A Capability Development Framework
for NSW Emergency Management Sector

Understanding and developing NSW capability and capacity to manage major to catastrophic emergencies.

Resilience NSW

**Resilience
NSW**

Disclaimer
Every effort has been made to ensure that the information contained within this document is accurate and where possible reflects current best practice and knowledge.

Contents

Foreword

As we entered the new decade, NSW faced unprecedented events that have impacted each one of us, both in a professional and personal capacity. These events have tested our limits and shaped a new way forward as we consider innovative and different approaches to rebuilding and recovery.

This has ultimately highlighted the need for a consistent and collaborative approach, together with progressive thinking in order to deliver on our responsibilities, from prevention all the way to recovery for the people of NSW.

Resilience NSW works alongside the leadership of the state's combat agencies, and the broader emergency management sector to build capability across government, industry, business, and community. As a sector, we play a critical role in driving world-leading disaster preparedness and recovery approaches and have a responsibility to the NSW community to do so. The same community that has been devastated by drought, fires, severe weather events, and now a pandemic outbreak.

Our capacity to provide the best service and support to the community, especially in trying times, is achieved by a commitment from Government to learn and continually improve. In turn, this allows us to prepare and recover more effectively, regardless of compounding challenges. While we face these challenges, our collective focus remains clear – providing the best level of service delivery to keep communities safe and build their resilience to disasters.

The Capability Development Framework for the NSW Emergency Management Sector provides the model needed to assess and understand our capability gaps when preparing, responding and recovering from severe to catastrophic disasters.

Successful capability development for NSW is largely dependent on a coordinated, collaborative approach, and I thank all stakeholders involved for their ongoing contribution. There has never been a more important time to learn lessons from our experiences and identify opportunities for improvement in order to ensure communities devastated by the current drought, bushfires, floods, and COVID-19 receive the assistance they need to rebuild, recover and improve resilience.

I'm driven to ensure we have the right services and support in place to continue to make a meaningful difference in the lives of individuals and communities.

Shane Fitzsimmons AFSM
Commissioner Resilience NSW
Deputy Secretary Emergency Management

Executive Summary

The New South Wales (NSW) emergency management sector is well prepared and maintains a suite of capabilities that contribute to all aspects of emergency management across the Prevention, Preparedness, Response and Recovery (PPRR) lifecycle. There will come a point at which existing capabilities will be overwhelmed, whether through a single event or the cumulative effect of a number of events.

The (NSW emergency management) sector and supporting organisations are well placed to deal with and manage emergencies that are likely to result in insignificant to moderate consequences[1].

NSW does not currently possess or undertake a formal state level strategic process for the identification and analysis of emergency management capabilities. A more holistic, collaborative framework is needed. This Framework will improve the state's

understanding of the capabilities required to manage emergencies at a state level and will better link risk, lessons management and continuous improvement. Understanding thresholds and capabilities needed for a major to catastrophic emergency will improve the readiness and preparedness to effectively and efficiently respond to any emergency.

The NSW community has an expectation that emergencies which overwhelm their own personal capabilities will be managed effectively to minimise injury, loss of life and property, and to ensure that recovery occurs as quickly as possible. This Framework supports the development of capabilities for the NSW emergency management sector through the identification of a desired state and the gaps in existing capabilities, and is informed by an evidence based risk assessment to ensure a safer more resilient NSW.

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1. Consequence definitions while derived from NERAG 2015 have been influenced by the Australian College For Emergency Medicine (ACEM) – Guidelines in the implementation of the Australasian Triage Scale in Emergency Departments 2013 and align with the Queensland Emergency Risk Management Framework (QERMF) – Risk Assessment Process Handbook and currently piloted NSW Local Government Risk Assessment Process

Executive Summary

Figure 1

- 1 INSIGNIFICANT
- 2 MINOR
- 3 MODERATE
- 4 MAJOR — NSW Capability Development Framework
- 5 CATASTROPHIC — Australian Disaster Preparedness Framework

INCREASING COMPLEXITY AND RESOURCES
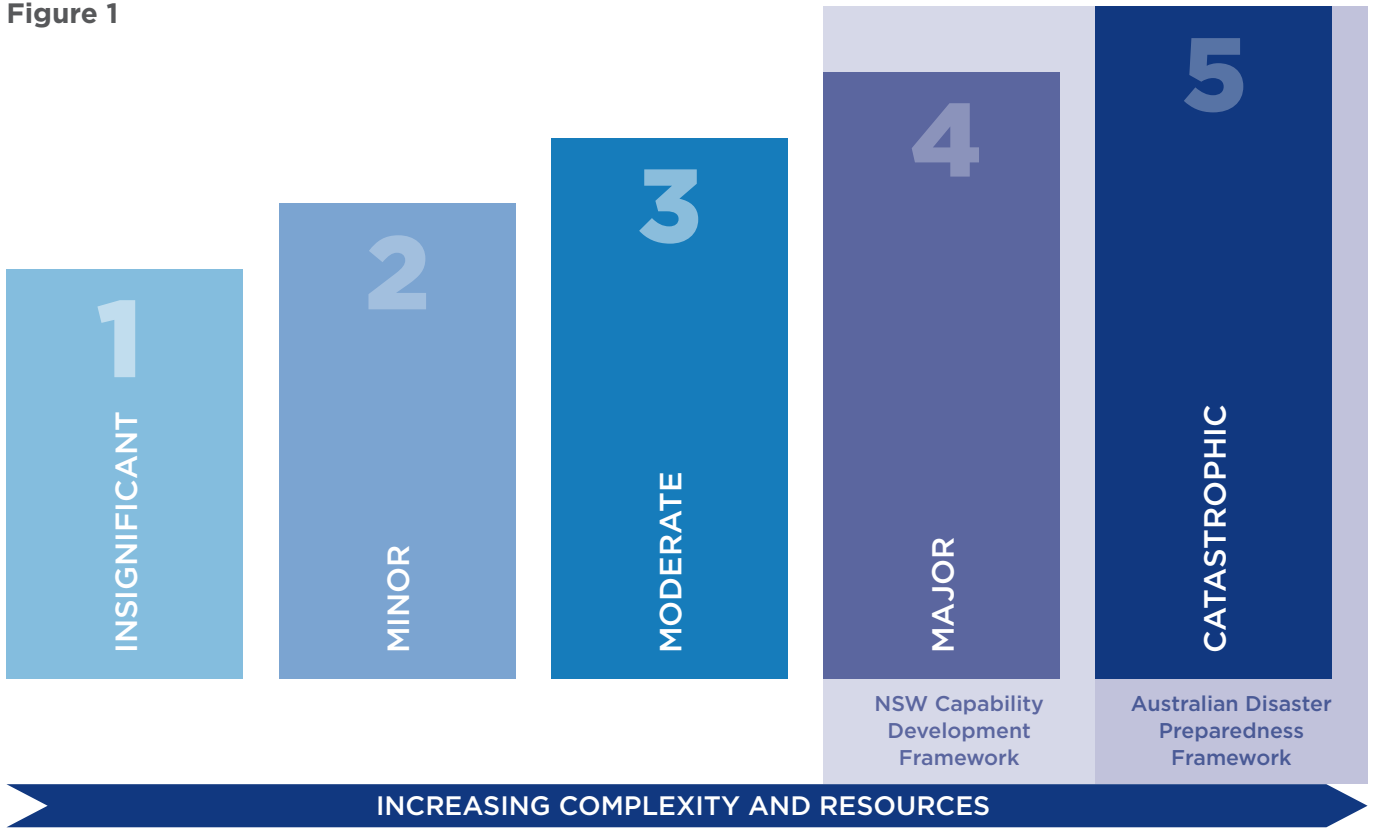
The Framework functions under the understanding that a catastrophe is defined as beyond our current arrangements, thinking, experience and imagination. A state level catastrophic emergency therefore, would overwhelm existing capabilities of NSW, at which point, national arrangements in the Australian Disaster Preparedness Framework would be needed, as demonstrated in Figure 1.

With this in mind, it is important to consider a catastrophe or catastrophic consequence as dynamic. The more capable NSW is at preventing and preparing for, responding to, and recovering from emergencies, the less likely a catastrophe will occur.

Another way of visualising it is seen in Figure 2 below – as the capabilities of the state increase, the consequence of the identified risk decreases.

Figure 2
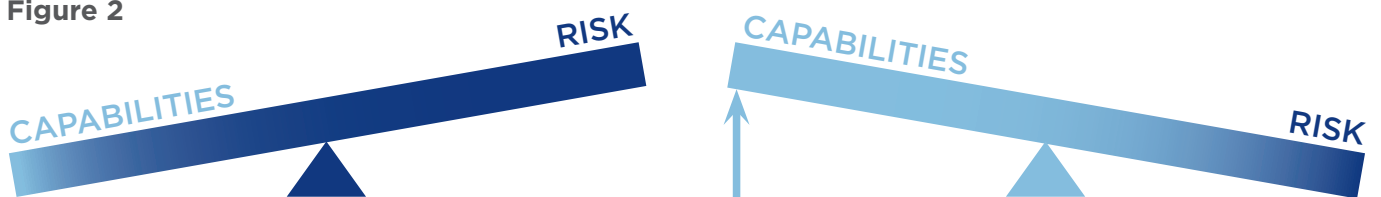
A Capability Development Framework for NSW Emergency Management Sector

Purpose

The NSW Capability Development Framework will ensure that the NSW emergency management sector has a collaborative, coordinated and capable system. It will identify and prioritise capabilities needed to manage major to catastrophic emergencies that require a multi-agency effort across the prevention, preparedness, response and recovery stages.

The NSW Capability Development Framework will support the NSW Emergency Management Disaster Resilience Review and State Emergency Management Committee strategic plan via:

- a capability mechanism to support risk management by identifying the capability gaps that exist and the remedies for this, including strategic investment, training and exercises, and that;

- core capabilities are to be identified and a Capability Framework to be endorsed for the NSW Emergency Management sector.

Vision

To enhance the state's emergency preparedness for major to catastrophic emergencies. Through the identification of any existing gaps and use of evidence based risk assessments to help influence, prioritise and justify capability development investment.

Mission

A NSW which is safer, stronger and more resilient to disasters and better prepared to manage major to catastrophic emergencies.

Scope

The NSW Capability Development Framework supports the NSW Emergency Risk Management Framework and uses evidence based emergency risk assessments to identify and prioritise the enhancement or development of emergency management capabilities. It is adaptable and can be applied at local, regional and state levels with the understanding that emergency management differs at each level.

The Framework does not intend to replace existing processes that support the agencies and organisations in identifying and developing emergency management capabilities.

Definitions

The Australian Disaster Preparedness Framework defines capability as:
The collective ability and power to deliver and sustain an effect within a specific context and timeframe.

A Capability Development Framework for NSW Emergency Management Sector

Audience

The NSW Capability Development Framework is a strategic document aimed at supporting strategic decision makers who identify, develop and forecast emergency management capabilities.

This can include:

- NSW Emergency Management combat agencies
- Non-Government Organisations that support the combat agencies during the prevention and preparation for, responding to, and recovering from natural hazards
- Private sector organisations involved in the prevention of and preparation for, response to, and recovery from natural hazards.

Key outputs

The NSW Capability Development Framework will result in:

- List of state level core capabilities for emergency management
- Process for identifying capability gaps which is influenced by risk
- Framework that details the use of the process and defines the core capabilities
- Strategy to support the implementation of the capability development framework.

Benefits

Implementation of the NSW Capability Development Framework is expected to deliver the following benefits:

- evidence based capability development process that is linked to risk
- improvements to core capabilities and the power to deliver and sustain effectiveness
- alignment with key state programs such as Emergency Risk Management and Lessons Management
- continuous development approach to the capabilities needed to foster resilience across all levels of government, the private sector and the community
- informing and influencing State Emergency Management Committee's decisions regarding capability development, funding and investment
- consistent, adaptable, scalable and functional capability development approach
- reduced duplication of asset purchasing, training and resourcing
- identification of non-traditional sources of capability
- more effective and targeted use of resources, with long term cost savings for government across the emergency management sector.

A Capability Development Framework for NSW Emergency Management Sector

Guiding principles

1. All hazards approach – builds on the current strengths of combat and supporting agencies, arrangements and supports continuous improvement.

2. Strong governance with clear responsibilities and accountabilities – drives the management of emergency risks through shared but defined responsibilities with clear lines of accountability and governance.

3. Best practice – organisations engage and undertake activities consistent with emergency management best practice.

4. Cultural change – cultivate a culture of disaster risk reduction awareness and action, through collaborative communication, respect, trust and a willingness to share knowledge, data and expertise.

5. Inclusive collaborative engagement – all sectors connect with diverse stakeholders to ensure inclusive decision-making leading to better analysis of risk and needed capabilities.

6. Improved public value – collaboration, utilisation of existing capabilities, and prioritisation of investment.

7. Supporting existing legislation, policy and frameworks – ensure capability development leverages local, regional and state emergency risk assessments, exercises, and lesson identified, whilst influencing future exercises, training, decisions and investment.
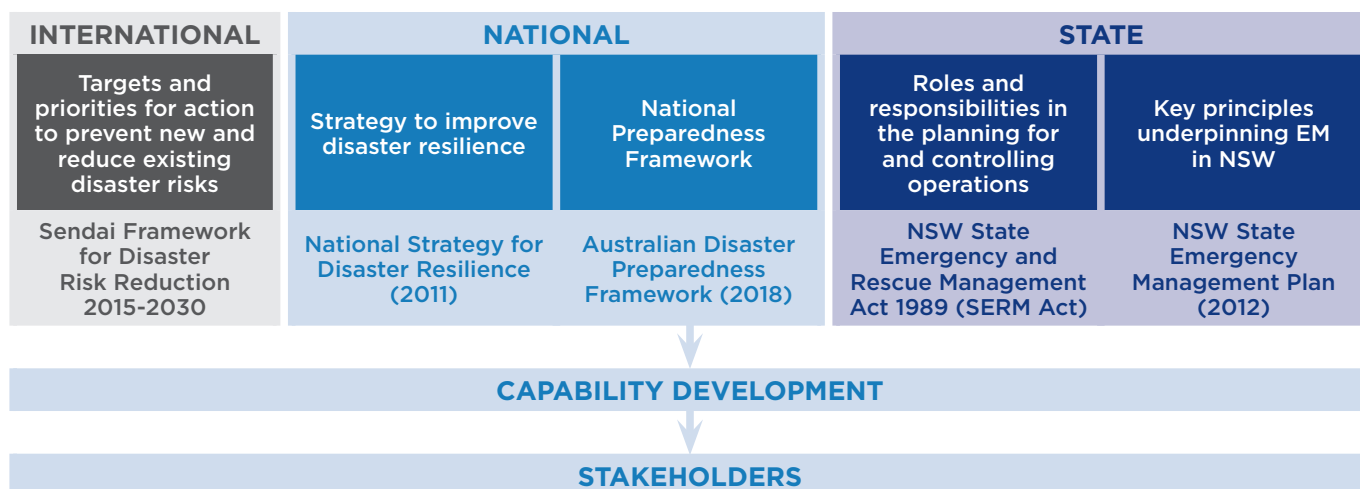
Policy context

International, national and state policies for emergency management (EM) emphasise the need for targeted and prioritised action to ensure the capabilities exist to prevent, prepare for, respond to, and recover from emergencies.

Key documents at the international, national and state level are outlined in Figure 3.

A Capability Development Framework for NSW Emergency Management Sector

Figure 3

INTERNATIONAL	NATIONAL		STATE	
Targets and priorities for action to prevent new and reduce existing disaster risks	Strategy to improve disaster resilience	National Preparedness Framework	Roles and responsibilities in the planning for and controlling operations	Key principles underpinning EM in NSW
Sendai Framework for Disaster Risk Reduction 2015-2030	National Strategy for Disaster Resilience (2011)	Australian Disaster Preparedness Framework (2018)	NSW State Emergency and Rescue Management Act 1989 (SERM Act)	NSW State Emergency Management Plan (2012)

CAPABILITY DEVELOPMENT

STAKEHOLDERS

International level

The Sendai Framework for Disaster Risk Reduction (2015–2030) was adopted by Australia and other members of the United Nations at the third United Nations World Conference on Disaster Risk Reduction in early 2015. It outlines seven targets and four global priorities for action to prevent new and reduce existing disaster risk worldwide:

- understanding disaster risk
- strengthening disaster risk governance to manage disaster risk
- investing in disaster risk reduction for resilience
- enhancing disaster preparedness for effective response, and to 'Build Back Better' in recovery, rehabilitation and reconstruction.

National level

Australia's National Strategy for Disaster Resilience (2011) acknowledges the increasing severity and regularity of natural disasters in Australia and the need for a coordinated and cooperative national effort to enhance Australia's capacity to withstand and recover from emergencies and disasters.

The Australian Disaster Preparedness Framework (2018) informs the strategic governance, policy and investment needed for natural disaster preparedness. The Framework is a dynamic mechanism by which Australia prepares for severe to catastrophic disasters. It incorporates consideration of risk and consequence, and new and emerging ideas and technologies, to inform the strategic capability requirements and arrangements across governments and the private, non-government, community and international sectors.

State level

The State Emergency and Rescue Management Act 1989 (SERM Act) specifies the roles and responsibilities in the planning for and controlling of emergency operations. A key function of the State Emergency Management Committee (SEMC) under the SERM Act is to 'facilitate strategic State level emergency management capability through inter-agency co-ordination, co-operation and information sharing arrangements'.

The NSW State Emergency Management Plan (EMPLAN) sets out the state level approach for EM. It provides the key principles that underpin EM arrangements in NSW, the governance and co-ordination requirements as well as roles and responsibilities of agencies.

Elements of Capability

A capability is the collective ability and power to deliver and sustain an effect within a specific context and timeframe. Capacity is the key determinant of how long a capability can be sustained for at a particular level of ability. The level of capability is determined by the combination of ability and capacity across the following core elements[2] and can be can be viewed as inputs, which when combined, deliver a specific capability to a particular level of ability and capacity.

People

- All personnel involved in undertaking emergency management activities including community, all levels of government, non-government organisations, agencies, businesses and volunteers.

- People with appropriate knowledge and skills with a focus on leadership and technical skills, and most importantly – a supportive culture. This includes the relationships, communications, social networks, governance, processes and systems that drive collaboration across boundaries and hierarchies bringing everyone together to deliver.

Resources

- The physical equipment and assets needed to undertake emergency management activities. For example: infrastructure, fleet, IT equipment, radios, communications equipment, consumables and personal protective clothing, equipment and lifecycle management.

Governance

- The enabling factors that emergency management operates within, including legislation, funding, authorising environment, emergency management arrangements and policies.

Systems

- The systems, including data, that are used to deliver emergency management outcomes such as learning and development, information technology, financial, infrastructure and asset management, workforce management, workplace health and safety, quality control and incident management systems (such as AIIMS and ICCS+).

Processes

- Documented or undocumented ways of delivering emergency management such as capacity planning, risk management, continuous improvement, information flow and planning.

2. The elements as agreed to by all jurisdictions are drawn from the Emergency Management Victoria, Victorian Preparedness Framework, May 2018.

A NSW Capability Development Model
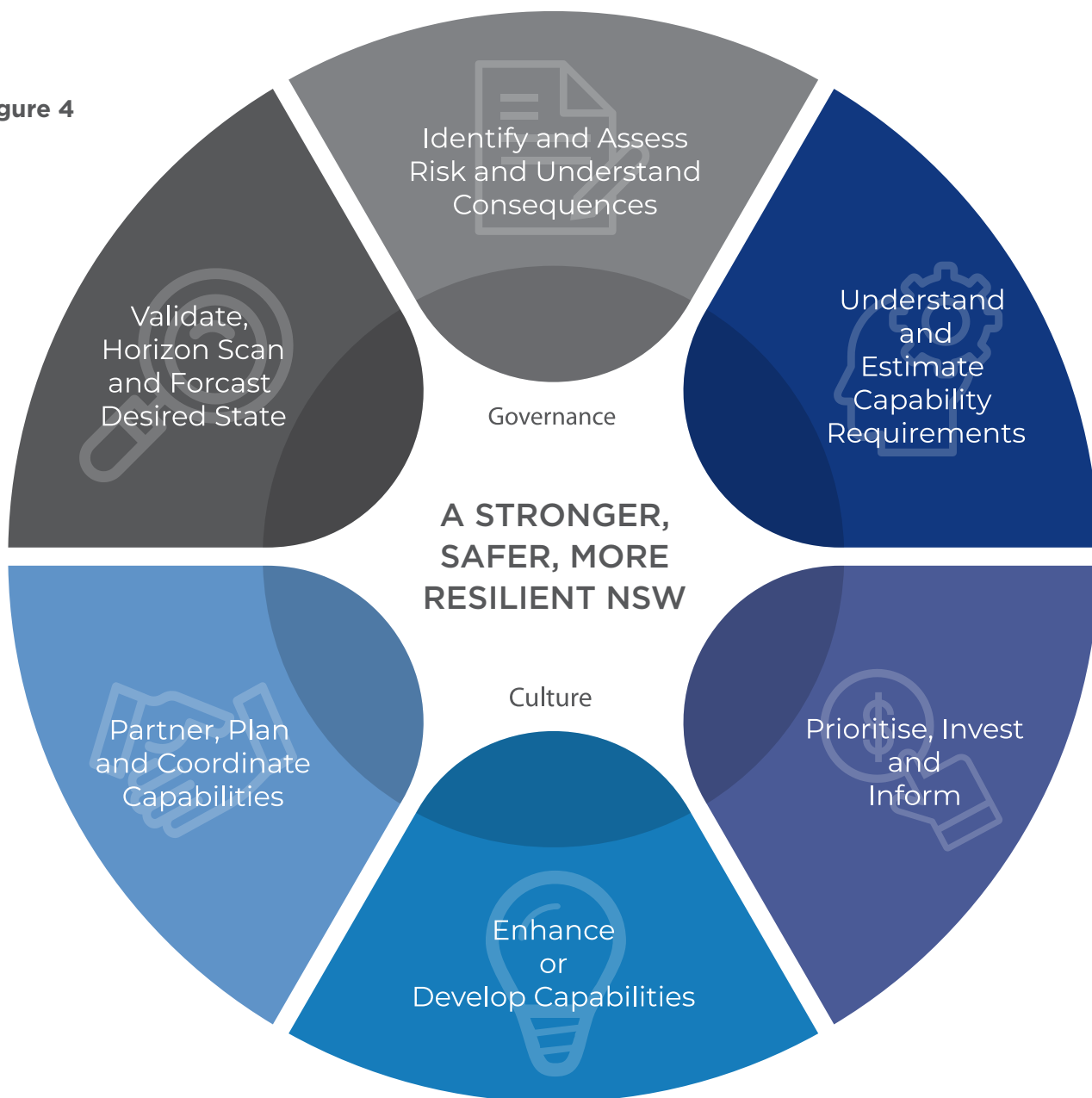
Figure 4

The NSW Capability Development Model (Figure 4) illustrates the ongoing process of ensuring NSW can effectively prepare for and manage natural hazards or threats that result in a major to catastrophic emergencies at local, regional and state levels. The model and framework should not be used independently, but regarded as an enabler and one part of a larger process to enhance the preparedness of the NSW emergency management sector.

Capabilities should be influenced by risk. By knowing our risks we can answer the first two questions of capability planning 'What do we need to be prepared for?' and 'How prepared do we need to be?'.

The NSW Capability Development Model intends to be adaptable and used in conjunction with local, regional and state emergency risk assessments. As residual risk is transferred to the next level of governance following a risk assessment, so will the gaps identified in capability elements (Figure 5).

Figure 5

LOCAL EMERGENCY RISK ASSESSMENT				
REGIONAL EMERGENCY RISK ASSESSMENT	IDENTIFY RISKS SPECIFIC TO GEOGRAPHIC AREA	ESTIMATE CAPABILITY REQUIREMENTS	ENHANCE & DEVELOP CAPABILITIES	RESIDUAL RISK, CONSEQUENCES & CAPABILITIES
STATE EMERGENCY RISK ASSESSMENT				

Culture and Governance

Structures and communication

This component encompasses the establishment of an open, and learning culture and the importance of effective governance in the preparation for and management of major to catastrophic emergencies.

It includes identifying clear roles, accountabilities and responsibilities. An effective functional governance structure includes formal and informal agreements, statements and shared understanding of expectations. In turn fostering a streamlined decision-making processes that does not interfere with the ability of local groups to take independent action as and where needed.

Culture lies at the heart of governance. It informs the patterns of behaviour, values and ways in which decisions are made and actioned. Organisations should allow for freedom of both, positive and negative experience sharing and discussions. A strong culture that encourages learning, creativity, innovative thinking and adaptability, will enhance the capability of leaders, managers and practitioners. The culture of an organisation will impact its effectiveness and capability to manage a major to catastrophic emergency.

Key considerations

- Understand and apply the concept of 'supported' and 'supporting' organisations for major to catastrophic emergencies.

- Establish formal agreements that outline governance arrangements and the roles and responsibilities as they relate to major to catastrophic emergencies.

- Develop a shared understanding of all roles and responsibilities within an organisation and between government, non-government, private and community sector organisations, that contribute to the preparation for and management of a major to catastrophic emergency.

- Articulate and communicate the roles and responsibilities and expectations of organisations and key personnel.

- Establish, communicate and practice lines of communication to ensure effective governance and culture.

- Understand that culture is determined by the patterns of behaviour that are encouraged, discouraged and tolerated by people and systems over time.

- Demonstrate and uphold the public sector values of integrity, trust, service and accountability.

Photo: Sharon Quandt

NSW Core Capabilities

The 25 core capability requirements for NSW EM sector are grouped by time relevance to the event: before, during, or after and its combinations, in the table below. Definitions for each follow.

Before, During and After
Emergency Management Planning
Community Information, Alerts and Warnings
Situational Intelligence, Information Sharing and Interoperability
Risk and Threat Assessment
Community Engagement, Planning, Capacity and Resilience
Public Order and Community Safety
Lessons Management
Organisational Resilience
Research and Learning
Private Sector and NGO Engagement (Public, Private Partnerships)

Before and During
Emergency Response
Operations Management and Coordination

During and After
Fatality Management
Essential Services and Infrastructure Maintenance and Restoration
Impact Assessment
Crisis Leadership
Logistics and Supply Chain Management

Before	During	After
Land-use Planning	Mass Search and Rescue	Economic Recovery
	Evacuation and Support	Social Recovery
	Biosecurity Management	Natural Environment Recovery
	Mass Care	

NSW Core Capabilities

Emergency management planning

The ability to systematically plan for and engage with the whole of community and implement scalable, strategic, operational and tactical level approaches across PPRR to deal with major to catastrophic emergencies.

Operations management and coordination

The ability to maintain and implement command and control systems, incident management systems and operational tasking processes practiced in emergency management.

Community information, alerts and warnings

The ability to deliver coordinated, prompt, reliable and actionable information to the community using clear, consistent and accessible methods to elicit appropriate responses.

Emergency response

The ability to respond appropriately to the emergency and its consequences in a scalable manner.

Essential service and infrastructure maintenance and restoration

The ability to stabilise critical infrastructure functions, minimise health and safety threats, and efficiently restore and revitalise systems and services (social and physical) to support a viable, resilient community.

Situational intelligence, information sharing and interoperability

The ability to combine situational awareness inputs from all sources with predictive analysis of consequence, risk, capability and capacity. Raw information must be translatable into intelligence products accessible and appropriate for the needs of stakeholders and decision makers at all levels. This includes the mechanisms for timely information broadcast and transfer (such as operational communications), and systems of data interpretation (including geospatial information systems and electronic common operating picture applications).

Community engagement, planning, capacity and resilience

The ability to collaboratively plan for response and recovery through partnering with the community, and building capacity for local plan implementation and recovery management. It encompasses empowerment of local leaders and stakeholders to improve recovery and resilience outcomes for individuals and the communities. This includes program support and funding for planning and capacity building initiatives and wider community preparedness programs.

Private sector and NGO engagement

The ability to engage with private sector and non-government organisations to increase capacity and facilitate information sharing for a holistic response.

NSW Core Capabilities

Fatality management

The ability to provide fatality management services including: decedent remains recovery and victim identification; work with partner organisations to provide mortuary processes, temporary storage or permanent internment solutions; share information with mass care services to reunite family members and caregivers with missing persons or remains; and provide counselling to the bereaved.

Public order and community safety

The ability to provide a safe, secure and orderly society by following regulations and laws that prevent serious emergencies, and ensure a safe environment for those communities affected by an emergency and any responding personnel engaged in emergency operations.

Lessons management

The ability to collect and analyse information and data (including, but not limited to data from operations, exercises, programs and reviews) to develop, implement, validate, provide assurance and share changes intended to improve efficiency and promote good practice.

Crisis leadership

The ability to lead and manage a response or recovery to a crisis or emergency, including the activation of political emergency response and community leadership.

Land use planning

The ability to plan, manage and minimise the impact of future risks within the urban environment.

Risk and threat assessment

The ability to undertake risk and threat assessments of individual and collective hazards across PPRR, to identify and prioritise current and future risks.

Organisational resilience

The ability of organisations to deliver business as usual (or return to business as usual) while responding to shocks and stresses including natural hazards and emergencies.

Research and learning

The ability to analyse key events, emerging risks and scientific information. This includes transferring information to others to improve emergency management across PPRR spectrum of activities underway, and into the future.

Mass search and rescue

The ability to deliver traditional and new search and rescue capabilities, including people and resources, with the goal of saving the greatest number of lives in the shortest period of time.

Evacuation and support

The ability to move and support a high volume of displaced or at-risk people and provide immediate life sustaining services including food, shelter, water, healthcare and sanitation.

NSW Core Capabilities

Logistics and supply chain management

The ability to establish, sustain and adapt an appropriate supply chain. This will support response and recovery to deliver essential services, materials, equipment, and to establish emergency power, telecommunications and fuel support including: alternative routes, emergency permits and escorts for responders, clearing and restoration of damaged roads.

Biosecurity management

The ability to protect the economy, environment and community from the impact of biological threats, such as animal and plant pests, and diseases and contaminants, through a deliberate and systematic approach to protecting our borders from pests and diseases.

Economic recovery

The ability to return economic and business activities (including food and agriculture) to a healthy state and restore livelihoods, businesses, tourism, productive land, development of business and employment opportunities, that result in a sustainable and economically viable community.

Social recovery

The ability to provide assistance and access to services that allow individuals, families and communities to effectively function after an emergency event. This includes safety, security, shelter, health and psychosocial welfare and re-establishment of elements of society necessary for well-being.

Natural environment recovery

The ability to restore the natural environment, such as water, air, land, soil, plants and animals.

Impact assessment

The ability to provide all decision makers with relevant information regarding the nature and extent of the hazard. This includes any potential consequences during and after an emergency to ensure efficient, timely and appropriate support for communities.

Mass care

The ability to meet essential needs and provide care to high volumes of affected citizens and evacuees, both in and away from impacted areas. This includes health, psychological, aged, pharmaceutical and disability care.

The ability to coordinate and manage services to meet the immediate needs of affected livestock and companion animals.

Applying the Capability Development Model

Identifying risk and understanding consequences

What does the state need to be prepared for? How prepared is the state?

There is a need to thoroughly analyse the risks and consequences posed by natural hazards and threats. In considering risk, priority should be given to those hazards relevant to the user, with a focus on high impact credible emergencies. However, it is often the low likelihood but major/ catastrophic consequence events that overwhelm existing capabilities.

Understanding hazard risk, including policies and practices, should be based on all dimensions of exposed elements, vulnerability, likelihood, hazard characteristics and the environment. This understanding is useful for: pre-emergency risk and threat assessment; prevention and mitigation; the development and implementation of appropriate preparedness, effective response to, and recovery from emergencies; and to better inform our preparation for unknown (black swan) catastrophes.

Key considerations

- Take an all-hazards view – including natural hazards, terrorism, cyber-attacks etc.

- Understand the continuum of risks associated with a major to catastrophic emergency – i.e. before, during and after an event.

- Use current and future state scenario analysis to understand risk.

- Understand the environment and context when determining consequences – e.g. geographic, climatic, social, political, demographic, community.

- Identify interdependencies e.g. power interruption will impact transport, communications, hospitals, water supply etc.

- Identify who and what will be impacted by a major to catastrophic emergency, and for how long, – through methods such as forecasting and scenario testing.

- Identify both preventative and mitigating controls to manage risks.

- Understand how to develop and implement effective preventative and mitigating controls.

Applying the Capability Development Model

Understand and estimate capability requirements

How prepared does the state need to be?

It is important to understand the capabilities needed to effectively prepare for and manage major to catastrophic emergencies. This does not mean that all those capabilities must be developed. It is not financially responsible or viable to do so and circumstances may arise for which it is not reasonably possible to be prepared. It will, however, help identify gaps which in turn will support the development of a desired state of preparedness and capability targets.

It emphasises the importance of simulation and exercising. The capabilities needed must be considered both in terms of the level of capability to effectively deal with the task at hand, and the capacity needed to sustain this level of capability (effect) over an identified time. It requires a holistic consideration of credible events (linked to the understanding of risk and consequences) to identify common capabilities and those that may be unique to one or a small number of events. Additionally, this identifies which organisations have the capabilities needed – other governments, non-government organisations, the private sector, communities and international partners.

Key considerations

- Use scenarios, experimentation, forecasting and simulation to understand capability requirements.

- Identify common capabilities that are needed to prevent and/or manage major to catastrophic emergencies.

- Identify unique capabilities that are needed to prevent and/or manage major to catastrophic emergencies.

- Identify the capacity needed to ensure it can be effectively applied and sustained.

- Identify where needed capabilities that prevent and/or manage major to catastrophic emergencies exist (i.e. government, community, non-government, private sector, international).

- Note that it is not financially feasible or possible to maintain capabilities that prevent and/or manage all major to catastrophic emergencies.

- Note that effective capability leverages the collective ability of others (i.e. government, community, non-government, private sector, international).

- Understand a capability is made up from a mixture of the core elements of capability.

- Understand the capability threshold.

Applying the Capability Development Model

Prioritise, invest and inform

Informed and considered investment with support from policy

It is important to understand how prepared the sector is, identify gaps and prioritise development of and investment in capabilities. This understanding informs investment, policy making and setting of expectations that leads to better outcomes and improved capability. This is particularly important to ensure the best return on investment of the public funds and to clarify partner investment to build improved interoperability through standardisation of approaches to preparing for and managing major to catastrophic emergencies.

Key considerations

- Identify gaps in capability and capacity particularly to understand points where these will be overwhelmed.
- Share identified gaps in capability and capacity with all parties (i.e. government, non-government, private sector, communities and international partners).
- Consider and assess the impact of investment decisions, changes to policy and expectations.
- Share changes and the impacts of investment decisions, changes to policy and expectations.
- Note the value of coordinating investment and policy decisions to generate a better overall outcome.
- Understand that informing investment includes reinvesting or repurposing current capabilities.
- Consider other resources e.g. the National Risk Reduction Framework.

Enhance or develop capabilities

Identify requirements for implementation

This component advances the understanding of capability requirements in order to prepare for and manage major to catastrophic emergencies. Enhancing a particular capability requires an analysis of the core elements of capability, the potential sources of that capability, what capacity there is to sustain that capability, and how effectively can that capability be maintained over an identified time.

Key considerations

- Understand the mix of core elements needed to produce the desired capability.
- Ensure the desired effect of a capability is achievable and measurable.
- Understand the capacity requirements to ensure the needed capability can be sustained for the identified time period.
- Understand what is needed: to do, to change, to implement, to transform.
- Look to create capability from non-traditional sources such as the private sector.
- Consider the whole of life implications of a capability.
- Note that development of capability will take time.
- Note that capability will not be effective unless it is practiced and tested.

Applying the Capability Development Model

Partner, plan and coordinate capabilities

What, who, partner, how, implement and test

There is a need to properly plan and coordinate capabilities among partnerships to prepare for and manage major to catastrophic emergencies. Effective and efficient management of major to catastrophic emergencies requires more than just responding when an event occurs. Much of the effort involves collaboratively undertaking activities to identify, analyse and assess the need for action to protect communities from risks before an emergency occurs. It is crucial to plan and coordinate availability and use of capabilities among partnerships to effectively prepare for, manage and recover from major to catastrophic emergencies.

Key considerations

- Clearly identify parties responsible for development and accountable for delivery.

- Ensure communities are at the heart of planning and coordinating capabilities and partnerships to prepare for and manage major to catastrophic emergencies.

- Ensure communities are aware of their role in sharing responsibility in preparing for and managing major to catastrophic emergencies.

- Ensure all stakeholders understand the nature and expectations of partnerships for specific major to catastrophic emergencies.

- Formalise partnerships through Memorandums of Understanding, agreements and/or plans.

- Ensure all parties fully understand each other's capabilities and capability gaps in preparing for and managing specific major to catastrophic emergencies.

- Ensure all parties understand the governance arrangements that are in place and how these will operate during a specific major to catastrophic emergency.

- Ensure all parties understand the importance of planning and what this entails.

- Ensure the planning process involves all parties including partners to enhance mutual understanding and ownership of the plan.

- Practice the implementation of plans through simulations and exercises to build confidence in partners and plans.

- Ensure plans are revisited and updated.

- Note partnerships allow organisations to leverage expertise that is invested in others.

Applying the Capability Development Model

Validate, horizon scan and forecast desired state

What do we need to be prepared for next?

Thorough planning and forecasting will help organisations to identify gaps in the capabilities and to prioritise and validate the capabilities needed to reach desired state and best prepare for a major to catastrophic emergency.

The core outcome of this Framework is Continuous Improvement. Continuous Improvement ensures the Framework, both as a whole and for each of its components, is regularly measured, reviewed and evaluated against past and current performance and future needs. This ensures the Framework is dynamic in both: building its maturity, and adapting to the changing requirements of preparing for and managing major to catastrophic emergencies.

Key considerations

- Develop clear measures and targets to assess, track and manage performance.

- Understand sources of, and establish tools for, accessing the data and information that informs reporting and continuous improvement.

- Ensure continuous review and evaluation of performance.

- Identify the intended results or desired outcomes of the activities undertaken.

- Use simulation, experimentation and exercises to understand the effectiveness of the Framework and its components.

- Use available data, lessons and trends to scan for potential future capability requirements, contributors or investment.