster rescue
- road crash rescue
- structural collapse and confined space search
- land search
- animal rescue
- vertical rescue of all forms (cliffs, caves and structures)
- marine search and rescue (rivers, lakes and sea)
- operations support
- aerial observation and logistics support
- base support operations (bushfire response staging areas).

In addition to volunteer response training and operations, the SASES is also involved in community education (through *Community FloodSafe* and the work of the Community Engagement Unit) and emergency management activities including planning, training and support to zone emergency management committees (ZEMC).

At the strategic-level the national emphasis on building community resilience to natural disasters continues to be driven through implementation of the National Disaster Resilience Strategy at both state and federal levels. This strategy recognises that an integrated, coordinated and cooperative effort is needed to enhance Australia's capacity to prepare for, withstand, and recover from disasters.

While the national strategy focuses on priority areas to build disaster resilient communities, it also recognises that disaster resilience is a shared responsibility for individuals, households, businesses and communities, as well as for governments and emergency services.

The new SASES Corporate Plan aligns its goals with those of the fire and emergency services industry as articulated in the Australasian Fire and Emergency Services Authorities Council (AFAC) Strategic Directions:

- Supporting resilient communities through risk reduction
- Providing trusted response
- Source of timely and credible information
- Effective governance and resource management
- Informed by research.

Within this plan specific actions and performance indicators are identified for each goal. These elements inform and shape this year's efforts and priorities.

VISION

A reliable and trusted volunteer based organisation building safe and resilient communities.

MISSION

To minimise the loss of life, injuries and damage from emergencies and natural disasters.

OUR VALUES

Our values drive behaviours and inform our decisions. They align with the South Australian Government's Public Sector Values and Behaviour Framework and are supported by the SASES Code of Conduct.

*Service
Professionalism
Trust
Respect*

*Collaboration & Engagement
Honesty & Integrity
Courage & Tenacity
Sustainability*

These values inform our day-to-day activities and underpin individual and collective approaches to sustaining a positive values based culture – our people, our way of working, our behaviours and our community value.

OPERATING PRINCIPLES

Supporting our values are the agency's operating principles which guide the application of our emergency management systems and shape the delivery of efficient and effective response services to the community:

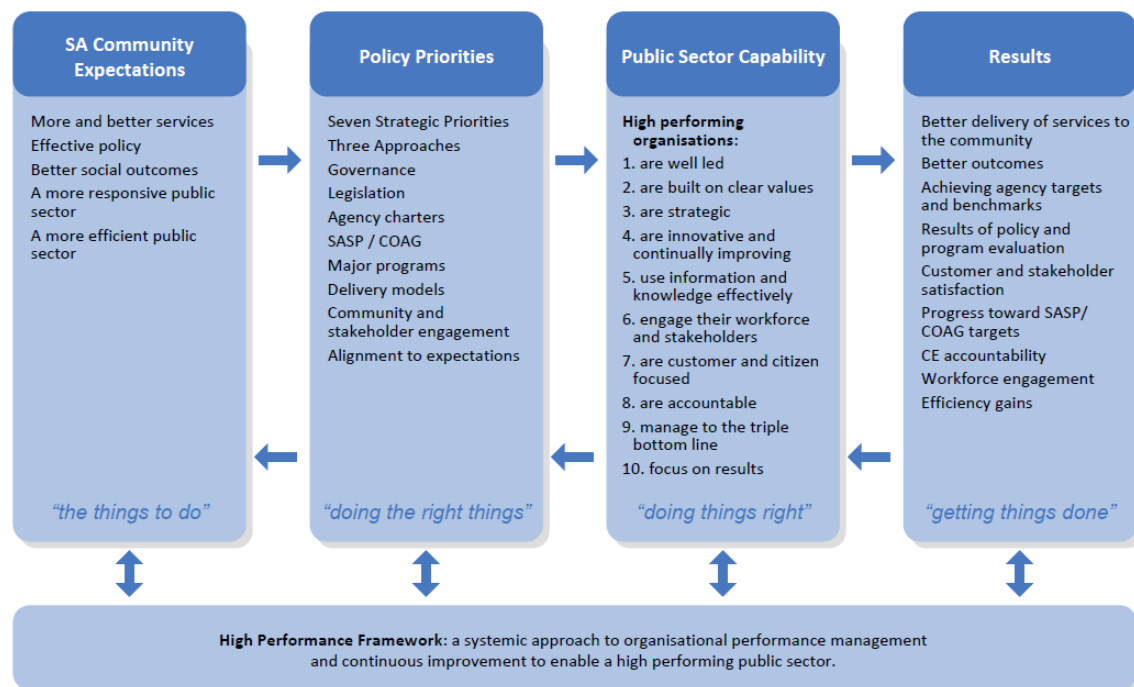
- **Flexibility** – Although responsible for the management of extreme weather and flooding emergencies the service adopts an all hazards approach to building its capabilities. Our incident management and response systems must be able to support the community across the full spectrum of emergency incidents.
- **Management by Objectives** – We deal with emergencies by focusing on the desired outcomes and communicating clear and unambiguous objectives to ensure all incident personnel and partner agencies are working towards the same end.
- **Functional Management** – Effective response to an emergency requires all responding to understand what role they play, who they need to communicate with, and what level of decision-making is expected of them.
- **Unity of Command** - It is imperative that there is a single recognised management authority at all times. This ensures clarity and unity of effort, promotes timely and effective decision-making, and avoids potential conflict in strategy or direction.
- **Span of Control** – During emergencies a rapidly changing environment can become dangerous if not managed effectively. We optimise our span of control to reflect the scale and complexity of an emergency and maintain the ability of our supervisors to effectively task, monitor and evaluate performance.

SASES' operating principles are underpinned by concepts of adaptability and scalability, uniform terminology, defined incident management structures, a common operating picture, clearly defined roles and responsibilities and clearly defined information flows.

OUR PLANNING FRAMEWORK

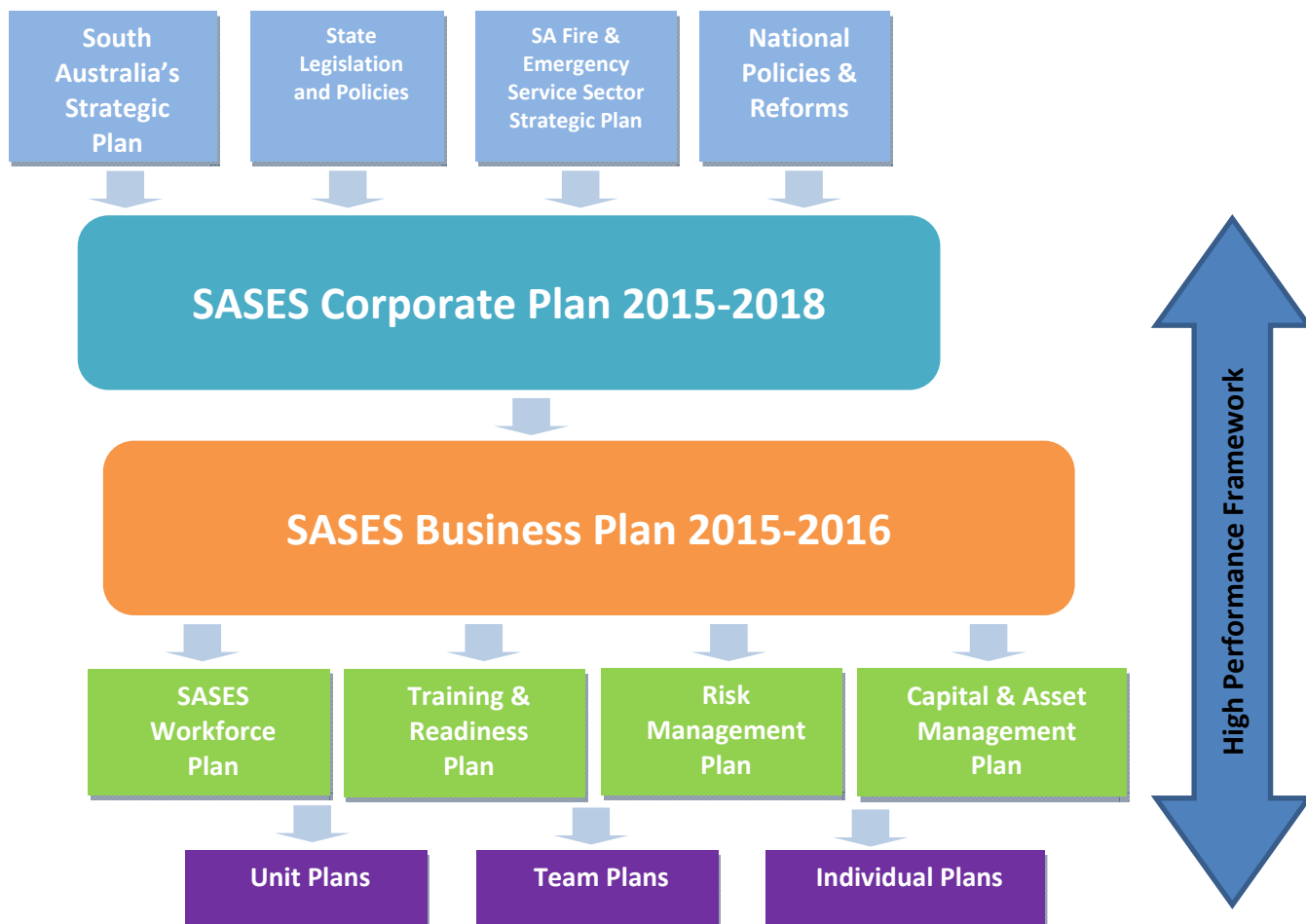
SASES has adopted South Australia's High Performance Framework (HPF) to influence our Corporate Plan and guide our internal planning. The HPF is a systematic approach to organisational performance management and continuous improvement, as illustrated in the diagram below. The adoption of this framework supports high performance by assisting to align strategies, budgets, culture, practice, leadership and accountabilities with organisational goals and the priorities of government.

The SASES Corporate Plan is driven by community expectations and needs while delivering on legislated requirements, supporting SASP targets, the State's Strategic Priority – safe communities, healthy neighbourhoods, and the government's policy direction for sector reform.



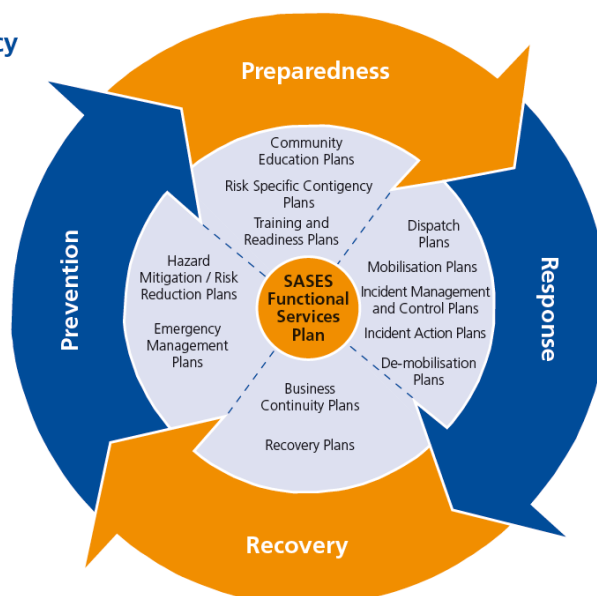
The SASES Annual Business Plan sits within a hierarchy of plans and policies which inform and influence it.

The current planning framework for the SASES is nested and subordinate to directions provided by the South Australian Strategic Plan and the Council of Australian Governments' Natural Disaster Resilience Strategy. It is also informed by, and takes account of, the South Australian Government's High Performance Framework.



Within its planning framework, SASES is also responsible for a number of operational plans that comprehensively address emergency management outcomes across the domains of leadership, community prevention and preparedness, operational preparedness, response, recovery and business excellence.

SASES emergency planning and the emergency management framework



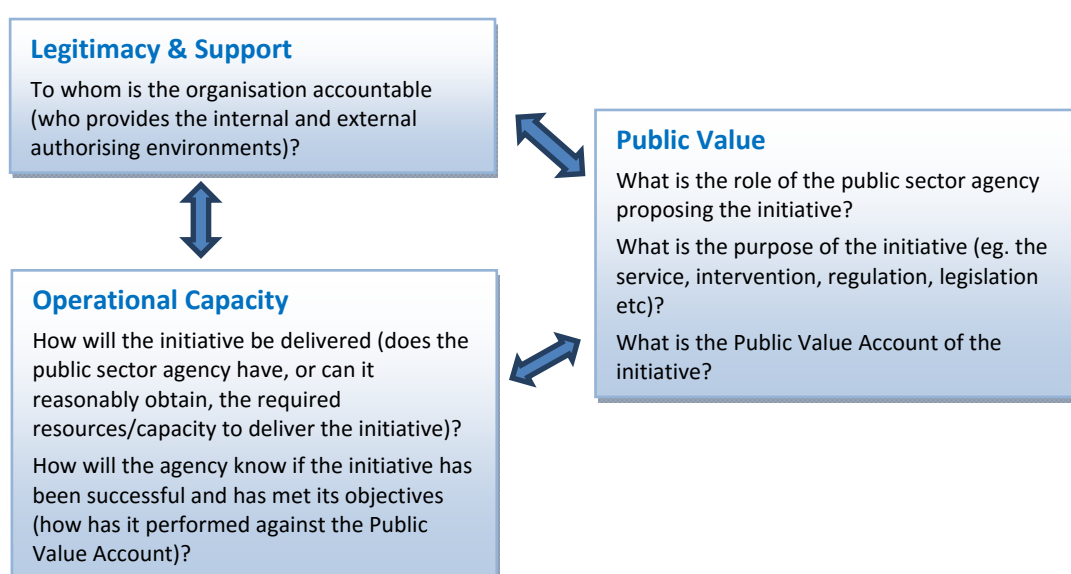
Public Value

SASES will also be progressively adopting the Public Value framework, currently being introduced into the South Australian public sector, in its planning, management and evaluation processes.

Public Value thinking provides an approach to public sector management that puts citizens at the centre of program and service design and delivery. It aligns with the South Australian Government's commitment to involving people in decisions that affect their lives, outlined in the Reforming Democracy policy. Public value thinking supports innovation and engagement. It also helps to measure outcomes and reconcile competing priorities.

The Strategic Triangle

The Strategic Triangle provides a framework for designing, delivering and evaluating initiatives.



Public Value Account

The Public Value Account balances an initiative's costs (financial and social) and negative consequences against its social outcomes and positive consequences.

Use of collectively owned assets and associated costs	Achievement of collectively valued social outcomes
<ul style="list-style-type: none">Financial Costs <i>What are the direct financial costs of the initiative (internal and external)?</i>	<ul style="list-style-type: none">Mission Achievement <i>What is the objective of the initiative?</i>
<ul style="list-style-type: none">Unintended Negative Consequences <i>What secondary negative consequences are anticipated?</i>	<ul style="list-style-type: none">Unintended Positive Consequences <i>What secondary positive consequences are anticipated?</i>
<ul style="list-style-type: none">Social Costs	<ul style="list-style-type: none">Justice and Fairness

(Information about Public Value taken from <http://bettertogether.sa.gov.au/public-value> - accessed 17 June 2016)

OUR BUDGET ALLOCATIONS

Budget allocations for 2016-17 include a mix of centralised, functional and unit budget accountabilities. Decentralised unit budgets have been quarantined from the agency's budget savings measures and all other budgets have been allocated according to functional activities. There has been a significant increase in overall funding to SASES associated with the new flood capability program to build flood resilience in the state, ongoing funding for training initiatives, and transfer of the Zone Emergency Risk Management (ZERM) program to SASES.

Functional allocations for the 2016-17 Budget are as follows:

SA State Emergency Service's 2016-17 Operational Budget Summary

Budget Allocation	\$'000
Wages, Salaries and Entitlements	4,915
Health, Safety & Welfare and Critical Incident Stress Management (CISM)	100
Volunteer Unit Budgets and Regional Operations	1,792
Government Radio Network	2,119
Operational Expenditure	2,700
Depreciation	2,316
Training (including State Rescue Challenge)	1,460
Volunteer Marine Rescue Administration and Support	68
Corporate Communications, Printing & Media	31
Administration and SASESVA support	452
Total Budget	15,953

INVESTING

SA State Emergency Service's 2016-17 Capital Budget

Budget Allocation	\$'000
Land, Buildings, Equipment	1,846
Communications and IT	640
Fleet (vehicles)	1,245
Offshore marine and inland waters rescue vessels	500
Total Capital Budget	4,231

OUR BUDGET CONTROL MEASURES

While the demands on the SASES are growing, and the State Government has supported some key budget initiatives, there is also a need to be more efficient in the general operation of the agency. SASES will continue to adjust structures and implement strategies to enable it to manage increasing demands in compliance, administration and incidents in a tight fiscal environment. Ongoing efficiency dividends and savings measures will need to be managed.

The emergency services sector alignment, harmonisation and integration program also aims to improve the longer term financial sustainability of the sector. It is likely that specific strategies that affect provision of support services within SASES will emerge during the year.

Strategies to ensure expenses are constrained within budgeted expenditure authority include:

- increased compliance checking and internal auditing of expenditure
- centralised cost centre management and oversight with periodic review through the year
- increased use of video conferencing using e-connect infrastructure
- implementing internal arrangements for delivery of first aid and chainsaw training packages
- increased controls for travel, accommodation and associated expenses
- increased scrutiny over the timing and scheduling of expenditure on capital program items.

OUR GOALS AND ACTIONS

Supporting resilient communities through risk reduction

SASES is responsible as Hazard Leader for the provision of advice, education and information to the community to understand and respond to emergency risks associated with extreme weather. We will strive to build a sound knowledge and understanding of the risks that storms, extreme heat and flooding pose to our communities. Our strategies are focused on increasing community awareness, preparedness and risk reduction.

Climate change predictions for South Australia include more extreme weather events with the likely consequence of a higher number of calls for assistance for more serious incidents. This could be further exacerbated by a failure to have appropriate hazard mitigation requirements considered in the early stages of urban planning decisions and could add considerable complexity and cost to the establishment of suitable mitigation strategies.

The transition of the Zone Emergency Risk Management (ZERM) program to SASES in 2016-17 will contribute to the agency's capability to meet this challenge. The ZERM program supports Zone Emergency Management Committees across the state to undertake emergency risk management, planning and implementation of mitigation strategies.

Priority actions for 2016-17

Action Required
Develop a program proposal to address priority risk treatments and control improvements from zone and state extreme weather risk assessments
Increase local government participation in the FloodSafe program
Implement new extreme heat campaign and awareness products
Prepare detailed risk management plans related to flooding
Transition ZERM program into SASES
Develop community education and messaging products related to flooding

Priority focus areas for units

Distribute community education messages to the community – strategies can include:

- Presentations at clubs
- School visits
- Participation at local events (eg. local show)
- Sausage sizzle at local venue (eg. hardware store)

Providing trusted response

During times of crisis the community looks to the emergency services for help, advice and reassurance. Our response capabilities are delivered through having highly trained people, modern equipment and facilities, contemporary incident management systems and integrated doctrine. Sustaining stakeholder and community trust in our ability to respond to emergencies in a timely and professional manner is central to achieving our mission and vision.

However, economic and demographic changes continue to impact the SASES ability to maintain viable units in a number of smaller regional localities that are beginning to struggle for existence with unsustainable populations. The long-run decline in emergency service volunteers reflects a more general community trend and represents a threat to future response capability.

A new initiative to be established over the coming year is the Towards a Flood Resilient SA program which will enhance the flood response and incident management capabilities of the service. New funding, commencing in 2016-17, provides for additional staff to manage and deliver the program, and for the purchase of flood response equipment and temporary flood protection systems, including rapid deployment mobile flood barriers and high volume pumps.

The 2016-17 budget also provided for the transition of last year's one-off funding for training into an on-going program. This funding will ensure SASES has the capacity to continue to deliver training to volunteers across a range of capability areas.

Priority actions for 2016-17

Action Required
Reduce the number of SASES unit defaults and maintain average incident response times
Develop specific strategies to address volunteer membership requirements, sustainability needs, recruitment strategies, personnel development and retention strategies
Develop a strategy to better collect stakeholder and citizen (customer) feedback on SASES performance
Implement a customer relationship management system into the 'one stop shop' to improve responsiveness to issues raised
Establish Flood Resilient SA program
Develop and deliver incident management training packages for priority roles, including multi-incident management
Further develop and integrate operational systems including the SES Incident and Information Management System (SESIIMS)
Establish and implement a rolling local exercise program (involving key stakeholders)
Review and update operational flood response plans
Research and procure flood response and temporary flood protection systems
Develop a flood response training program
Develop a new training framework with a focus on ensuring the efforts applied result in beneficial change for volunteers and staff

Priority focus areas for units

Plan a program for unit training nights to maintain skills

Undertake recruitment activities

The source of credible and timely information

SASES recognises the importance of adopting a people-centred approach to emergency preparedness and strives to create a culture of prevention, rather than a culture of short-term response. Providing an effective and credible system of emergency warning and information is crucial in achieving this, and can empower people to make informed decisions and act in order to prevent hazards from becoming emergency events. SASES is accountable for the provision of credible and timely warnings and information during extreme weather and flooding emergencies.

The explosion in the use and reach of social media, and the functionality of mobile communication devices, presents a challenge as there is an expectation that SASES will be able to reach a far greater audience with emergency information and warnings, and in a far more timely manner.

Priority actions for 2016-17

Action Required
Deploy identified flood intelligence system
Build SASES capacity to engage with communities
Establish volunteer public information capability within the CEU
Continue strategies to improve communications within the agency
Further develop incident management system enhancements to deliver emergency information and intelligence to local communities
Implement a media induction program
Develop and maintain corporate SASES Facebook page
Develop a plan to better manage media and messaging

Priority focus areas for units

Keep chain of command and SHQ informed with operational intelligence and emerging issues

Re-tweet SASES messages through local networks

Effective governance and resource management

SASES is accountable to the government and South Australian community for the effective and appropriate management of the agency's resources. The service strives to embed a culture of high performance and achieve continuous improvement by aligning strategies, budgets, culture, practice, leadership and accountabilities with the organisational goals and priorities of government. Central to the agency's approach is a clear and unambiguous focus on the creation of public value and the maintenance of effective controls and assurance processes to drive performance and underpin accountability. There is however a lack of strategic and business services within the sector. This is largely due to staff reductions within SAFECOM which has resulted in a situation where there is almost no capacity to generate strategic advice or provide oversight of the corporate activities and functions.

Priority actions for 2016-17

Action Required
Engage staff, volunteers and stakeholders in the sector alignment, harmonisation and modernisation process and implement change management strategies to support agreed organisational changes
Implement the Resource Allocation Framework, and update to include new flood response program activities
Continue to implement strategies focused on values, behaviours and performance
Improve asset management processes and procedures
Transition Volunteer Marine Rescue (VMR) capabilities into the emergency services sector
Develop a structured financial and non-financial audit program
Assist staff in developing career plans and supporting them to secure opportunities to build relevant skills and abilities
Undertake further consultation with staff to identify specific areas of concern regarding equity and fairness, and develop strategies to address these
Consider report on the recent review of District Officer roles and arrangements, and implement strategies as appropriate to address key concerns
Establish a new suite of performance indicators under the SASES performance model
Maintain a focus on health, safety and wellbeing to reduce injuries and health impacts for our staff, volunteers and communities
Develop social media policies (for Twitter and Facebook)

Priority focus areas for units

Participate in leadership training

Ensure unit management committee meetings held regularly; and AGM held before 30 September

Implement local asset management program – actions could include:

- Ensure vehicles serviced to schedule

Informed by research, data and lessons learned

SASES values evidence based research and analysis and the positive effects it has on improving volunteer and staff safety and welfare, operational capabilities and community resilience. SASES actively contributes to the national research and development agenda and partners with a range of organisations and research groups to validate current practice, explore and challenge new approaches and provide an evidence base to support better decision-making. Managing and sharing knowledge and lessons learned is central to the agency's continuous improvement strategy. SASES will continue to drive targeted research to address specific challenges and capability gaps.

Priority actions for 2016-17

Action Required
Establish a lessons management framework compatible with other sector/agency processes
Officers within SASES are allocated as "end users" for relevant BNHCRC research projects
Facilitate staff and volunteer participation in the annual AFAC BNHCRC conference
Promote research findings and outcomes in agency newsletters including EM News
Establish a professional reading program for staff and senior volunteers
Participate in state, national and global forums to share knowledge, information and lessons
Establish a process to encourage and support innovation within SASES and develop and publish an innovation statement

Priority focus areas for units

Routinely undertake and document debriefs after operations

Participate in opportunities to attend relevant conferences and forums (eg. AFAC Conference)

Access relevant journals and newsletters

OUR APPROACH TO MONITORING AND EVALUATION

Better information improves agency accountability and contributes to improved community safety outcomes by driving better service delivery within SASES.

The SASES is committed to continuous improvement of its performance reporting by improving the quality and scope of data collection and data definitions and investigating and resolving data comparability issues in performance indicators. The agency's current reporting framework includes data collection and analysis for:

- **Report on Government Services** - a national report which informs improvements to the effectiveness and efficiency of government services
- **ACSES Performance Indicators** - national report on highlight performance measures for SES agencies from each state and territory
- **South Australia Strategic Plan** - a central planning document that sets targets for whole of government priorities
- **Budget Paper No. 4 Agency Statements** - which presents the State Government's current and estimated revenue, expenses and performance measures by agency
- **Organisational performance reporting** - which provides monthly performance and activity data to the SASES Governance Reporting and Review Group (GRRG)
- **SAFECOM Board Quarterly Report** – which provides quarterly performance and activity data to the SAFECOM Board
- **Annual Report** – which reports on business priorities and performance against budget.

A new SASES performance model has been adopted (depicted below). This will inform the development and implementation of new performance measures with a view to improving lead and lag indicators for both outputs and outcomes associated with both the Corporate Plan and the Annual Business Plan.

