
VICTORIAN EMERGENCY MANAGEMENT STRATEGIC ACTION PLAN

UPDATE #1 2016 - 2019



Photo by: Brian Eddy

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Acknowledgement to Country

The Victorian Government acknowledges Aboriginal and Torres Strait Islander people as the Traditional Custodians of the land. The Victorian Government also acknowledges and pays respect to the Elders, past and present.



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MINISTERIAL FOREWORD



The Victorian Emergency Management Strategic Action Plan (SAP) Update 2016-2019 provides the first update to the three-year rolling plan to support the ‘all communities, all emergencies’ approach to emergency management and will help us achieve our shared vision of safer and more resilient communities.

The SAP Update is critical to maintaining momentum in reforming Victoria’s emergency management sector. It drives continuous improvement to achieve improved and sustainable outcomes for the sector. It builds on the progress achieved through the initial implementation of the SAP and outlines some of the challenges we must continue to address. It provides for a stronger understanding of why the SAP and its actions remain essential to improving community safety and resilience.

Working as one to deliver safer and more resilient communities requires strong, united leadership, underpinned by shared values and positive behaviours. Expertise, efforts and resources need to converge to lead the required reform to deliver the best outcomes for the community.

I recognise the importance of the sector, community and businesses continuing to work collaboratively to develop adaptive and agile strategies for emergency management. This will lead to increased community safety and self-reliance.

The Victorian Government supports ongoing reform of the emergency management sector to build safer and more resilient communities. As part of these efforts, I am personally committed to championing a number of actions within the SAP including engaging with young people as both learners and educators; leadership programs which support diversity and inclusivity; further developing our workforce and training frameworks; and stronger planning for investment across our sector.

We all need to work together to drive sector reform and ensure this momentum continues.

A handwritten signature in blue ink that reads "James Merlino". The signature is fluid and cursive.

**The Hon James Merlino
Minister for Emergency Services**

EMERGENCY MANAGEMENT COMMISSIONER



As Victoria's population increases and its characteristics change, the challenge will be how the emergency management sector engages with communities and business. The principles that guide the delivery of the Strategic Action Plan aim to engender community centred approaches and place 'community at the centre of all that we do'.

Over the past year we have evolved to an 'all communities, all emergencies' approach to emergency management. This is a logical and simple change in the way we manage emergencies. Coupled with significant work across the sector has seen it evolve and mature. Agencies have worked as one to progress actions in the SAP and continue along the reform journey.

The SAP Update 2016-2019 has been developed in consultation with the sector to continue to guide how it will achieve reform and responds to new opportunities and challenges that will continue to arise. It also recognises the growth across the sector and incorporates critical actions to move from predominately land based emergencies to now embracing a greater spectrum of water based emergencies by including and supporting initiatives in water safety education, and marine search and rescue. This is an important step in working towards sustainable emergency management to be able to meet challenges and opportunities ahead.

As a sector we must continue to position ourselves as strongly as possible to protect and preserve life, keep communities informed, guard critical infrastructure, residential properties, livelihoods and the economy, and preserve Victoria's environment and conservation of assets and values.

Victorians need to see the community is our absolute focus. We all need to continue to work together to see our vision of *safer and more resilient communities* become a reality.

A handwritten signature in blue ink, appearing to read 'CW Lapsley', written over a light blue circular background.

Craig Lapsley PSM
Emergency Management Commissioner, Victoria



SAP UPDATE 2016-2019

The Emergency Management Strategic Action Plan 2015-2018 is a three year rolling plan developed under the *Emergency Management Act 2013*. It outlines state-wide strategic priorities, with corresponding actions, to support Victoria in achieving its vision of *safer and more resilient communities*.

Safer and more resilient communities are “flexible and resourceful, with the capacity to accept uncertainty and proactively respond to change”.¹

Launched on 1 July 2015, the SAP builds on lessons from the past and the expertise, strengths and enduring goodwill of communities and service providers. It outlines the drivers of generational change that Victoria is experiencing, and responds by outlining the reforms needed to meet these ever-emerging challenges.

The first year of the SAP implementation saw the commencement of 22 of 30 actions across the sector. As these actions are working towards long term reform, they vary in complexity, duration and resource requirements. A number of these actions are well on the way to achieving their desired outcomes.

¹ Community Based Emergency Management – Overview, Emergency Management Victoria, May 2016.

SAFER AND MORE RESILIENT COMMUNITIES ARE “FLEXIBLE AND RESOURCEFUL, WITH THE CAPACITY TO ACCEPT UNCERTAINTY AND PROACTIVELY RESPOND TO CHANGE”

► SAP UPDATE 2016-2019

As the first major strategic reform of its kind for Victoria, the implementation of the first year of the SAP has identified opportunities and challenges for the emergency management sector (the sector). These have been captured through a lessons management process, and have been incorporated into this SAP Update, reflecting the sectors ongoing commitment to continuous improvement.

Over the past 12 months, the sector has continued to mature and move towards a broader ‘all communities, all emergencies’ approach to emergency management. This includes emergencies caused by weather or natural emergencies, human health, animal health, agricultural/ biosecurity incidents, failure of infrastructure and security emergencies. This approach aims to support all types of communities being at the centre of all decision making. This shift within the SAP context ensures that government and the sector remain focused on building safer and more resilient communities.

The sector has also articulated the opportunities and challenges which seek to address each priority. This provides for a stronger understanding of why the SAP and each of its actions remain essential to strengthening how we work together before, during and after emergencies to achieve the best outcomes for the community. Working as one to meet these challenges requires strong united leadership, underpinned by shared values and positive behaviours. Expertise, efforts and resources need to converge to lead the required reforms.

As the population increases and demographics change, the sector will continue to be challenged on how we engage with communities whose capabilities, capacities, needs and expectations vary. The SAP aims to support community centred approaches and place the community at the centre of all that we do. To further enhance this, this SAP Update *emphasises the impact of gender, inclusion, ethnicity, including aboriginal communities, religion, linguistics, disability and socio-economic diversity should be taken into account, where applicable, across each of the SAP priorities.*

With these developments in mind, and in continuing to support and acknowledge a collaborative approach across the broader emergency management sector, two new actions have been added to the SAP. These new actions concentrate on further developing and supporting existing initiatives to build an effective and efficient service delivery model for marine search and rescue in Victoria, and support and promote innovative approaches to water safety education to enhance the skills across communities during an emergency; ultimately to create safer and more resilient communities. These two new actions and existing actions are all complex pieces of work, which is why the collaboration between stakeholders across the sector is essential for successful delivery of sector reform.

The SAP Update 2016-2019 will continue to be delivered and implemented through a suite of actions and projects across the emergency management sector. The ongoing monitoring of the SAP implementation will remain the responsibility of Inspector General Emergency Management (IGEM). This will provide the Minister for Emergency Services, government, emergency management sector and community with the assurance and evidence of effective and efficient progress in delivering the outcomes of each priority.



EMV
EMERGENCY
MANAGEMENT
TORIA

Planning
Officer

THEMES AND PRIORITIES

THE VISION: SAFER AND MORE RESILIENT COMMUNITIES

The SAP's reform priorities that will contribute to Victoria achieving the vision are:

	COMMUNITIES & BUSINESS	PEOPLE & CULTURE	GOVERNANCE	SERVICES & SYSTEMS
2016-2019 PRIORITIES	<p>Build and empower community leadership and develop awareness, shared responsibility and self-reliance to ultimately strengthen resilience.</p> <p>Enhance the capability and capacity of Local Governments to meet their obligations in the management of emergencies.</p>	<p>Develop sector leadership that instils a positive workforce culture and promotes respect, cooperation, innovation and diversity.</p> <p>Create a long-term emergency management employee and volunteer workforce development strategy.</p>	<p>Define emergency management roles and responsibilities across all tiers of government, non-government organisations, agencies, business and the community, and make sure they are understood by all involved.</p> <p>Define a process for understanding and mitigating the consequence for communities that are at high risk of experiencing an emergency, such as those in peri-urban areas, and make sure the process is understood by all involved.*</p>	<p>Formalise an integrated emergency management service delivery model that facilitates community safety and self-reliance, and supports the people and systems to deliver them in an integrated and coordinated manner.</p> <p>Enhance systems and platforms to deliver integrated services.</p>
THE FUTURE STATE	<p>Communities and businesses are engaged in emergency management. People are aware of their responsibilities should an emergency occur. People understand their local social, economic and natural environment and the impacts an emergency may have on each. Communities are clear about what they value and how to work with the sector to best protect these assets.</p>	<p>The emergency management sector is characterised by a culture of respect, cooperation and innovation. The sector's leaders consistently promote and model these values. The diversity of the workforce reflects the communities it serves. Employees and volunteers have the right skills, expertise and support to confidently and safely undertake their roles.</p>	<p>Roles and responsibilities across State, Local and Commonwealth Governments and agencies are clearly defined and understood. They are in modernised and simplified legislation, operating arrangements and plans. Emergency management is reflected in land use and infrastructure planning and efficient operational arrangements that improve community safety.</p>	<p>Agile systems are in place that meet the current and future needs of metropolitan, regional and rural Victorians. Services are tailored to support Victoria's diverse communities. Governments and agencies understand and plan together for the long-term investments needed to deliver these systems and services.</p>

* In the emergency context, high risk exists where there is a hazard combined with an exposed and vulnerable population and its assets. This is particularly the case for geophysical hazards such as bushfire, flood, landslip, storm, earthquake and tsunami. Peri-urban is for this purpose defined as an area or zone where structures, built environment and other human development adjoin or overlap with undeveloped land, including bushland, coastal and rural landscapes.

THEME: COMMUNITY AND BUSINESS

PRIORITY A:

Build and empower community leadership and develop awareness, shared responsibility and self-reliance to ultimately strengthen resilience.

Our Challenge: Resilience across the State is variable, with some local communities having higher expectations of the sectors' role before, during and after emergencies.

The objective of this priority is increased capacity of local communities to be ready to withstand, and recover from an emergency, using business, social and community networks to raise awareness, share responsibility and build self-reliance to strengthen resilience.

The actions to realise this objective are:

- A1. Develop or link into existing initiatives that highlight the critical, hands-on **role community members and local business** can play in keeping themselves and their communities safe in an emergency.
- A2. Develop a **resilience framework** incorporating guiding principles for shared responsibility and self-reliance in prevention, planning, response, relief and recovery activities, communications and publications. Embed these principles in all tiers of emergency management plans.
- A3. Develop or link into existing initiatives to build the next generation of **community and business leaders in emergency management**. Encourage participation that reflects local community demographics including gender, ethnicity, religion, disability and socio-economic status. Increase opportunities for community leaders to be involved in decision making forums, such as Community Emergency Management Planning process.
- A4. Identify key partnerships across governments, agencies and the public and private school sectors to develop innovative approaches to engage with **young people as both learners and educators** to build emergency management awareness and capability.

- A5. Use **community profiling** to strengthen understanding of local community diversity, values and needs. This informs the sector on optimum service and engagement models and wider opportunities with respective communities.
- A6. Develop or link to existing initiatives that support and promote innovative approaches to **water safety education** that enhance and build the skills across communities that can be drawn on in an emergency.

The outcome will be community members who are empowered and skilled to take on leadership roles before, during and after an emergency.

PRIORITY B:

Enhance the capability and capacity of Local Governments to meet their obligations in the management of emergencies.

Our Challenge: Local Government's roles and responsibilities in emergency management can be varied and inconsistent. We need to better understand Local Government's capability and capacity to meet these roles and responsibilities.

The objective of this priority is councils with an enhanced ability to meet their legislative and policy requirements and operating arrangements in the planning, prevention, relief and recovery from emergencies.

The actions to realise this objective are:

- B1. Clarify and confirm the emergency management roles of **local government**, and assess councils' **capability and capacity** to meet their emergency obligations.
- B2. Drawing from the above, develop **action plans** to address **capability and capacity gaps**.

The outcome will be councils with the requisite expertise, capability and capacity to fulfil their legislative obligations in the management of emergencies.

THEME: PEOPLE AND CULTURE

PRIORITY C:

Develop sector leadership that instils a positive workforce culture and promotes respect, cooperation, innovation and diversity.

Our Challenge: There are varied workforce cultures across the emergency management sector which have differing levels of diversity, inclusivity and organisational values.

The objective of this priority is emergency management sector leaders who embody respect, cooperation, innovation and diversity, and champion these values across the workforce.

The actions to realise this objective are:

- C1. Develop a common approach to gathering the data that will form the evidence base for the sector's efforts to create a **workforce culture** with a focus on respect, cooperation, innovation, culture and gender **diversity**, and enable progress to be measured.
- C2. Review **emergency management leadership programs** to ensure focus on respect, cooperation, innovation, cultural and gender diversity. Additionally, use leadership programs from the wider business and community sectors that embody these principles.

The outcome will be emergency management leaders who demonstrate respect, cooperation, innovation and champion diversity.

PRIORITY D:

Create a long-term emergency management employee and volunteer workforce development strategy.

Our Challenge: A more consistent, collaborative and innovative approach towards workforce management across the emergency management sector, is needed. There is opportunity to further understand the evolving expectations and requirements to support the promotion of a diverse, inclusive and skilled workforce for the future sustainability of the sector.

The objective of this priority is a sophisticated workforce management approach to build and sustain the emergency management sector.

The actions to realise this objective are:

- D1. Establish **workforce management principles** to guide emergency management agencies and departments to plan, manage, recruit and retain their workforce.
- D2. Develop and implement a **10-year workforce strategy and sector training framework** that delivers a highly diverse and technically competent workforce.
- D3. Develop a state-wide management **volunteering framework** that is focused on:
 - Capability, capacity, growth and retention
 - Supporting agencies and department with the management of volunteers
 - Spontaneous volunteering
 - Flexibility for volunteers to move between agencies
 - Addressing surge capacity in times of peak demand.

The outcome will be a diverse sector workforce that reflects the community it serves, with employees and volunteers having the skills, expertise and support to confidently and safely undertake their role.

THEME: GOVERNANCE

PRIORITY E:

Define emergency management roles and responsibilities across all tiers of government, non-government organisations, agencies, businesses and the community, and make sure they are understood by all involved.

Our Challenge: Due to the evolution of the emergency management sector, there is a lack of clarity and understanding across government and non-government of roles and shared responsibilities. Some existing arrangements do not support the future needs for the direction of the sector's reform.

The objective of this priority is streamlined and contemporary legislation, policy, operating arrangements and plans. Each clearly articulates the roles and responsibilities of community, all tiers of government, non-government organisations, agencies and businesses to better integrate the management of emergencies.

The actions to realise this objective are:

- E1. **Review legislation and policy** relevant to emergency management in collaboration with key stakeholders.
- E2. Foster key partnerships to enable all stakeholders to undertake their roles and responsibilities. This includes clarifying the **roles and responsibilities of community, Commonwealth, State and Local Governments** (aligned to Priority B), **non-government organisations, agencies and businesses** in the management of hazards, risks and emergencies.
- E3. Roll out Part 7A of the *Emergency Management Act 2013 (Critical Infrastructure Resilience)* to enable industry and government to understand their responsibilities and requirements in the preservation of Victoria's critical infrastructure.
- E4. Develop **performance standards** to guide effective and efficient governance and enable the sector to measure its performance.

The outcome will be a clear understanding of the roles and responsibilities for emergency management in Victoria.

PRIORITY F:

Define a process for understanding and mitigating the consequence for communities that are at high risk of experiencing an emergency, such as those in peri-urban areas, and make sure the process is understood by all involved.

Our Challenge: There is a lack of integrated, consistent, collective, transparent planning and governance processes and decision-making to effectively mitigate the consequences of emergencies in high-risk communities.

The objective of this priority is a consistent and widely understood planning process that supports communities and other stakeholders to implement activities to reduce the consequence of emergencies.

The actions to realise this objective are:

- F1. Communities, governments, agencies and businesses partner to identify, prioritise and implement **specific risk mitigation** activities such as capital works and **education** programs.
- F2. State and local government to review **land use planning provisions** on the peri-urban interface to ensure that mechanisms are available to adequately mitigate the consequence of emergencies for these metropolitan-rural areas.
- F3. Ensure that **emergency management plans** for **peri-urban areas** are consistent with the local community demographics, hazard risk profiles and emergency management requirements.

The outcome will be a reduction in the consequences of an emergency event for high-risk communities.

THEME: SERVICES AND SYSTEMS

PRIORITY G:

Formalise an integrated emergency management service delivery model that facilitates community safety and self-reliance, and supports the people and systems to deliver them in an integrated and coordinated manner.

Our Challenge: Across the emergency management sector service delivery, governance, resources, people, and systems and processes vary. Additionally, there is a lack of clarity of the future requirements of an integrated service delivery model for the emergency management sector to support collaboration, community safety and self-reliance.

The objective of this priority is an evidence-based all-hazard service model that is relevant, effective and efficient, underpinned by value-for-money investments in interoperable systems, assets and services. The model is understood by all involved to better coordinate efforts.

The actions to realise this objective are:

- G1. **Review** the **emergency management sector's** current **service delivery models** and methods.
- G2. Develop or draw on existing common **service policy, practices, principles, workflows and platforms** to develop **principles and standards that guide service delivery** approaches across all emergencies.
- G3. This action has been incorporated into H2. Refer to H2 for details.

- G4. Progress to an **all-emergencies capability model** that captures and baselines the state's current **capability and capacity**, and identifies current gaps and reinvestment opportunities.
- G5. Develop and implement an **investment plan** that identifies shared procurement and co-location opportunities and future investment requirements across all asset types and capital infrastructure.
- G6. Implement a **comprehensive impact assessment model** across all hazards and all phases of emergency management, taking into consideration the National Impact Assessment Model. This model will include a process to collect, analyse and communicate impact information to better inform response processes, and relief and recovery planning and activities.
- G7. Inform the design of services through **research and best practice models**. Develop and **implement guiding principles** for use by all agencies and departments to ensure that quality, evidence-based research underpins decisions.
- G8. Develop and implement clear governance arrangements that deliver an efficient, effective and sustainable service delivery model for **Marine Search and Rescue** in Victoria.

The outcome will be a Victorian emergency management service delivery model that provides coordinated services for and with the community.

THEME: SERVICES AND SYSTEMS

PRIORITY H:

Enhance systems and platforms to deliver integrated services.

Our Challenge: There is limited shared infrastructure and common terminology, with varied systems, inconsistent data and information that doesn't support a common operating picture for the sector or the community, before, during and after emergencies.

The objective of this priority is improved connectivity and inter-operability between first responders. Improved communication between first responders, support services and the community to improve decision making.

The actions to realise this objective are:

- H1. Implement the sector's **long-term communications plan**, with the longer-term aim of moving to a single integrated voice network and sector-wide broadband data service. Review and adapt rollout in line with social, technical, industry and economic environments, and emerging technologies where appropriate.
- H2. Develop and implement a three-year plan to strengthen Emergency Management Common Operating Picture (**EMCOP**), including improving the interoperability, use, access and consolidation of emergency management information systems and data. The plan should also include the delivery of common principles, standards, definition, systems of work and the agreements required to define the responsibilities for the delivery of data sets.

H3. Develop or draw on existing common definitions in terminology, symbology and data for public information and warnings, with consideration of accessibility for diverse communities. Implement across all phases of emergency management to enhance the community's understanding of **public information** and the issuing of emergency **warnings**.

H4. Enhance and implement a **single-source web portal** to coordinate and deliver all emergency management community information and warning services.

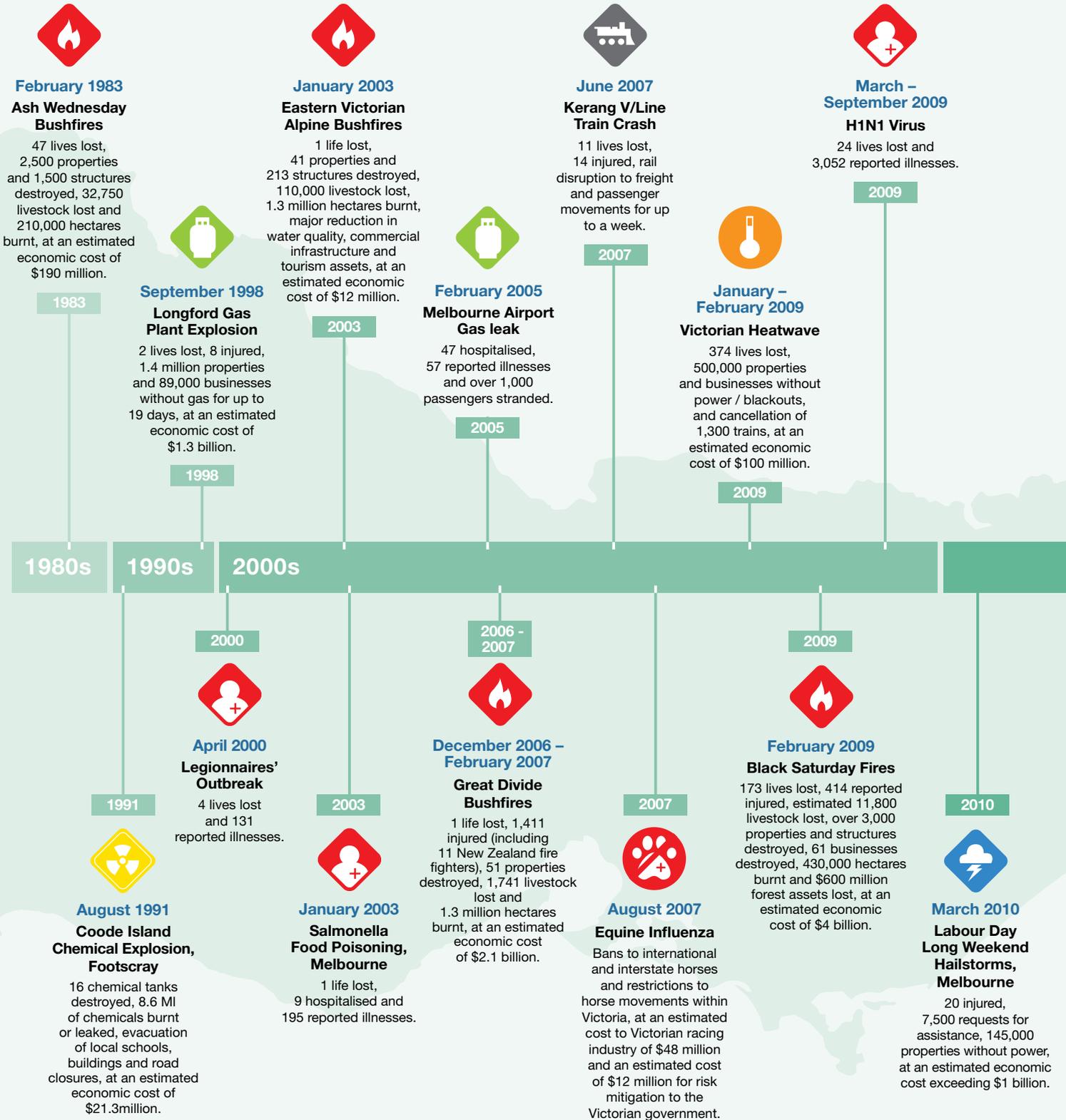
The outcome will be enhanced system and platform interoperability alongside public information and warning systems that are understood and used by the wider community.

“VICTORIANS NEED TO SEE THAT THE COMMUNITY IS OUR ABSOLUTE FOCUS, THEY NEED TO BE BROUGHT IN AND PLAY A PART IN THE EMERGENCY MANAGEMENT PROCESS”

- EMERGENCY MANAGEMENT COMMISSIONER



A SUMMARY OF VICTORIAN KEY EVENTS AND



Fire



Health



Hazardous Material - Gases



Animal Health



Heatwave



Hazardous Material - Liquids



Hazardous Material



Locust Plague

CONSEQUENCES



Throughout 2010 Plague Locusts, Northern Victoria

Loss of vegetable, cereal and canola crops, control program implemented to mitigate locust threat, saved up to an estimated \$2 billion cost to the economy.



February 2012 Portland Chemical Spill

10,000 residents advised to stay indoors, roads closed, fishing fleets grounded and businesses shut.



December 2012 – February 2013 Listeria Outbreak, Gippsland

1 life lost and 26 associated illnesses reported.



February 2014 Gisborne - Riddells Creek Grassfire

20 livestock lost, 5 properties, 46 structures and 500 km of fencing destroyed.



February 2016 Blue Green Algae Outbreak

Murray River, 115 days and 1,450km affected.



2012



2012 -
2013



2014



2016

2010

February 2011 Severe Thunderstorm, Victoria

1 injured and 6,000 calls for assistance, at an estimated economic cost of \$487 million.

2011

October 2012 Burnley / Domain Tunnel Closure

Traffic gridlock and delays for over 2 hours during morning peak hour.

2012

March 2013 Northeast Victoria Tornado

24 injured, 24 properties destroyed, 33 properties damaged and 150 calls for assistance, at an estimated economic cost of \$500,000.

2013

February – March 2014 Hazelwood Mine Fire, Morwell

20 injured, smoke and ash released into atmosphere, schools and childcare centres closed, elderly, pregnant and young children temporarily relocated, at an estimated economic cost of \$100 million.

2014

2011



September 2010 – February 2011 Victorian Floods

1 life lost, 6,000 sheep lost, 17,000 properties without power, 92,900 hectares of pasture and field crops flooded, at an estimated economic cost of \$1.3 billion.

2011

2012



February – March 2012 Central and Northern Victoria Floods

1,089 calls for assistance, 58 properties flooded, including a hospital which was declared unsalvageable, at an estimated economic costs of \$8 million and insured cost of \$108 million.

2012

2014



January 2014 Victorian Heatwave

167 deaths, temps above 41, peaking at 43.9°C on both 16 & 17 January.

2014

2015



December 2015 Scotsburn Bushfire

8 days, 4,570ha, 16 properties destroyed and 4059 sheep lost.

**Barnawartha -
Chiltern Bushfire**
7 days, 6,662ha, 4 houses and 28 sheds destroyed and 620 sheep lost.

**Wye River -
Separation
Creek Bushfire**
34 days, 2,515ha and 116 properties destroyed.



December 2011 Christmas Day Severe Thunderstorm, Melbourne

4,200 calls for assistance, up to 30,000 insurance claims, at an estimated economic cost of \$728.6 million.



November 2012 Warrnambool Telephone Exchange Fire

Internet and phone services cut for 3 weeks affecting 100,000 residents, 135 other exchange areas across south-west Victoria affected, services to 85 schools, 20 hospitals, 27 police stations, 92 fire stations and 14 state emergency service units cut off or severely impacted, at an estimated economic cost of \$18 million.



February 2014 Mickleham - Kilmore Grassfire

16,225 livestock lost, 18 properties destroyed, 8 properties significantly damaged, 76 outbuildings and structures destroyed, 2,371 tonnes of hay, 8,560 hectare of pasture and 22 hectares of plantation burnt.



Flood



Severe Weather / Thunderstorms
/ Grazeurs Warning



Cyclone



Road Closed



Rail Incident



General Incident

All economic costs are estimates at the time of the event, and have not been normalised. Data has been compiled from a range of sources, please contact EMV for a full reference list.



ACKNOWLEDGEMENTS

EMV was delegated by the State Crisis and Resilience Council (SCRC) to facilitate the development of the Emergency Management Strategic Action Plan Update 2016-2019.

The success of this process was enabled by the enduring goodwill and leadership from the sector. Members of the SCRC, and its three sub committees – Capability and Response, Risk and Resilience, and Relief and Recovery – provided consistent input and guidance throughout the process.

We would like to expressly thank the following agencies and departments for their enthusiasm, support and assistance in the development of the SAP:

- Ambulance Victoria
- Australian Red Cross
- Country Fire Authority
- Department of Economic Development, Jobs, Transport and Resources
- Department of Environment, Land, Water and Planning
- Department of Education and Training
- Department of Health and Human Services
- Department of Justice and Regulation
- Department of Premier and Cabinet
- Emergency Management Victoria
- Emergency Services Telecommunications Authority
- Inspector General for Emergency Management
- Life Saving Victoria
- Municipal Association of Victoria
- Metropolitan Fire Brigade
- Victoria Police
- Victoria State Emergency Service

“WE WORK AS ONE”



