Queensland Fire and Emergency Services

Building on our past,
creating our future:
Our Strategy

Queensland
Government

FOREWORD   from our Commissioner

Queensland Fire and Emergency Services (QFES) is undergoing a period of change, change that will establish our department as One QFES and that will ensure we are well positioned to meet the ever-changing needs and expectations of the community and government.

In the fast-paced world we all live and work in, change is occurring exponentially and the impacts and sources of disruptions have increased and will continue to do so. This dynamic environment has highlighted a distinct and critical need for the emergency management sector to plan ahead. QFES must be ahead of these changes by identifying and pre-empting them so we and the people of Queensland are well prepared when — not if — they occur.

Through our three services, QFES has a proud history of serving the people and community of Queensland. The diverse expertise and skills of the Fire and Rescue Service (FRS), that have evolved and continue to demonstrate leadership in the sector, have been integral to protecting the people, property and prosperity of Queensland. The invaluable work of the Rural Fire Service (RFS) and State Emergency Service (SES), working with and in communities, continues to create a stronger, more resilient state. QFES acknowledges its volunteer workforce is a crucial component in our ability to deliver on our mission of working with our many partners and the community to help keep the people of Queensland safe.

The embedding of emergency management in all of our services, across the four phases of prevention, preparedness, response and recovery, is key to QFES as it underpins all of the work we do. We acknowledge our leadership role in striving to safeguard the people, property and environment of Queensland from disaster impacts and to empower and support local communities to manage disaster risks, respond to events and to be more resilient.

While we need to recognise the benefits of a 'lessons learned' approach of planning retrospectively — based around what we have experienced and may experience again — we must focus on preparedness by adopting a posture which positions us to 'plan for the unplannable': one that expects, and is well-prepared for, the unexpected. Further to this, the *Disaster Management Act 2003 (Qld)* clearly articulates QFES must be ready and equipped to help the community prevent, prepare, respond to and recover from

both natural and man-made disasters — reinforcing the need for us to change. As a department, QFES needs to undertake change to establish our preferred position to do this.

We need to be a robust leader in the emergency management sector and institute our own authority to determine and steer our future direction. We must also be flexible enough to help the community prepare for, respond to and recover from situations, and provide sustainable solutions for them to do so.

The role of the FRS and the critical role it plays in delivering skilled response capabilities in times of emergency has and continues to change to meet community needs. It has evolved to keep pace in a dynamic setting, from a traditional primary response to fire in the built environment, to be a multi-skilled fire and emergency response workforce.

In addition, as with many fire and emergency services organisations, QFES also faces the challenge of how to continue to prevent, prepare for, respond to and recover from the increasing demands caused by natural and man-made disasters and events coupled with the challenges traditional models of volunteerism present us. QFES needs to provide ongoing support for the broader community and ensure the necessary systems are in place to attract, retain and support our volunteers. The framework for the QFES Volunteerism Strategy will help shape the department and allow us to better meet the challenges of the future while supporting our volunteer workforce through recruitment and retention initiatives, and training and volunteering opportunities.

In understanding the need to fundamentally transform to meet community expectations of our department, we need to also look at how we work together and with others. We must look at our interoperability as we move toward the role of facilitator and coordinator of resources, working with our many partners and the community to deliver positive outcomes for Queensland and to enable others to do the same.

Over the past 12 months, significant work has been undertaken in relation to our organisational change. To support staff through this process and to give a broader understanding and information, both the Our Future Direction and Our Direction: Changing World documents outlined over-arching principles and explanations about our shared journey.

Katarina Carroll APM
Commissioner
Queensland Fire and Emergency Services

This document, Building On Our Past, Creating Our Future: Our Strategy, has been developed to harness this information collectively and provide a more detailed outline of the work done and what is underway; to explain why this is occurring; and to highlight the role every member of the QFES workforce, paid and volunteer, plays in this process.

QFES is driven by a future that is uncertain, volatile, complex and unknown. We need to anticipate and plan for what is coming, and in doing so, empower and position the community so it can be ready as well. I am focused on our planning, our policy, our training and on having the capabilities in place so, no matter what the situation, we have the skills, corporate and business support, and relationships in place to respond.

> For QFES, interoperability means how we work together and with others to leverage opportunities to improve the coordination of our skills and resources to deliver positive outcomes.

As a department, QFES is evolving. This is an exciting time as we work to strategically position the department by working together, as well as with our many partners and the community, to deliver emergency management capabilities across prevention, preparedness, response and recovery to ensure the best outcomes for the people of Queensland.

I encourage you all to read Our Strategy to see how the department is changing and to understand your role and our shared journey as One QFES.

FOREWORD from our Deputy Commissioners

As part of our departmental change, it has been critical for QFES to recalibrate and map our capabilities to better align our products and services to meet community needs and expectations; to review our organisational structure to deliver these capabilities; and to ensure our workforce is well-positioned both now and in the future to do so.

Deputy Commissioner Mark Roche AFSM
Chief Officer Fire and Rescue Service
Readiness and Response Services

Deputy Commissioner Doug Smith
Chief Strategy Officer
Strategy and Corporate Services

Deputy Commissioner Mike Wassing
Chief Officer Rural Fire Service
Chief Officer State Emergency Service
Emergency Management, Volunteerism and Community Resilience

This activity has been undertaken in consideration of our operating environments — both authorising (legislative) and enabling (resources). We have made prioritised and tactical adjustments to strategically position QFES, ensuring we continue to meet our responsibilities to deliver on the Queensland Government's priorities for the community and our department's strategic objectives, while considering community expectations as a key driver.

We have framed our internal planning in relation to opportunities for improved interoperability; the role we play with our many stakeholders and many partners; and how we can work better together to provide services as a coordinated and cohesive team, creating stronger and more resilient Queensland communities.

Delivering a realigned structure has been critical to this re-evaluation as we must undertake this change while working within operational constraints. QFES must have in place the formal systems to provide clear direction, guide the work we do in alignment with our strategic objectives, and provide context for policy and legislation development, change and implementation.

The development and delivery of corporate governance arrangements, in particular the QFES Governance Framework, clearly articulates how we are governed and provides our workforce, as well as our stakeholders, partners and the general public with a single One QFES governance approach that guides the department's decision-making, operations and overarching strategic direction.

Similarly, while governance frameworks guide our decision-making and the bigger departmental picture, we look to policy for direction and to ensure the day-to-day work we do aligns with strategic objectives and legislative obligations.

The development of the QFES Policy Framework has been undertaken to further define the role of QFES through the development of internal policy and procedures for applying and implementing legislation and public policy.

These key structures ensure QFES continues to deliver its capabilities and day-to-day operations by providing the roadmap needed to navigate an uncertain, volatile, complex and potentially unknown journey in a structured, consistent and accountable way.

While undertaking this period of change, we must also continue to remain focused on our performance. QFES is responsible for delivering essential emergency, safety, mitigation and response services to Queensland to build safe, caring and connected communities.

We also contribute to safer and sustainable communities through disaster management, community assistance, operational response to structure and landscape fires, and all-hazards rescue which includes the SES and RFS enhancing community resilience and mitigating risk through community safety programs.

In undertaking change we must continue to deliver on our Strategic Plan, the Queensland Government's commitments to the community, on Ministerial Charter Goals, and on our state and national measures in relation to emergency management.

This change is also dependent on our ability to ensure our people — our most important asset — are actively involved in the process and are confident in their roles and clear about the role of QFES. Ensuring our workforce has been part of this process, is empowered to be part of it and is actively involved in developing the culture needed to support it, has been a priority.

Working with all services, all regions and all levels of leadership, the QFES Transforms Through Leadership (QFES Transforms) initiative has built the levels of influence required to achieve change and enhanced strong relationships across the department as we develop fully into One QFES.

Our Media, Communication and Engagement (MCE) Unit has delivered a number of communication and engagement tools to support and keep our workforce informed during this process.

Community expectations will continue to evolve and change — this is something we can expect.

The hard work is being done now to ensure QFES has the capabilities and structure to meet these expectations and our workforce is ready and empowered to deal with the changing and challenging environment we operate in.

Building on our past, creating our future : **Our Strategy**

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OUR HISTORY

OUR STRATEGY INTENT

The following document has been developed for the QFES workforce, both paid and volunteer, to provide a holistic overview of the work being undertaken to support the department's evolution to One QFES.

In doing so, we are not only clearly establishing what success looks like for us as a department, but also involving our workforce in the journey of change we are undertaking together.

From the humblest of beginnings, QFES has grown to become a world leader in fire, emergency management and disaster relief.

The first volunteer fire brigade was established in Brisbane in 1860 and the Great Fire of Brisbane in 1864 heralded the first paid brigades from 1889, with the Metropolitan Fire Brigade established in 1921 under the *Fire Brigades Act 1921* and the Metropolitan Fire Brigade Board (1921).

At this time the Rural Fire Service was also finding its feet among farming communities around Queensland with the creation of the first Rural Fire Board in 1927 (disbanded in 1931). In 1945, rural communities began organising local brigades in the period following World War Two which saw the passing of the *Rural Fires Act 1946* and the establishment of the Rural Fire Board in 1948. From 1949 onwards, more than 200 brigades were formed in less than 20 years around the state.

Although initially established during World War Two, the Civil Defence Organisation[1] was re-established in 1961 when the state government turned to the people of Queensland for support. During this period, urban fire crews united statewide for events — most notably the Townsville Sugar Mill fire in 1963 — and the State Fire Services Council was established in 1965.

In response to Cyclone Althea making landfall in Townsville on Christmas Eve 1971,[2] the Civil Defence Organisation undertook its first large scale mobilisation and was called on again in Brisbane in 1973 when a Category F2 tornado hit Brisbane on 4 November.[3] From these major events the organisation found its higher purpose of providing help in times of natural disaster.

Following the 1974 Brisbane floods, the State Emergency Service was established in July of that year by Cabinet. The State Counter Disaster Organization Act passed in 1975 establishing the State Counter Disaster Organisation (SCDO).

Years of expansion, coupled with the passing of the *Fire Safety Act 1976* and the *Fire Brigades Act 1985*, led to greater sophistication among emergency services in Queensland. In a new era of accountability, with the Fitzgerald Inquiry and Review into Fire Services Queensland (both undertaken in 1988), the Queensland Fire Service was created in 1990. This was a statewide service which incorporated 82 locally-constituted fire boards and more than 1400 rural brigades, with the service afforded greater collaboration but cost the autonomy of the brigades.

This was followed by an era of review and restructure, with the establishment of the Response Advice for Chemical Emergencies (RACE) Service in 1992, the first full-time female

firefighters employed in 1995, the Queensland Fire Service Review (Staib Review) in 1996, the restructuring of the Queensland Fire Service into the Queensland Fire and Rescue Authority in 1997, and then into the Queensland Fire and Rescue Service (QFRS) in 2001.

> *"There is very little understanding generally of the role of a good manager leading, recognising the need for change, determining the change parameters, and managing the process of change…"*
>
> (Queensland Fire Service Review, May 1996, p.87)

Changing global environments, including the World Trade Center attacks in September 2001, saw the need for an evolving emergency management sector and tested the resolve of emergency services worldwide, including those in Queensland.

The opening of the Queensland Fire and Rescue Academy in 2001, the establishment of the State Disaster Management Group in 2003 and the RACE Service becoming part of the QFRS in 2004, saw a consolidation and strengthening of efforts in times of disaster.

In 2010, the State Disaster Management Group extended to include local governments and during this period and into 2011, world leading responses to disaster events such as the 2010–11 Queensland Floods and Cyclone Yasi demanded incredible interagency cooperation which relied on partnerships with local governments across Queensland. The appointment of the State Disaster Coordinator in 2011 reinforced this.

During 2013, reviews were undertaken and QFES was established on 1 November 2013.[4] Most recently, the Independent Review of an Incident Involving Queensland Fire and Emergency Services Employees (Allison Review) in 2014 highlighted areas where the department had not kept pace with change or with the community's expectations of QFES.

The PSBA Review, and subsequent implementation of the recommendations contained in the report, saw many services and functions return to QFES from 1 July 2016 which has seen QFES emerge as a department in its own right. QFES has also formally taken on the functions performed by Emergency Management Queensland, which involves sections 3, 4, 4A and 16A of the *Disaster Management Act 2003 (Qld)* — see page 14 for further details.

The need for QFES to change was clear: to not only respond to and meet recommendations, but to take this one step further to create a department that not only embraced continuous improvement but also led emergency management for Queensland.

To establish an integrated department, QFES focused on the development of better partnerships internally; on interoperability internally and externally; on cooperation and capitalising on engagement and partnerships with other agencies in the emergency management sector; on playing the role of facilitator and coordinator in response activities; and importantly on making the most of our relationships with and in the community to deliver services to meet their needs and to provide optimum assistance to people in need.

> *Actions not taken or alternative courses of action not explored can jeopardise long term organisational outcomes or the satisfactory resolution of a matter…*
>
> *(Independent Review of an Incident Involving Queensland Fire and Emergency Services Employees, 19 December 2014, pp. 24–25)*

To realise this, QFES embarked on a journey of change outlined in the Our Future Direction document released in June 2016.

This strategic document prescribed the need for change, the steps required to evolve to better reflect the community we serve, and the critical role the QFES workforce plays in achieving this.

The following pages provide a more detailed overview of the steps the department is already taking to change how emergencies are managed across Queensland and how QFES is changing to meet emerging local and global challenges.

Planning for the unplannable
Case study 1: 9-11 attacks, New York City 2001
Fatalities: 2993   Injuries: 8900

The 9-11 attacks in the US on 11 September 2001 were initiated by extremist organisation Al Qaeda, led by Osama bin Laden.

The coordinated attack involved 19 members of Al Qaeda hijacking four planes. Two of these planes were crashed into New York City's World Trade Center, the third was crashed into the Pentagon in Washington DC and the fourth plane, which is believed to also have been headed for targets in Washington DC, crashed into a field in Summerset County, Pennsylvania, after passengers attempted to regain control of the plane from the hijackers.

Both World Trade Center towers were completely demolished and the Pentagon was heavily damaged as well.

The attack is the most lethal to have ever been carried out against the US, and continues to influence the development of foreign and domestic policies in America as well as globally.

Source: http://www.toptenz.net/top-10-terror-ist-attacks.php

> *The culture of the Queensland Fire Service is still an amalgam of the cultures of many of the previous Fire Brigade Boards, and staff do not feel a sense of belonging to one single cohesive organisation.*
>
> *(Queensland Fire Service Review, May 1996, p.2)*

OUR NEED TO CHANGE

One QFES — Many services. Many capabilities. Many partners.

Our need to remain relevant

At both a local, national and international level, the need to remain relevant and to continue to be positioned at the forefront of emergency management is essential for QFES – for our department, our stake-holders and the communities we serve.

We operate in a dynamic geopolitical environment and are reminded on a regular basis of the essential need to be forward-thinking, flexible and responsive in our capabilities to meet the unique challenges this environment continues to present us.

QFES must be able to maintain public trust and confidence; continue to meet the needs of an ever-changing community; and respond to growing political and community expectations as well as the increasing potential for catastrophic disasters, both natural and manmade, to occur both at home and abroad.[5]

It is therefore imperative that QFES continues to look at its capability planning and how we adapt and evolve to not only respond to, but plan for and empower others to prepare for, these events.

As outlined in Our Future Direction, this means looking at how we work with our partners and the community to mitigate against a range of hazards and in doing so, empower them to build their resilience to disaster.

Furthermore, in our role as facilitator and coordinator of resources as well as in our broader role of collaborator, QFES must work as a leader in emergency management to create a robust and sustainable platform to help and support others to deliver the best outcomes possible for Queenslanders.[6]

The evolution and establishment of One QFES in 2016 presented a unique opportunity accompanied by a significant challenge — the need for the department to evolve and undertake change to become a department not only ready for the future but one focused on meeting our legislative expectations as well as changing community expectations.

QFES needed to become a department with the capabilities required to meet these needs as well as those of our many stakeholders and partners in a dynamic and ever-changing environment. To do this, and to position our department as one that is ready for the unknown and ready to support others with us in this position, we embarked on a journey of transformational change.

Transformational change is defined as:

> *... a shift in the business culture of an organisation resulting from a change in the underlying strategy and processes that the organisation has used in the past. A transformational change is designed to be organisation-wide and is enacted over a period of time.[7]*

Such changes can completely reshape an organisation's business strategy and processes, often resulting in a shift in work culture which can be made in response to market changes. Some examples of transformational change include:

- implementing major strategic and cultural changes
- adopting radically different technologies
- reforming product and service offerings, or in our case our capabilities, to meet unexpected changes in the market.

One QFES — becoming a department

For QFES, this period of change affords us the chance to reflect on our history; to acknowledge our current position as a department; and to realise the many opportunities this presents. It enables us to put actions into place to ensure our security and that we mature as a department and leader in emergency services, now and in the future.

It is also vital QFES undertakes this change to ensure it:

- continues to support the community in the areas of prevention, response and recovery with a renewed focus on preparedness
- works more productively with its many partners and stakeholders
- undertakes roles that are focused on facilitation, coordination and collaboration.[8]

Our journey is underway

It is said a journey begins with a single step — for QFES, this step toward change was taken early in 2016. For the change required to occur, there had to be a fundamental revision of our mission, strategy and organisational structure as well as modification to our existing systems, policies and procedures.

In saying this, it is important to recognise QFES was already delivering on many of the components that are part of the current change process.

Phase	Action	Cultural change
Transactional	Using new software to perform a regular task	Low
Transitional	Sharing an office and resources with another business area	Medium
Transformational	**Acquiring or sharing work (capabilities) of another business area**	High

Figure 1
QFES transformation table

QFES Our Direction : Changing World, November 2016, p.4.

The department is focused on having the structures, frameworks, mechanisms and tools in place for this to become our business-as-usual position and to support QFES, its workforce and the community.

For the past 12 months the QFES Executive Leadership Team (ELT) has been working to address strategic challenges and recalibrate the capabilities needed for QFES to evolve.

We need to meet the contemporary needs and expectations of government and the community, and provide the structure needed to support these capabilities and the QFES workforce, paid and volunteer, to deliver them.

The ELT has committed to undertaking change needed to embed and sustain the future of QFES and is committed to:

- future legislative change
- excellence in governance and decision-making
- sustainable and responsible fiscal management

- a strategic lifecycle approach to the procurement and maintenance of assets
- a policy structure and framework to support both governance and performance management.

There has been considerable work undertaken to support our process of change which includes:

- mapping our capabilities
- finalising a realigned structure
- reviewing and developing our workforce capability to support our capabilities and structure
- delivering a QFES Governance Framework
- developing supporting policies and a QFES Policy Framework
- supporting our volunteer workforce
- focusing on stakeholder engagement and communication in relation to our workforce, stakeholders, partners and the broader community.
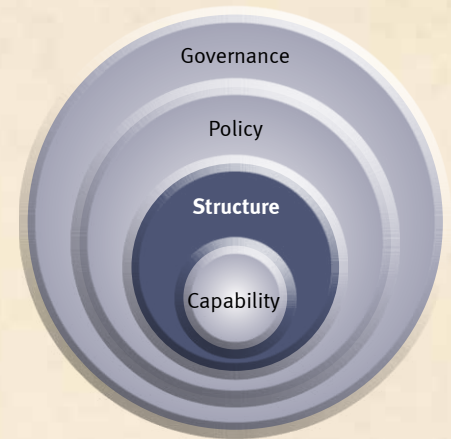
Figure 2
QFES business model areas undergoing change

Figure 2 demonstrates how these components work together to create the QFES business model.

The following pages of this booklet provide further detail on what has been done, what is underway and what this means for QFES and its workforce, paid and volunteer.

Our own experience

Case study 2: Cyclone Larry, North Queensland 2006

Injured: 30   Homes damaged: 10,000

Severe Tropical Cyclone Larry crossed the tropical north Queensland coast near Innisfail during the morning of 20 March 2006. Between Babinda and Tully, damage to infrastructure and crops was extensive, with the total estimated loss upwards of half a billion dollars.[1]

Heavy rainfall in north-west Queensland from the cyclone caused several townships to be isolated for a number of days and, as a result, food drops were required and emergency supplies had to be delivered by helicopter.

Described as one of the fiercest cyclones in Australia's history, Tropical Cyclone Larry left thousands of buildings damaged[2] and the banana industry in the region lost about 200,000 tonnes of fruit, worth about $300 million. This represented around 80 per cent of Australia's banana crop. The storm also destroyed at least $15 million worth of avocados.

The Insurance Council of Australia estimated the 2006 damage at $540 million, with the 2011 estimated normalised cost of $609 million.[3]

Above: Damage to banana crops as a result of Cyclone Larry.

Below: Debris falls around the railway line after Cyclone Larry.

Both images sourced from Australian Disaster Resilience Knowledge Hub 'Cyclone Larry: Damage Queensland 2006'. Author: Andrew Coghlan. Owner: Australian Emergency Management Institute. Unchanged. CC-Attribution-Non-Commercial. https://creativecommons.org/licenses/by-nc/3.0/

Sources:

1. https://www.emknowledge.org.au/resource/448/2006/cyclone-larry-north-queens-land-2006 Website viewed 23.02.2017

2. http://www.theage.com.au/news/national/larrys-trail-of-destruc-tion/2006/03/20/1142703259523.html Website viewed 23.02.2017

3. https://www.emknowledge.org.au/resource/448/2006/cyclone-larry-north-queens-land-2006 Website viewed 23.02.2017

A QFES CONTEXT

For QFES, this period and process of change involves an evolutionary shift in our department's culture, mission, strategies and processes. It also requires the development and acquisition of the necessary skills, capabilities and ways of thinking needed to deliver this and to make the most of the many opportunities this change presents us.

During this time, it is also essential QFES' existing structures and accountabilities, which provide the overarching and underpinning parameters that guide our day-to-day work, are observed.

In this setting, it is important to understand the constraints of our operating environment that establishes and sets the parameters for the department's work and our service delivery to the community.

QFES' operating environment comprises our authorising environment, being the legislation the department administers and that which it must adhere to; and our operating environment which takes into consideration our people, resources and allocated budget.

While as a department the change we are undergoing is imperative to ensure QFES has the flexibility to continue to meet community needs and expectations, it is also important QFES fulfils its legislative and fiscal obligations as a Queensland Government department.

Our department

As an emergency services agency, QFES is responsible for ensuring the safety of people and property across Queensland through the provision of effective prevention, preparation, response and recovery activities across a range of emergency situations.

Our role is prescribed in the *Fire and Emergency Services Act 1990 (Qld)*, which sets out our responsibilities in the protection of life, property and the environment at risk. Furthermore, the *Disaster Management Act 2003 (Qld)* articulates that QFES must be ready and equipped to help the community prevent, prepare, respond to and recover from not only natural disasters but also man-made ones.

QFES is one department with many services, many capabilities and many partners.

Comprising a workforce of 3256 full-time-equivalent paid staff and a volunteer workforce of more than 42,000 members around Queensland, we are responsible for the delivery of a broad range of key frontline products and services to communities, local government and industry.

Comprising the Fire and Rescue Service (FRS), the Rural Fire Service (RFS) and the State Emergency Service (SES), QFES also supports other volunteer groups providing emergency response to Queenslanders.

The services QFES delivers include but are not limited to:

- rapid response to structural, landscape and vehicle fires
- road crash rescue
- hazardous condition incidents
- swiftwater and water rescue
- building fire safety
- storm and natural disaster
- land, marine, air and urban search and rescue
- crime scene, missing person and forensic searches
- animal disease outbreaks.

While our focus is firmly on prevention and preparedness, we are a professional, emergency first response agency providing assistance wherever and whenever it is needed.

We also proactively work with the community on planning and mitigation activities for a range of hazards as well as supporting the community to build its resilience to disasters.[9]

Our purpose and values

As a department, our purpose is:

" *To help the community to prevent, prepare for, respond to and recover from the impact of fire and emergency events.* "

We are also guided by our **shared values** which are:

Respect
- We appreciate and value each other and our differences.

Integrity
- We are individually accountable for our performance and undertake our duties with diligence and transparency.

Courage
- We are brave when facing adversity, value ethical behaviour and challenge wrong doing.

Loyalty
- We are committed to each other, have pride in our organisation and are dedicated to keeping Queensland communities safe.

Trust
- We are open, honest and dependable.

QFES is also committed to upholding the Queensland public sector values of: customers first; ideas into action; unleash potential; be courageous; and empower people.

Our objectives

QFES' focus on safety supports the Queensland Government's objectives for the community of delivering quality frontline services, creating jobs and a diverse economy and building safe, caring and connected communities.[10]

We achieve this by minimising the impact of fire, emergency incidents and disasters on the people, property, environment and economy of Queensland.

QFES' organisational priorities and objectives are outlined in Table 1 on page 9.

OUR ORGANISATIONAL PRIORITIES AND OBJECTIVES

Priority Areas	Objectives	Strategies
1 **Prevention and preparedness**	**Build community capability to prevent incidents occurring and ensure that they are adequately prepared for and able to mitigate the impacts and consequences of fire and emergency events.**	Collaborate with communities to develop a shared understanding of their risks and empower them to have the capability to manage them.
		Enhance our people's engagement and facilitation skills to work effectively with the community.
		Create a deeper understanding of diversity and ensure staff develop the skills to work with multicultural and Aboriginal and Torres Strait Islander communities.
2 **Response**	**Contribute to the provision of a timely, coordinated and appropriate response to minimise the effects of fire and emergency events.**	Confirm that the current service delivery model, levy arrangements and supporting legislation meet contemporary needs.
		Continue to develop systems and strategies for a reduction of, and a more appropriate response to, unwanted alarms.
		Support interoperability through our equipment selection, practices and policies.
		Ensure that all services within QFES can operationally support each other and complement our ability to deliver services.
		Work with public safety partners to create, wherever practicable, interoperability in the delivery of services.
		Provide timely and accurate information to inform and enable communities and responders to adequately prepare for, and respond to, fire and emergency events.
3 **Recovery**	**Provide appropriate relief and support during and after responses to fire and emergency events until a managed transition occurs.**	Provide timely advice, reporting and support to other agencies to assist in the recovery process.
		Conduct damage assessments to inform relief and recovery activities.
		Provide transition planning that informs communities, government and non-government organisations.
		Deliver timely and accessible recovery information to the community.
		Contribute towards recovery operations by providing fit-for-purpose QFES capabilities including logistical and command and control.
4 **Strategic capability**	**Enhance strategic capability and agility.**	Continue to create a transformational culture that promotes a shared understanding of how to work together and professionalism and respect for fellow staff and volunteers.
		Progress the creation of a One QFES doctrine, language and concepts of operation.
		Identify how existing QFES capabilities could be applied to emerging areas of need.
		Ensure that lessons learnt are taken into consideration during future fire and emergency prevention, preparedness, response and recovery programs.
5 **Business enabling services**	**Provide business enabling services that enhance, integrate and support the department's service delivery and that are compliant, authorised and fit-for-purpose.**	Ensure that our organisational strategy and decisions respond to future need and that they are: timely; accurate; evidenced-based; accountable; and transparent.
		Strengthen community capability and partnerships.
		Support evidence-based service delivery through the use of business intelligence and data analysis.
		Deliver services within the state's financial capability.
		Develop and implement a QFES Volunteerism Strategy to foster inclusivity and cohesion and remove duplication and barriers.
		Attract and retain a talented and diverse workforce.
		Provide safe, healthy and inclusive workplaces.
		Confirm that our business processes are aligned with contemporary practice and that they legislatively comply.
		Work with PSBA to ensure that they are aware of what they need to deliver to meet the department's business requirements and actively monitor their performance.

Table 1
QFES' organisational priorities and objectives

FIRE AND RESCUE SERVICE

The QFES Fire and Rescue Service, within the Response Services Division, is responsible for ensuring the response capacity of QFES operational staff in emergent situations, as legislated in the *Fire and Emergency Services Act 1990*.

The Fire and Rescue Service's evolved response capabilities, in part, include vertical, technical and swiftwater rescue; specialist operations and response, including chemical and hazardous incidents; road crash rescue and vehicle fires; flood response; crime and forensic response support; and incident communications.

Traditionally focused on the primary response to fire in the built environment, fire and rescue operational activities have evolved over time to meet the ever-changing needs of the community. The result is a multi-skilled fire and emergency response workforce.

These service delivery capabilities are now provided in partnership with other emergency responders to enhance the operational response capabilities available to our community during times of emergency.

Fire and Rescue Service capabilities also focus on prevention and preparedness in order to avert disaster.

These services include regional and community safety, including community education and building fire safety; hazard identification and risk assessment, and mitigation to reduce risk; and working with communities to plan disaster management response.

The Fire and Rescue Service has adapted and evolved and will continue to do so in order to meet the needs of the community.

No longer limited to frontline response, the Fire and Rescue Service aims to protect persons, property and the environment through the delivery of emergency services, awareness programs, response capability and capacity, and incident response for a safer Queensland.

Services are delivered in partnership with and in support of other services, agencies and departments for the benefit of the community.

The role of volunteers

Queensland's Rural Fire Service (RFS) and State Emergency Service (SES) work in partnership with various organisations and local communities to develop management and volunteer capability around Queensland.

Through the provision of high quality services, support and advice, they contribute to building safer, more resilient communities.

Both the RFS and SES support the recruitment and retention of a sustainable and skilled volunteer workforce to meet the increasing demand for support as a result of more frequent and severe disasters and emergencies, as well as the changing needs and expectations of the community itself.

These volunteer workforces are a crucial component in QFES' ability to deliver on our mission of working with our many partners and the community to help keep the people of Queensland safe.

They also add to the skills of our department and build on the goodwill of Queenslanders who work together to build, support and sustain a more resilient Queensland.

RURAL FIRE SERVICE

There are approximately 36,000 Rural Fire Service (RFS) volunteers around the state who, in rural fire brigades, provide fire management services for rural, semi-rural and urban fringe communities across Queensland.

In addition to responding to fires in their local areas, brigades also support other brigades in surrounding areas as well as emergency service agencies during disasters such as floods and storms. They can also be deployed to assist other states during fire disasters if needed.

Volunteer RFS brigades undertake a range of planning and preparation activities to ensure communities are well prepared for the fire season. This includes community engagement and education; hazard reduction activities; and mitigation activities to reduce the risk from fire to people and property.

The Permit to Light Fire system, in place to ensure the controlled use of fire across Queensland, is also largely implemented by RFS volunteer fire wardens.

STATE EMERGENCY SERVICE

The State Emergency Service (SES) is a community-based, volunteer emergency service enabled by both state and local governments. It plays a vital part in Queensland's disaster management system and gives assistance to Queensland communities before, during and after disasters.

At 30 September 2016, there were approximately 6200 active SES volunteers operating out of 311 SES Groups across Queensland prepared to support the community when needed most. QFES works in partnership with local governments through providing shared support and services that make a significant contribution to the ongoing effectiveness of the SES.

This important partnership helps SES volunteers provide a valuable volunteer emergency service to their local communities. There are a number of situations SES volunteers help with including storm damage, land search, road crash rescue, vertical rescue, flood boats, traffic management, agency support, incident management and specialist rescue. They protect people and property from danger in disaster and emergency situations.

The SES also provides valuable assistance to other emergency services and helps communities prepare for, respond to and recover from an event or a disaster. Flood and storm responses form a significant part of the Queensland SES' activities.

EMERGENCY MANAGEMENT

OUR COMMUNITY

Emergency Management is a capability across all of our services. It is provided in a partnership approach to contribute to the resilience of local communities and agencies, and deliver emergency management capabilities across all emergency service phases — prevention, preparedness, response and recovery.

QFES is the accountable department for the administration of the *Disaster Management Act 2003* and takes a lead role in setting and facilitating policy development across the state and in representing the Queensland jurisdiction at a national level.

The capability of Emergency Management is provided through regional structures; the State Operational Coordination Branch; the Systems Development and Support Branch; and the Disaster Management Branch, and incorporates the responsibility for operational preparedness of the State Disaster Coordination Centre and the State Operations Centre.

Emergency Management, through its disaster management planning capability, is committed to establishing integrated partnerships with stakeholders and local and district management groups to enhance the coordinated approach to plan, prepare for, respond to and recover from disaster situations.

The team works in conjunction with QFES' Emergency Management Coordinators around the state, strengthening partnerships with police

SERVICE DELIVERY

Rural Fire Service

Fire and Rescue Service

State Emergency Service

One QFES Three services

Delivering Emergency Management capabilities across PPRR

**Figure 3
One QFES
service delivery model**

and other state agencies in support of District and Local Disaster Management Groups.

Emergency Management engages state-of-the-art intelligence to help to provide early warning activation systems and also helps to build independence and resilience in the community in preparation of approaching crises.

While protection of people, property and the environment remains key, a need has been identified to shift focus toward working with the community on planning and mitigation activities for a range of potential hazards as well as supporting local communities in building their resilience to disasters.

Emergency Management places QFES in the best possible position to anticipate disaster events.

The role of Emergency Management will continue to be integral to all phases of prevention, preparedness, response and recovery, and will underpin QFES' capability to provide strategic direction and leadership for the provision of Emergency Management policy, procedures and services for the state.

NATIONAL ARRANGEMENTS

STATE ARRANGEMENTS

Local Government

Local

Local Disaster Management Group

Local Disaster Coordination Centre

District Disaster Management Group

District Disaster Coordination Centre

District

State Government

Queensland Disaster Management Committee

State Disaster Coordination Centre

State

Australian Government

Attorney-General's Department

Australian Government Crisis Coordination Centre

Sourced from Disaster Management http://www.disaster.qld.gov.au/About_disaster_management/Pages/Disaster-management-arrangements.aspx

Building on our past, creating our future : **Our Strategy**

Our own experience

Case study 3: Queensland floods 2010–2011

Fatalities: 33[1]   Missing: 3[1]   People evacuated: 5900   Buildings damaged: 29,000

In late November 2010, heavy rain began falling in Queensland and continued throughout December. By January 2011, extensive flooding had occurred to 75 per cent of the state and a disaster zone was declared.

On 25 December 2010, Cyclone Tasha crossed the northern Queensland coast and caused every river system south of the Tropic of Capricorn and as far west as Longreach and Charleville to flood.

The flooding engulfed Alpha, Jericho, Chinchilla, Dalby, Theodore, Warwick, Bundaberg, Gayndah, Munduberra, Emerald, Rockhampton, Condamine and St George.

The Condamine River, the Balonne River, the Burnett River, the Comet River, the Dawson River and the Nagoa River reached flood peaks never before recorded.

On 10 January 2011, a wall of water swept through Toowoomba then travelled west, flooding Oakey, Dalby, Chinchilla and Condamine for a second time, causing flooding through the Lockyer Valley, including Murphy's Creek, Postman's Ridge, Helidon, Grantham, Laidley, Lowood, Fernvale and Forrest Hill.

The floodwaters affected the Bremer, Lockyer and Brisbane River systems, reaching heights that engulfed Ipswich, Goodna, Gailes, Karalee and suburbs of Brisbane.

During this period approximately 3572 businesses were inundated, 5900 people were evacuated from 3600 homes, and the commercial loss was approximately $4 billion across the mining, agriculture and tourism sectors.

Nineteen thousand kilometres of roads were damaged, three major ports were significantly affected, more than 28 per cent of the Queensland rail network was left twisted and displaced, and an estimated 28,000 homes would need to be rebuilt while vast numbers of dwellings required extensive repairs.

The judicial inquiry into Queensland's floods began on 10 February 2011; a final report was published in March 2012.

The Insurance Council of Australia estimates the 2011 damage at $2.38 billion.[2]

Sources:

1: Queensland Floods Commission of Inquiry: Final Report (2012), Volume 2, p. 386.

2: https://www.emknowledge.org.au/resource/?id=501 Website viewed: 22.12.2016.

Emergency service workers prepare to rescue a woman from the roof of her car as water rushes through Toowoomba during the 2010–11 Queensland Floods.

Image sourced from the Australian Emergency Management Knowledge Hub. 'FLOOD - QUEENSLAND, NOVEMBER 2010'. Author and Owner: Tim Swinson (Wikimedia Commons). Unchanged. CC-Attribution 3.0 Unported.

A resident walks through floodwaters in the suburbs of Brisbane during the 2011 Flood event.

Image sourced from the Australian Emergency Management Knowledge Hub. 'FLOOD - QUEENSLAND, NOVEMBER 2010'. Author: Brad Marsellos. Owner: ABC Open. Unchanged. CC-Attribution-NonCommercial-ShareAlike.

The Australian Defence Force arrives in Grantham to assist with the clean up following the Queensland floods.

Image sourced from the Australian Emergency Management Knowledge Hub. 'FLOOD - QUEENSLAND, NOVEMBER 2010'. Author: PO Damien Pawlenko. Owner: Department of Defence. Unchanged. CC-Attribution-NonCommercial-NoDerivs.

OUR OPERATING ENVIRONMENT

Authorising environment

Queensland legislation governs all work undertaken by QFES. The Acts that are either administered by QFES or to which we must adhere in our day-to-day operations are briefly detailed below.

All listed legislation can be accessed via the Queensland Legislation area of the Office of the Queensland Parliamentary Counsel's website at www.legislation.qld.gov.au/OQPChome.htm

Fire and Emergency Services Act 1990 (Qld)

The Act:

- establishes a framework for the establishment and management of Queensland's Fire and Rescue Service (FRS), the State Emergency Service (SES), Rural Fire Service (RFS), emergency service units and authorised fire officers

- provides for the prevention of, and responses to, fires and other emergency incidents; and for rescue services and operations.

The Commissioner and fire service officers are employed under the Act, which also provides for the appointment of SES volunteer members and the approval of officers of RFS brigades.

The Act is administered by the department (QFES).

Disaster Management Act 2003 (Qld)

The Act forms the basis of disaster management activities and arrangements within all levels of government across Queensland.

The Director-General, QFES has the primary responsibility under the Act to:

- create and maintain arrangements between governments in relation to disaster management

- ensure that disaster management for Queensland is consistent with the disaster management strategic policy framework, the State Disaster Management Plan, disaster management standards and disaster management guidelines

- ensure appropriate training for those performing functions under the Act

- provide advice and support to the state, district and local disaster management groups.

The Act is administered by the department (QFES).

Public Service Act 2008 (Qld)

The Act provides the framework for the administration of the public service, and the management and employment of public service employees.

Other primary objects of the Act are to establish a high-performing, apolitical public service that is responsive to government priorities and focused on the delivery of services in a professional and non-partisan way, and promote the effectiveness and efficiency of government entities.

The Act applies to the employment of public service employees within QFES.

Public Sector Ethics Act 1994 (Qld)

The Act outlines the ethical obligations of employees within the Queensland public service, and requires public service agencies/entities to develop and implement a code of conduct.

This must include standards of conduct based on four ethical principles and values: integrity and impartiality; promoting the public good; commitment to the system of government and accountability and transparency.

QFES employees and volunteers are bound to comply with ethical obligations under the Act and the QFES Code of Conduct. Failure to comply with the code may result in disciplinary action or referral of the conduct to the Crime and Corruption Commission.

Financial Accountability Act 2009 (Qld)

The Act establishes the high-level financial management and accountability obligations for all state government departments and agencies. The accountability mechanisms set out in the Act help the public gain a better understanding of the value of government services being delivered.

The Commissioner, QFES, as the accountable officer (or delegate) is responsible for the efficient, effective and economic operation of QFES. The accountable officer must establish an appropriate and effective governance framework to achieve this.

Workplace Health & Safety Act 2011 (Qld)

The objective of the Act is to protect the health, safety and welfare of all workers (and others) at work. Workers include employees, contractors, subcontractors, outworkers, trainees, students and volunteers.

QFES must ensure, as far as is reasonably practicable, the health and safety of workers at the workplace by eliminating or minimising workplace risks.

QFES management, who make decisions affecting the whole or a substantial part of QFES's business/undertaking, have a positive duty to exercise due diligence in ensuring QFES complies with workplace health and safety laws.

QFES workers also have a duty of care toward their own and others' safety — i.e. they must comply with safety-related policies and procedures.

Industrial Relations Act 1999 (Qld)

The Act sets out the regime for the management of work-related obligations and entitlements between employers and their employees in the public sector.

The state sets wages and conditions by way of collective bargaining between public sector employers and agencies, public sector unions representing their members, and employees. There is also a similar process undertaken for QFES employees engaged under the Fire and Emergency Services Act 1990.

The Queensland Industrial Relations Commission has functions and powers under the Act to assist employees and employers in managing the employment relationship i.e. workplace bargaining, unfair dismissal, industrial disputes and industrial action.

Workers Compensation Rehabilitation Act 2003 (Qld)

The Act establishes a workers' compensation scheme which provides benefits to workers (and others) relating to workplace injuries, sickness or fatalities, and insurance for employers. The Act establishes WorkCover Queensland and the Workers' Compensation Regulator to regulate the scheme.

QFES is legally liable to compensate workers (and others) for any workplace injuries sustained by them that fall within the provisions of the scheme. QFES is required to be insured through WorkCover (or self-insured), and must report any potentially compensable injury to WorkCover Queensland.

QFES must also report any request by a worker for compensation for an injury and also if an amount is paid by QFES to the worker for an injury.

Anti-Discrimination Act 1991 (Qld)

The Act aims to protect people (including employees) in Queensland from unfair discrimination, sexual harassment and other objectionable conduct.

The Act provides a mechanism for bringing and resolving complaints.

QFES has a legal responsibility to provide a workplace free from discrimination, sexual harassment, victimisation and vilification. A complaint under the Act may be brought against QFES officers or employees or against QFES itself (either on its own account, or vicariously as the employer of relevant officers or employees).

Judicial Review Act 1991 (Qld)

The Act promotes open and accountable governance and decision-making. It provides for certain administrative decisions made by government decision-makers to be subject to review by the Supreme Court; but the process of judicial review is limited to the legality of the decision, rather than its merits.

Some examples of grounds relied upon to seek judicial review of a decision are: breach of natural justice, failure to observe necessary procedures, irrelevant considerations, legal unreasonableness, and errors of law.

The Act enables a person to request a written statement of reasons from the decision-maker. The statement of reasons may subsequently become the focus of judicial review proceedings if the complainant is not satisfied with it.

The primary impact on QFES is that QFES decision-makers need to make sure their decisions are fair, transparent, appropriate and clearly explained.

Public Safety Business Agency Act 2014 (Qld)

The Act establishes the Public Safety Business Agency (PSBA). The PSBA's core purpose is to provide certain corporate and support services to portfolio agencies, including QFES.

The PSBA provides transactional services (largely ICT, finance, procurement and information management), some tactical services (including human resource advisory) and a portfolio coordination role.

Portfolio agencies also provide some services back to PSBA.

The Commissioner, QFES is on the Board of Management of the PSBA.

Right to Information Act 2009 (Qld)

The Act gives a person the right to apply for access to documents held by government agencies and ministers.

It reflects a 'push model', with greater proactive and routine release of information, less restrictions on release of information and maximum disclosure of non-personal information.

QFES must comply with the Act and subject to exceptions and exclusions set out in the Act must release QFES held information to the public. QFES may also release information administratively as part of the 'push model' through its Administrative Access Scheme.

Information Privacy Act 2009 (Qld)

The Act gives a person a right to apply to access and amend their own personal information, and stipulates the obligations of public sector agencies to properly protect and manage personal information in compliance with privacy principles.

QFES must comply with the Act when collecting, securing, using and disclosing an individual's personal information. Complaints may be made against QFES for breach of privacy, where it is alleged the provisions of the Act have been breached.

Public Records Act 2002 (Qld)

Public agencies are required to keep full and accurate public records of their activities in accordance with this Act.

Those records need to be identified, captured and retained in an accessible and useable format and their integrity preserved for as long as they are required.

A public record is defined as recorded information that documents the business decisions and actions of a public authority. A public record is not just restricted to paper records, but can exist in any format, for example emails, maps, records in databases and business systems and audio-visual material.

QFES must also comply with the minimum retention periods in the state government retention and disposal schedule.[11]

Enabling environment

In referring to our enabling environment, we are talking about a set of interrelated conditions in which we operate that include laws, organisational infrastructure, other infrastructure (including access to education), fiscal, informational, political and cultural conditions.[12]

Below are the components in QFES' enabling environment.

People

The department's workforce is comprised of both paid and volunteer staff. As at 30 September 2016 QFES had:

- a financial year 2016–17 budgeted establishment of 3256 full-time equivalent employees (FTEs), with actual 2359 FTEs
- a total of 2057 auxiliary firefighters (not counted as FTEs)
- around 36,000 RFS volunteers, based in 1416 brigades across Queensland
- around 6200 active SES volunteers, based in 311 groups across Queensland.

Firefighter recruitment

The latest quarterly reporting in relation to firefighter recruitment showed:

- For the 2016 campaign (occurring during FY2015–16), 84 recruit positions were available. Recruitment applications totalled more than 5000.
- 66 recruits successfully completed five recruit courses during FY2015–16, including eight women.
- A new recruitment process is underway for the 2017 recruitment campaign, which closed in August 2016. The new process has reduced the number of applications, but consequently increased the level of suitably qualified applicants.
- A closed merit recruitment process for auxiliary firefighters has been incorporated into the new 2017 process.

Resources

In relation to stations, as at 30 September 2016 the department had:

- 242 Fire and Rescue Stations
- 436 RFS Brigade Stations.

The number of QFES appliances as at 30 September 2016 was:

- 514 Fire and Rescue appliances
- 1056 RFS brigade vehicles, with 3541 slip-on units
- 494 SES vehicles, with 586 trailers
- 243 SES floodboats.

Budget

In the department's 2016–17 budget, QFES had a total operating budget of $675.26 million.

In the 2015–16 financial year the department's actual expenditure was $647.4 million.

Our budget strategy

Our planning and the subsequent delivery of our capabilities is dependent on our budget strategy.

Our budget, being the finite amount of money we have available to deliver our core capabilities and how this is allocated, is essential for QFES as it impacts every decision we make — including every change and every goal — and ultimately our ability to meet and deliver on our strategic objectives.[13]

A budget strategy gives QFES a clear fiscal approach aligned to our capabilities and priorities, as well as clear direction, defined accountability and general oversight through:

- the evaluation of operational efficiency
- ongoing monitoring of the department's financial position
- assessing managerial decisions
- planning for the department's financial future
- creating a department that meets our financial goals and community expectations.[14]

QFES must effectively manage its allocated financial resources to be able to not only fulfil 'business as usual' service delivery expectations, but to respond to and deal with unexpected and unforeseen challenges and situations if and when they arise.

Discrepancies and disconnects between QFES budget and business strategies decreases our ability to achieve our strategic priorities. By aligning these strategies, and knowing their impacts on each other, we are able to more effectively allocate spending and investment for both the short and long-term[15] — to deal with the now and to be well prepared and positioned for the future.

This process also has practical applications in that, as a department, it gives QFES an opportunity to look at what we are doing well and where we can improve, as well as what we are not doing or may be unnecessarily doing.

Learning from others
Case study 4: Hurricane Katrina – a nation still unprepared

In 2006, the United States Senate Committee on Homeland Security and Governmental Affairs prepared a report to identify what was done well, poorly or not at all and to recommend changes for emergency response on a national scale following Hurricane Katrina in the late summer of 2005. The intention of the report was to put local, state and federal responders in a better position to provide prompt and effective relief for future disasters, particularly unanticipated ones.

Findings from the event identified a number of failings at all levels of government to plan, prepare for and respond to the disaster which exacerbated the situation. These sit within four overarching factors: long-term warnings went unheeded and government agencies were not prepared for a forewarned catastrophe; government officials took insufficient actions or made poor decisions in the days immediately before and after the hurricane made landfall; systems on which officials relied to support their response efforts failed; and government at all levels failed to provide effective leadership.

The report identified seven core recommendations which will underpin the successful construction of an effective emergency management system:

- Create a new, comprehensive emergency management organisation within the Department of Homeland Security to prepare for and respond to all disasters and catastrophes, with the head of the department to have a direct line of communication to the President during a catastrophe.
- Implement an integrated, comprehensive all-hazards plus approach to emergency management — preparedness, response, recovery and mitigation — from the federal level down.
- Establish regional strike teams and enhance regional operations to provide better coordination between federal agencies and the states.
- Build a true, government-wide operations centre to provide enhanced situational awareness and manage interagency coordination in a disaster.
- Renew and sustain commitments at all levels of government to the nation's emergency management system.
- Strengthen plans and systems for the nation's response to disaster and catastrophes.
- Improve the nation's capacity to respond to catastrophic events.

The 88 detailed recommendations from the report outline a way to build the United States' emergency management system and are categorised under the following areas:

- Readiness: planning, training and exercising; protecting against waste, fraud and abuse; evacuation and sheltering; search and rescue; mitigation; credentialing; professional and public education; special needs awareness; military preparations; state and local preparations; levees.
- Coordination: reviewing, aligning and improving the National Response Plan and the National Incident Management System; interagency coordination; and NGO and private sector involvement.
- Technological support: communications and interoperability; information systems.
- New structure.
- Commitment.

Source: https://www.gpo.gov/fdsys/pkg/CRPT-109srpt322/pdf/CRPT-109srpt322.pdf

Our own experience

Case study 5: Black Saturday bushfires, Victoria 2009

Fatalities: 173   Injured: 414   Homes destroyed: 2029   Businesses destroyed: 61
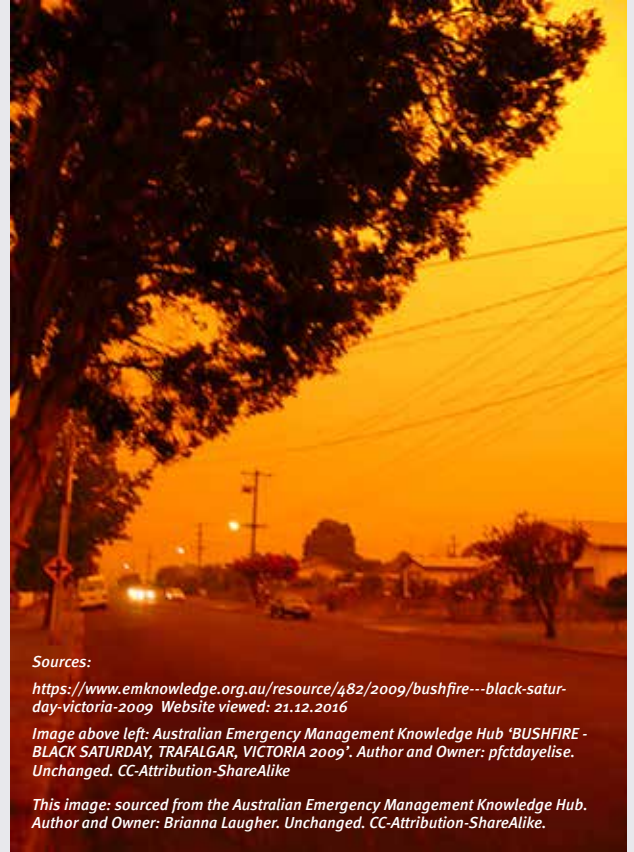

The Black Saturday fires started on 7 February 2009, with approximately 400 fires recorded across Victoria affecting 78 communities. The most significant fire was the Kinglake Fire Complex, named following the merge of the Kilmore East and Murrindindi fires on 8 February.

This forest crown fire swept through state forest and national parks with flames more than 30 metres high. The extreme temperatures and wind created convection clouds above the flames that further fuelled the fire and propelled embers far beyond the fire front. Other major fires were at Bunyip, Horsham, Churchill, Redesdale, Narre Warren, Upper Ferntree Gully, Bendigo and Beechworth. People living in these communities were severely affected by the fires, experiencing extensive loss of life and property damage.

More than 19,000 Country Fire Authority personnel were deployed to battle the fires, as incident controllers or in other roles. Officers from the Victorian Department of Sustainable Communities were also involved.

The Insurance Council of Australia estimated the cost of damages in 2009 at $1070 million with a 2011 normalised cost of $1266 million. The 2009 Victorian Bushfire Royal Commission was established on 16 February 2009 to investigate the causes of and responses to the bushfires.

The final report and its recommendations were published in July 2010.

Expect the unexpected

Case study 6: US anthrax letter attacks, 2001

Fatalities: 5   Injuries: 17

On 18 September and 9 October 2001, letters were mailed to several media outlets and two US Senators that contained the deadly chemical agent Anthrax in powder form. The notes that were included with the letters pointed to extremist religious groups. Several people were exposed to the Anthrax, and subsequently died.

Investigators, however, soon ruled out foreign religious groups as being behind the attack and began to focus on Dr Bruce E Ivins, who was a scientist employed at a US federal bio-defense lab. With federal charges being considered, Dr Ivins committed suicide on 27 July 2008. Several weeks later, federal prosecutors announced that Dr Ivins was the sole perpetrator of the Anthrax attack.

This attack was the second of only two bio attacks to be carried out in the US. It resulted in increased security and scrutiny of mail.

Source: http://www.toptenz.net/top-10-terrorist-attacks.php

OUR CAPABILITIES

Understanding our authorising and enabling environments, and the constraints these create for QFES, provided the context needed in relation to capability mapping of our process of change. Organisational capability is described as:

"... the ability and capacity of an organisation expressed in terms of its:

1. *Human resources: their number, quality, skills, and experience.*
2. *Physical and material resources: machines, land, buildings.*
3. *Financial resources: money and credit.*
4. *Information resources: pool of knowledge, databases*
5. *Intellectual resources: copyrights, designs, patents, etc.[16]"*

Figure 4
QFES capability categories

QFES Our Direction : Changing World, November 2016, p.2.

Put simply, our capabilities are what is required for our day-to-day operations as well as what we need to grow, adapt and excel as a department.
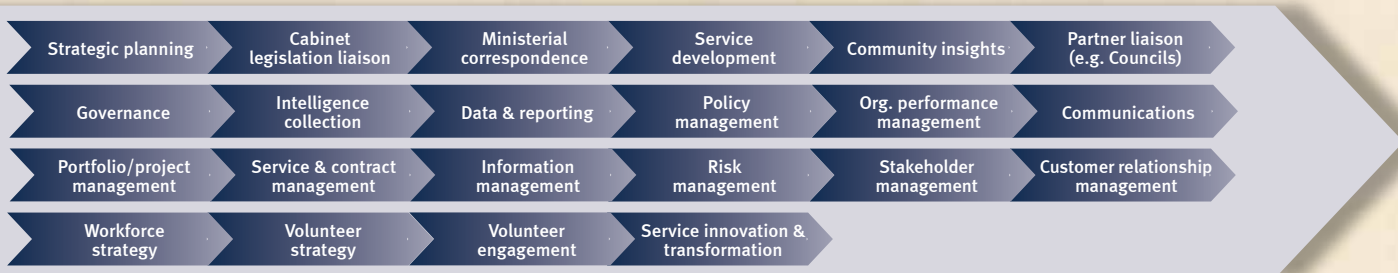
The review and realignment of the department's organisational structure required QFES' capabilities to be evaluated against our value chain, or the set of activities we perform to deliver a valuable product or service for the market.[17]

Capability categories

Assessment was undertaken of the department's current strengths and gaps across the department to identify the people, processes and systems required to contribute to the department's capability. In this regard, QFES has six capability categories, namely:

- **Strategic capabilities** — activities that enable performance and delivery of value in ways that matter to key stakeholders and the community.

- **Service delivery capabilities** — includes three components:

- **Prevention and preparedness capabilities** — activities that contribute to the planning for or mitigation of fire and emergency events.

- **Response capabilities** — activities that contribute to the effective and efficient response and rescue services that reflect the support needs of the local community.

- **Recovery capabilities** — activities that contribute to recovery, aid and assistance on behalf of the government.

- **Operational support capabilities** — interoperable processes and activities that support delivery of prevention, preparedness, response and recovery services.

- **Business support capabilities** — interoperable processes and activities that support QFES and its people to operate in an effective way.

STRATEGIC capabilities

Strategic planning	Cabinet legislation liaison	Ministerial correspondence	Service development	Community insights	Partner liaison (e.g. Councils)
Governance	Intelligence collection	Data & reporting	Policy management	Org. performance management	Communications
Portfolio/project management	Service & contract management	Information management	Risk management	Stakeholder management	Customer relationship management
Workforce strategy	Volunteer strategy	Volunteer engagement	Service innovation & transformation		

SERVICE DELIVERY capabilities

Prevention & preparedness

Disaster management plan	Cyclone shelter preparedness
Training (commercial)	Regional community safety
Predictive	Hazard identification risk assessment
Alarm review & advice	Hazard mitigation & risk reduction
Community education	Building & infrastructure safety
EM preparedness	Facility continuity planning
Fire investigation	

Response

Fire & incident communication	Vertical rescue
Vehicle fire services	Building fire safety
Landscape fire services	Specialised operations & response
Structural fire services	Flood response
Road crash rescue	Swift water & water rescue
Hazardous condition incidents	Animal disease outbreaks
Land, marine, air, urban search & rescue	Crime scene, missing person, forensic

Cyclone & storms response

Recovery

Bushfire recovery	Disaster assessment
Flood recovery	Recovery management
Cyclone & storms recovery	Long-term reconstruction
Structural safety checks	Community care & rehabilitation

Building on our past, creating our future : **Our Strategy**

Addressing our capability needs

In identifying our capabilities, there are also areas that, although QFES has in place, require further development at a more in-depth level if we are to be a mature department flexible enough to respond to changing environments and expectations.

Culture

This component involves promoting a QFES workforce culture that embraces and reflects the diversity of the community we serve through:

- our leaders driving cultural change by modelling and living our values and standards (refer to page 8)
- valuing our people by recognising and rewarding their achievements and successes
- providing a workplace that supports the safety of our people and the people we serve, physically, emotionally and psychologically
- promoting a healthy work-life balance and the wellbeing of our workforce, paid and volunteer.

Leadership

This component is involved with leadership roles, responsibilities and governance as well as the development of strong leaders for the future as:

- Leaders drive all levels of organisational performance and the achievement of government objectives.
- Our workforce embraces personal responsibility for performance at an individual, team and departmental level.

- QFES leaders visibly engage with our workforce, paid and volunteer, to communicate effectively and jointly lead change, improvement and innovation.
- Our workforce leverages HR technologies to maximise productivity, share knowledge and reduce manual processing.
- QFES policies and procedures enable organisational efficiency and productivity.

Develop critical talent

Our people are fundamental to the success of QFES. This component will ensure the department develops the skills that are best suited to creating resilience in Queensland communities. By having these skills, we will ensure greater interoperability of the functions we deliver and in turn, ensure our future by:

- our workforce embracing personal responsibility and continuous self-directed learning and demonstrating a commitment to personal leadership and development
- identifying workforce skills, capability gaps and high-performing talent
- actively managing our workforce throughout every career stage with QFES.

Service-focused structure

There will be greater clarity around accountability, functions and how our services are delivered within communities. QFES will develop a culture demonstrating innovation, proactive behaviours and key partnerships that will be developed

via common, consistent and integrated doctrine as well as:

- ensuring QFES values a skilled workforce equipped with relevant, best practice capabilities enabling the delivery of community-focused services
- having a workforce structure that is fit-for-purpose and achieves QFES strategic priorities and whole-of-government objectives within our budget allocation
- being considered an employer of choice attracting a diverse pool of motivated, talented and high-performing candidates.
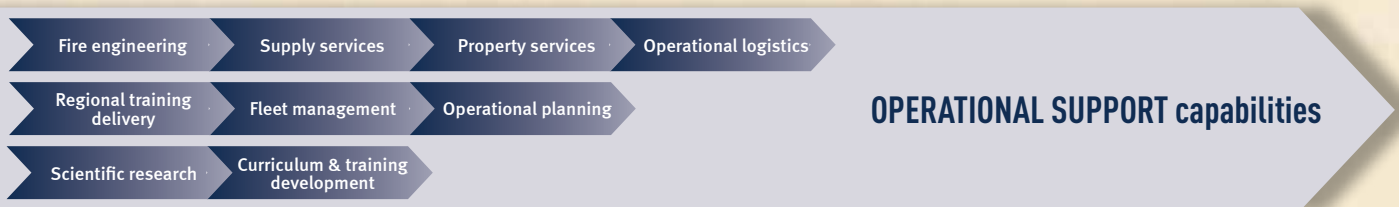
Workforce capability

The QFES vision for workforce capability is to develop a highly capable workforce, paid and volunteer, equipped with the skills and knowledge to adapt to our ever-changing environment.

Firmly focused on our shared departmental mission, we are also shifting our attention toward partnering with communities to plan for and mitigate against a range of hazards, as well as supporting local communities to build their resilience against disaster and increase their sustainability to do so.

Our future direction signals workforce capability development as the key to successfully delivering this shift in service delivery as well as having the ability to adapt to a dynamic environment.

To do this as One QFES, our training priorities and training delivery will be firmly aligned with our mission, values and standards while also ensuring our workforce is adequately prepared for strategic challenges we and our partners may face.

OPERATIONAL SUPPORT capabilities

- Fire engineering → Supply services → Property services → Operational logistics
- Regional training delivery → Fleet management → Operational planning
- Scientific research → Curriculum & training development

BUSINESS SUPPORT capabilities

- Employee industrial relations → ICT → Ethical standards → Culture & change management
- Campaign management → HR services → Legal → Finance & business management
- Infrastructure & support → Health & safety → Procurement → Right to Information

Focus areas: workforce capabilities – five key strategies and actions

There are five focus areas driving the implementation of our workforce capability efforts, the results of a comprehensive training review delivered in 2015.

Strategies	Actions
Focus area 1: One organisation	
Refine training governance and structure to reflect QFES capability needs	• Develop a training doctrine that underpins QFES operational doctrine, articulates the training policy framework, drives all training activities, and governance. • Adopt and implement a business process management methodology. • Conduct a review of QFES training against service delivery criteria within an organisation-wide context. • Reinvigorate SFEST commands and units to enable implementation of the training lifecycle and principles.
Focus area 2: Business renewal	
Ensure systems and processes support the future workflows required within training	• Develop a digital learning roadmap. • Design and develop methods, tools and capability to capture the current state process flows, analyse and design future processes. • Review RTO and SFEST processes in relation to training documentation to standardise or convert to paperless where feasible. • Audit training information and knowledge databases and repositories and develop a plan for integration, improvement and a multiple user interface.
Focus area 3: Regional partnerships	
Develop mechanisms that facilitate a regional partnership model	• Develop a regional partnership model that encompasses a formal training partnership agreement, to be developed in consultation with each region and applicable QFES commands and business units. • Establish effective mechanisms to enable the regions, SFEST and all QFES training services to participate in processes to design, plan, evaluate and review training.
Focus area 4: World class educators	
Ensure the training workforce has best practice capability to educate our people	• Use the training lifecycle model and principles as the framework for planning, delivering, assessing and evaluating training conducted both internally by QFES and by external providers. • Develop and implement a training cultural development program through education and upskilling of trainers and assessors to contemporary and compliant VET and adult education principles. • Develop a plan to build regional instructor capability.
Focus area 5: Learners at the heart	
Realign the training program to place learners at the heart of all training	• Develop inclusive and responsive methods to ensure the learner is supported in all learning. • Recognise as one QFES that everyone contributes to capability and needs training. • Establish processes to identify individual learning pathways to ensure the best possible learning opportunities for everyone.

Building on our past, creating our future : **Our Strategy**

OUR STRUCTURE

Since becoming a department in its own right, QFES has worked hard to integrate the many services it delivers into one department.

The realigned QFES structure is the framework that underpins how our department is designed and works together. The capability needs of our department are what define the shape of QFES, and our final structure was assessed on these principles.

Our structure also needs to maintain alignment with not only our strategic and political partners but also our legislated parameters; in particular those that relate to the three main services of QFES — the FRS, RFS and SES. Defining our organisational structure helps all levels of the department understand where they fit and how they contribute to QFES delivering its services to the community.

It also helps teams identify opportunities for collaboration across the department and delineates a clear line of sight to the Commissioner, QFES and all levels of accountability.

Figure 5 below depicts the QFES High-Level Organisational Structure.

Our Executive Leadership Team

The QFES Executive Leadership Team (ELT) provides high-level organisational leadership for the department.

With membership comprising the Commissioner QFES, our three Deputy Commissioners and our Assistant Commissioners, the ELT collectively enables a whole-of-department approach to business and service delivery matters, providing advice and support to the QFES Board of Management (Figure 9, page 25).

The QFES ELT is committed to us all undertaking this shared journey and to:

- QFES evolving into a flexible, accountable, relevant and mature department

- achieving our shared mission and delivering our service expectations to and for the people of Queensland

- creating a dynamic department focused on identifying, developing and delivering our core capabilities

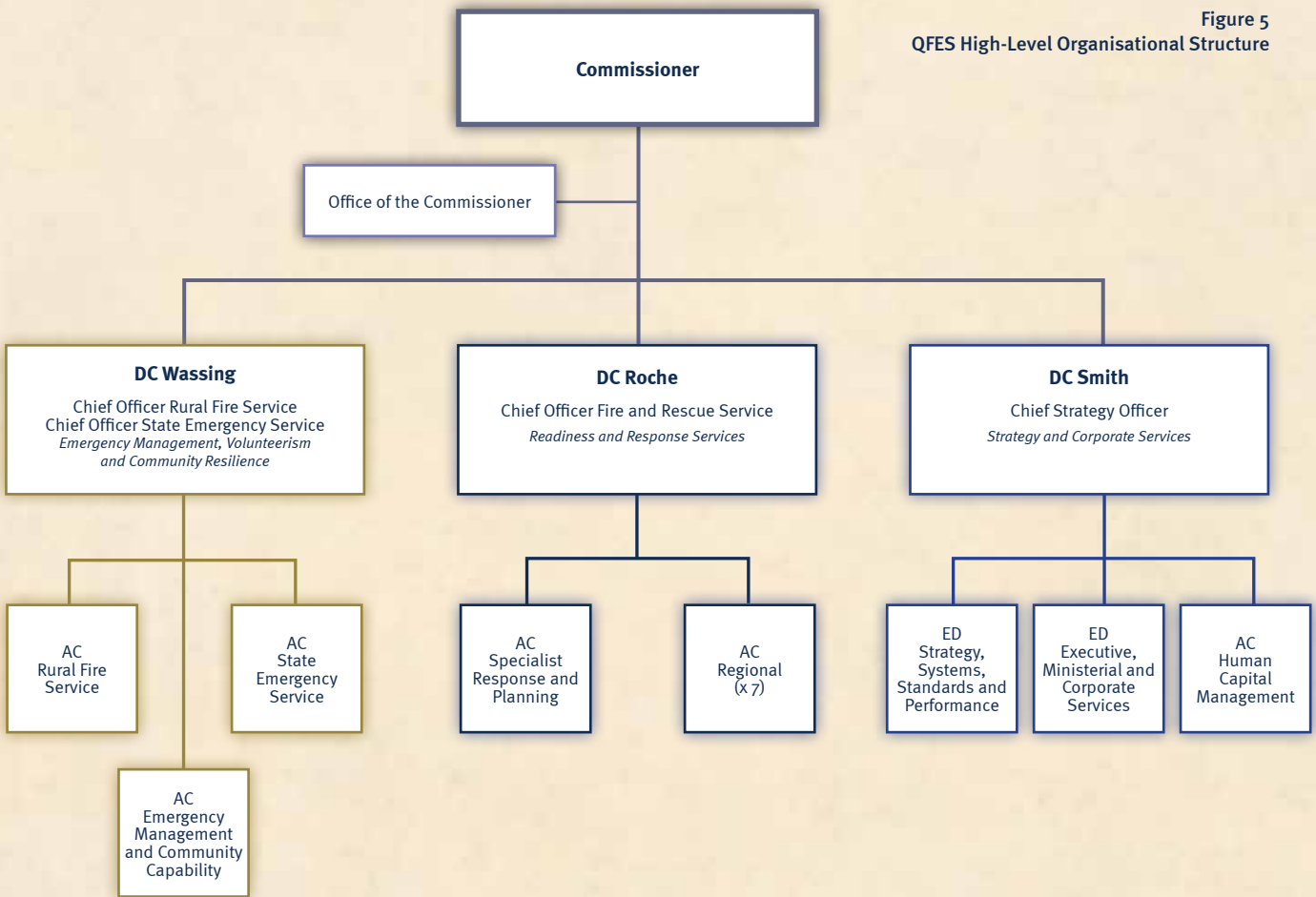- ensuring the QFES workforce is well positioned to do this now and into the future.

Figure 5
QFES High-Level Organisational Structure

Note: This structure may be subject to change during the implementation phase and as a result of ongoing capability assessment.

OUR EXECUTIVE LEADERSHIP TEAM

In alphabetical order by surname

Katarina Carroll APM
Commissioner
Queensland Fire and Emergency Services

Mark Roche AFSM
Deputy Commissioner
Chief Officer Fire and Rescue Service
Readiness and Response Services

Doug Smith
Deputy Commissioner
Chief Strategy Officer
Strategy and Corporate Services

Mike Wassing
Deputy Commissioner
Chief Officer Rural Fire Service
Chief Officer State Emergency Service
Emergency Management, Volunteerism and Community Resilience

In alphabetical order by surname

Steven Barber
Assistant Commissioner
Northern Region

John Bolger
Assistant Commissioner
Far Northern Region

John Cawcutt AFSM
Assistant Commissioner
North Coast Region

Ewan Cayzer
Assistant Commissioner
Central Region

Tom Dawson AFSM
Assistant Commissioner
Rural Fire Service

Neil Gallant AFSM
Assistant Commissioner
Brisbane Region

Wayne Hepple
Acting Assistant Commissioner
Emergency Management and Community Capability

Peter Jeffrey AM CSC RFD
Assistant Commissioner
State Emergency Service

Russell Neuendorf
Executive Director
Strategy, Systems, Standards and Performance

Neil Reid AFSM
Assistant Commissioner
South Eastern Region

Andrew Short AFSM
Assistant Commissioner
Human Capital Management

Stephen Smith AFSM
Assistant Commissioner
South Western Region

Adam Stevenson
Executive Director
Executive, Ministerial and Corporate Services

John Watson AFSM
Assistant Commissioner
Specialist Response and Planning

Building on our past, creating our future : **Our Strategy**

Our own experience
Case study 7: Thredbo landslide 1997

Fatalities: 18   Injured: 1   Buildings destroyed: 2

The Thredbo landslide occurred at 11.40pm on Wednesday, 30 July 1997 when part of a road embankment slid down the steep hillside into the Thredbo Village ski resort in the Snowy Mountains in New South Wales.

Approximately 2000 cubic metres of rock shifted below the Alpine Way, with the landslide pushing Carinya Lodge off its foundations onto Bimbadeen Lodge at high speed, burying 19 victims under metres of rubble. The harsh environment, as well as the steep incline of the hill and instability of the land, made rescue operations difficult.[1]

Eighteen bodies were recovered and one survivor, Stuart Diver, was rescued from under the debris more than 60 hours later on the morning of 2 August.[2]

Subsequent investigation found the cause of the landslide to be a leaking watermain that led to the saturation of the fill embankment on the road.

Sources:

1: https://www.emknowledge.org.au/resource/315/1997/landslide---thredbo-new-south-wales-1997 Website viewed: 21.12.2016

2. https://en.wikipedia.org/wiki/1997_Thredbo_landslide Website viewed: 21.12.2016

Images sourced from the Australian Emergency Management Knowledge Hub 'Landslide - Thredbo, New South Wales 1997'. Author: Peter May - Australian Emergency Management Institute. Owner: Australian Emergency Management Institute. Unchanged. CC-Attribution 3.0 Unported. https://creativecommons.org/licenses/by/3.0/

Governance and procurement
Case study 8: Queensland Health

On 8 December 2011, Queensland Health identified a fraudulent transaction of $11 million of public funds paid to Healthy Initiatives and Choices, a trading name registered to one of its own employees, Hohepa Morehu-Barlow (Barlow).

Further investigation identified this transaction to be the latest in a series of 65 fraudulent transactions totalling $16.69 million and committed over a four-year period commencing from October 2007.

Barlow's fraud may be the single largest fraud ever committed in the Queensland public sector. The real cost to the state would be even greater, not only in the initial loss of millions of dollars of public money, but also in the cost of the multiple agencies required for follow-up investigations and recovery action, and in the damage to public confidence in financial management across the public sector.

The subsequent report into this event, Fraud, financial management and accountability in the Queensland public sector: An examination of how a $16.69 million fraud was committed on Queensland Health, delivered in September 2013 was particularly directed to senior managers and other employees in the Queensland public service highlighting our responsibilities — and accountability — as stewards of public money as well as raising awareness of the potential for fraud in the workplace.[1]

The Barlow fraud served as an important reminder for all Queensland public servants of the responsibilities, accountabilities and vigilance expected of us in relation to the public interest.

We are entrusted, on behalf of the people of Queensland, with responsibility for the sound functioning of the state's institutions and as such, the government and the people of Queensland are entitled to expect us to discharge our obligations diligently and effectively in the best interests of the community we serve.[2]

Sources:

1. Adapted from Fraud, financial management and accountability in the Queensland public sector; An examination of how a $16.69 million fraud was committed on Queensland Health (September 2016), p.1.

2. Adapted from Fraud, financial management and accountability in the Queensland public sector; An examination of how a $16.69 million fraud was committed on Queensland Health (September 2016), p.31.

OUR GOVERNANCE

For the first time since its formation, QFES is now required to be largely self-sufficient in operating as a department. At the heart of this is the need to establish corporate governance arrangements that support how key elements of the organisation work across the whole of QFES.

Governance is described as:

> *...the set of responsibilities and practices, policies and procedures, exercised by an agency's executive, to provide strategic direction, ensure objectives are achieved, manage risks and use resources responsibly and with accountability.*[18]

It refers to the method by which an organisation is run or governed, over and above its legal obligations. Governance encompasses the rules, relationships, policies, systems and processes where authority within an organisation is exercised and maintained. These policies, processes and procedures are then used by the QFES executive and our workforce, both paid and volunteer, to:

- drive our strategic direction
- ensure our objectives are achieved
- manage risks
- use resources responsibly
- ensure accountability at all levels.

Quality governance and having the correct structure in place will ensure QFES continues to deliver outcomes effectively, achieve high levels of performance and aligns with applicable legislative and policy obligations. It will also mean the QFES workforce has access to the governance framework and guides to have an understanding of how QFES makes decisions and provides a way to influence how QFES operates.

Figure 6
QFES Governance Principles

QFES Governance Framework

In October 2016, the QFES ELT endorsed the new QFES Governance Framework, which will be embedded across the department to guide decision-making, day-to-day operations and year-on-year strategic direction.

The framework itself was designed by undertaking an environmental scan and drawing on a range of inputs from the public and private sectors. In relation to the governance framework the following governance principles will apply.

The QFES Governance Framework contains six elements each comprising a number of components:

- Leadership, Strategy, Culture and Communication
- Committee Structure
- Code of Conduct, Ethics, Probity and Conflict of Interest
- Roles and Responsibilities, Accountability and Capability
- Risk, Reporting, Performance Management and Evaluation
- Compliance and Assurance, Frameworks and Processes.

Quality assurance overlays the governance process in order to ensure best practice and that the goals of QFES are continually achieved.

Further information on these elements and their subcomponents are available on the QFES Gateway.

Figure 7
QFES Governance Framework Elements

Governance Principles	
Leadership	• Achieving an agency-wide commitment to good governance through leadership. • Ensuring that all employees understand their role in the organisation and take leadership. • Ensuring active participations in governance by all employees.
Stewardship	• Using every opportunity to enhance the value of the public assets and institutions that have been entrusted to care.
Efficiency	• Ensuring the best use of resources to further the aims of the organisation, with a commitment to evidence-based strategies for improvement.
Accountability	• Being answerable for decisions and having meaningful mechanisms in place to ensure the agency adheres to all applicable standards.
Transparency and openness	• Having clear roles and responsibilities and clear procedures for making decisions and exercising power.
Integrity	• Acting impartially, ethically and in the interests of the agency and not misusing information acquired through a position of trust.
Public defensibility	• Ensuring the agency is committed to achievement of its desired public outcomes and has appropriate mechanisms to ensure that such a focus is maintained. • Timely and transparent disclosure of relevant and material matters to the governing committees and broader stakeholder groups.

The Australian Public Service Commission principles form the basis of QFES governance principles.

QFES Committee Structure

The new QFES Committee Structure plays an important role as part of the QFES Governance Framework. It brings together our department and provides improved oversight and consideration of key opportunities and issues across the department.

QFES committees support the Commissioner in decision-making or may play an assurance role. Each committee has clear purposes that align with the achievement of the Strategic Plan, and are charged with monitoring the performance of QFES in designated areas. In some instances, portfolio-wide committees exist and are typically administered and maintained by the PSBA.

The governance committees are reviewed annually by the Board of Management (BoM) to ensure their structure, membership and purpose continue to support the governance needs of QFES. The following committees comprise the QFES Committee Structure:

- Board of Management
- Executive Leadership Team
- Strategic Projects Committee
- Audit and Risk Committee
- Health and Safety Committee
- Finance and Budget Committee
- Information and Communication Technology Committee
- People and Culture Committee
- Workplace Representatives Committee
- Operations Management Committee.

Clear terms of reference and guidelines for each committee have been developed and socialised with the respective proposed Chairperson. Further information on each committee, including their roles and responsibilities, is provided on the QFES Gateway.

Implementation of our governance arrangements

The implementation approach is fundamental to the long-term success of QFES' corporate governance. This is not just about producing a document; it is about adapting and improving the ways in which QFES does business.

An implementation plan has been developed to embed QFES' established governance arrangements. It captures work areas identified by key stakeholders across the department to advance governance maturity over time and describes how they, both individual and collective, will share responsibility across the implementation lifecycle to develop, execute, approve and monitor our corporate governance arrangements. It is a requirement that all individuals and business areas of QFES adopt and embed the department's governance arrangements as outlined above.

When looking at our governance framework it is also imperative for us to look at what has been undertaken in relation to policy development within the department, as it forms part of our governance and drills down to provide workplace tools, work instructions, procedures and standards.
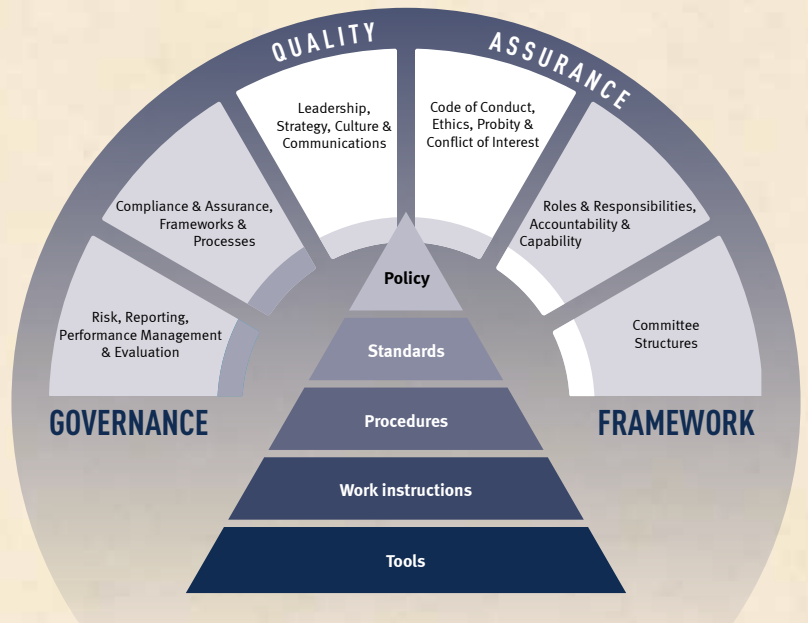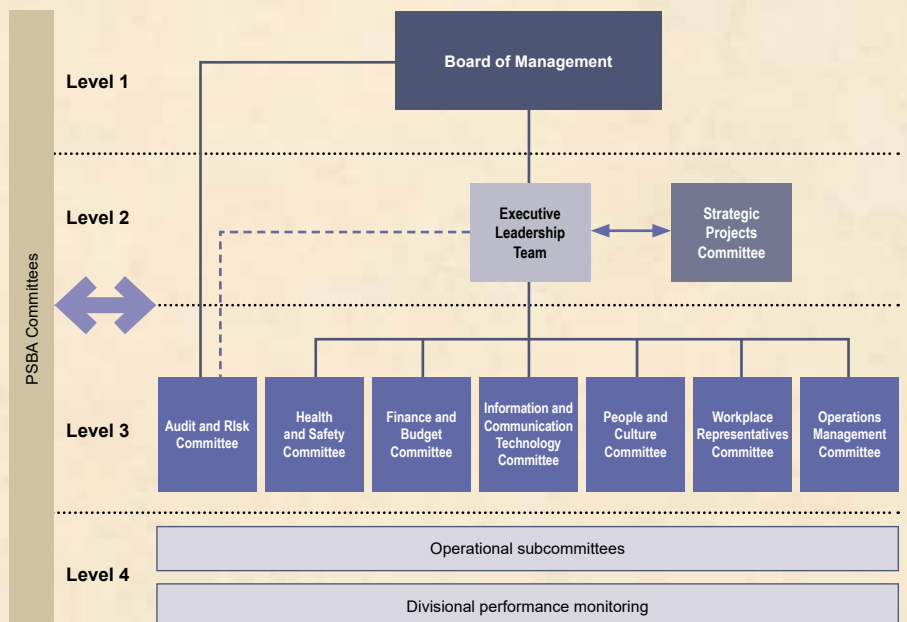

Figure 8
Interrelation between our governance framework and policy

Figure 9
QFES Committee Structure

OUR POLICY

QFES is the Queensland Government department accountable for the administration and operation of the *Disaster Management Act 2003 (Qld)*, the *Fire and Emergency Services Act 1990 (Qld)*, the FRS, RFS, SES and Emergency Management (EM). Reporting up through the Office of the Minister for Police, Fire and Emergency Services, the department is a key stakeholder in:

- the development and/or change of legislation and public policy
- developing internal policy and procedures to apply and implement legislation and public policy.

As an administrative department for the government, QFES is required to apply and implement any legislation related to or directing fire and emergency services activities while considering public policy.

For QFES, policy can be defined as implementing legislation through internally-facing policy and procedures in operational and non-operational capacities.

The operational and non-operational activities of QFES are enacted through codes of practice; strategic plans and frameworks; and policies and procedures as a direct result of legislation and public policy.

QFES has identified a need to make a number of changes to the policy development process to become a more unified and proactive department.

Definitions

Figure 11 below is a matrix of definitions as they apply to the department and policy.

Emergency Management Policy

Key to QFES evolving is the embedding of emergency management in all of our services across the four phases of prevention, preparedness, response and recovery.

We acknowledge our leadership role in striving to safeguard people, property and the environment from disaster impacts and to empower and support local communities to manage disaster risks, respond to events and be more resilient.

This will be achieved through a partnership approach that supports Queensland's disaster management arrangements where local, district and state levels work together to reduce disaster impacts and build the capacity of communities to manage disaster risks.

QFES is assuming a more facilitative, consultative and collaborative position working in partnership with local government and the community to ensure a better understanding of their needs and expectations. In this way, we are able to formulate and deliver more relevant responses and services that better align with and address these expectations.

QFES is responsible for the administration of the *Disaster Management Act 2003 (Qld)* and is the default lead agency for the development of strategic policy and instruments under the Act.

We are also responsible for ensuring all disaster management arrangements, including policies, are consistent with The Queensland Disaster Management Strategic Policy Statement.

Figure 10
QFES roles and related documentation
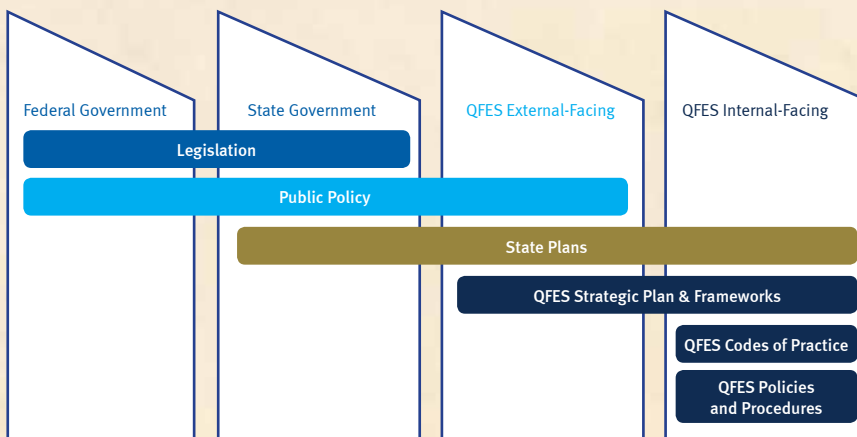
Figure 11
QFES policy definitions matrix

Policy	Standard
A directive statement or set of statements which clearly articulate the government and QFES endorsed strategic objectives and strategies in accordance with its legislative role and functions.	A document which directs consistent practice across a particular business or operational process, providing minimum mandatory requirements to be achieved. Responsibility for ensuring correct application of the standard is clearly set with an accountable owner.
Procedure	Work Instruction
A document which outlines the minimum set of actions necessary to comply with a policy or standard.	Supports a procedure and details the exact steps required at a local level to implement the procedural requirements.

Section 16A of the Act applies a functional accountability for the Commissioner, QFES to:

- establish and maintain arrangements between the state and the Commonwealth about matters relating to effective disaster management

- ensure disaster management and operations are consistent with the state group's strategic policy framework, the state disaster management plan, disaster management standards and guidelines

- ensure that persons performing disaster operations are appropriately trained

- provide advice and support to the state, district and local groups in relation to disaster management and disaster operations.

Our Emergency Management Policy Strategy sets our policy position, intent and approach in regards to QFES' statutory obligations under the Act and the associated direction of government.

QFES Policy Framework

By definition, a policy framework is:

....a logical structure that is established to organise policy documentation into groupings and categories that make it easier for employees to find and understand the contents of various policy documents.[19]

The QFES Policy Framework describes the attributes and content of policy that is required to support good governance in QFES and to enable the growth of strategic capabilities.

Using the framework as a guide enables QFES to develop and maintain policies that are relevant and necessary for the efficient and effective operation of the department, and to better support the operations of service divisions.

Our challenge

We are One QFES with many services, many capabilities and many partners, but we must operate under one policy framework. There are a number of requirements that also need to be considered in the development of the framework being:

- **Portfolio requirements**
  Requirements of the different QFES services are driven by variances in legislation, funding models, partnerships and community expectations.

- **Regional requirements**
  These are driven regionally and take into account capacity and community relationships.

- **Emergency management**
  This is currently considered a different process with cross-agency co-delivery models consisting of more than 115 stakeholders.

Work is well underway

Work has been undertaken which highlighted additional elements needing to be addressed prior to reviewing any documentation, such as policy gap analysis and registration, policy authorisation and approval, and the relationships with approved corporate governance and the capability framework.

Through policy gap analysis, a number of policies were identified as requiring development, further assessment or modifications. A particular area of focus is emergency management service delivery, strategy and policy.

Development and approval lifecycle

Figure 12 below depicts how policy is developed and approved within the context of QFES.

Delivering a framework for the future

Through the development and implementation of well-defined management systems, a rich and integrated set of tools and practices are established, helping guide how people work on operational and non-operational activities.

These systems form a natural framework of structures, systems, policies and processes and, as the experience with these management systems strengthens, capabilities will naturally strengthen and a culture of reassessment and one permitting change will grow.

Figure 12
QFES policy development lifecycle
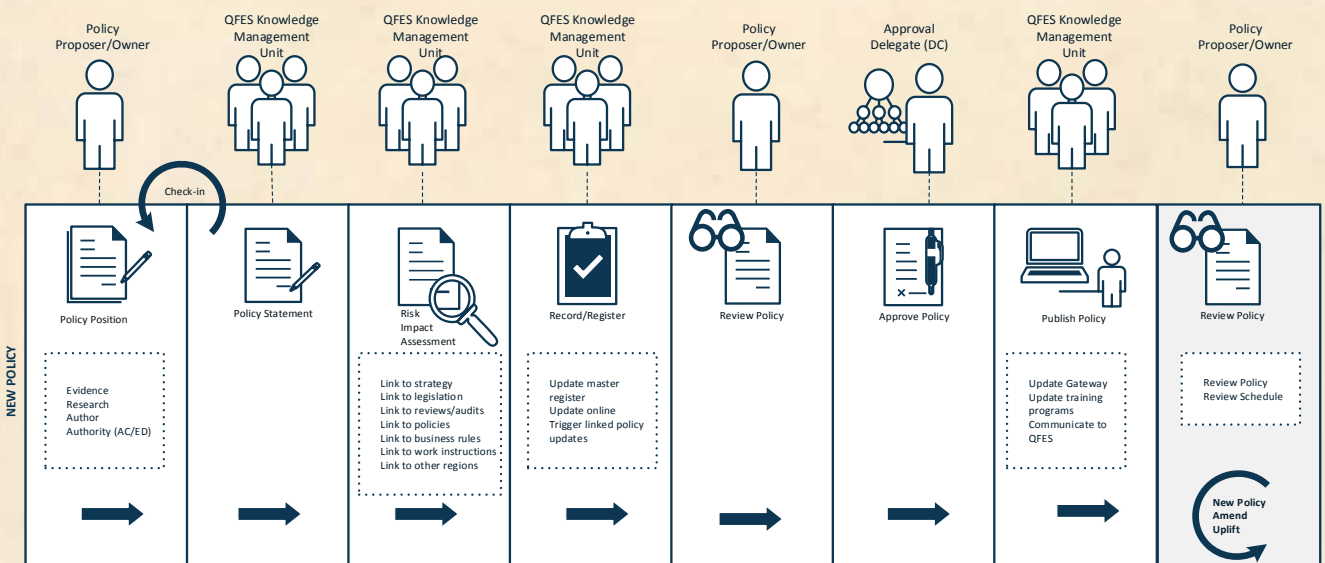
OUR PERFORMANCE

A focus on continual improvement

The department monitors and assesses its performance at the strategic, operational and individual officer levels. Performance management activities are undertaken in line with the *Financial Accountability Act 2009 (Qld)* and the Queensland Government's Financial and Performance Management Standard 2009.

Strategic

Strategic performance within the department is monitored and assessed through information that is collected against the key performance indicators that are published in QFES' strategic plan. This information is documented in a monthly report that is presented to the department's Board of Management and is also published in the department's annual report.

The department also assesses its performance at the strategic level through a range of other mechanisms, such as against:

- government commitments (as set by the Premier of Queensland)
- Ministerial Charter of Goals
- targets set in the Productivity Commission's National Report on Government Services
- AFAC measures
- other whole-of-government reports (including coronial recommendations).

Operational

Operational performance is focused on assessing an individual division's contribution to the strategic directions and objectives published in the QFES Strategic Plan.

The department achieves this through each division undertaking quarterly reporting against their divisional operational plan including monitoring their performance against the deliverables and performance measures and targets.

Project and program plans include performance measures, assessment against which can be used to inform decision-making and monitoring and reviewing the individual project or program.

Staff

Individual officer

Staff performance is assessed against agreed individual performance and development plans through a formal review process with managers.

These reviews normally occur every six months in one-on-one meetings between individual staff members and their supervisor. The purpose of the review is to provide staff and supervisors with the opportunity to:

- assess achievements
- identify required improvements and learning and development opportunities
- formally approve the agreed actions.

Executive performance and development agreements

Executive performance is assessed against an annual Executive Performance and Development Agreement. This process occurs every six months where members of the senior executive service are required to assess their progress against state deliverables and set performance targets.

The assessment of executives against their performance agreements is required to be approved by their supervising officer. This process ensures that performance is regularly monitored and corrective strategies can be put into place if required.
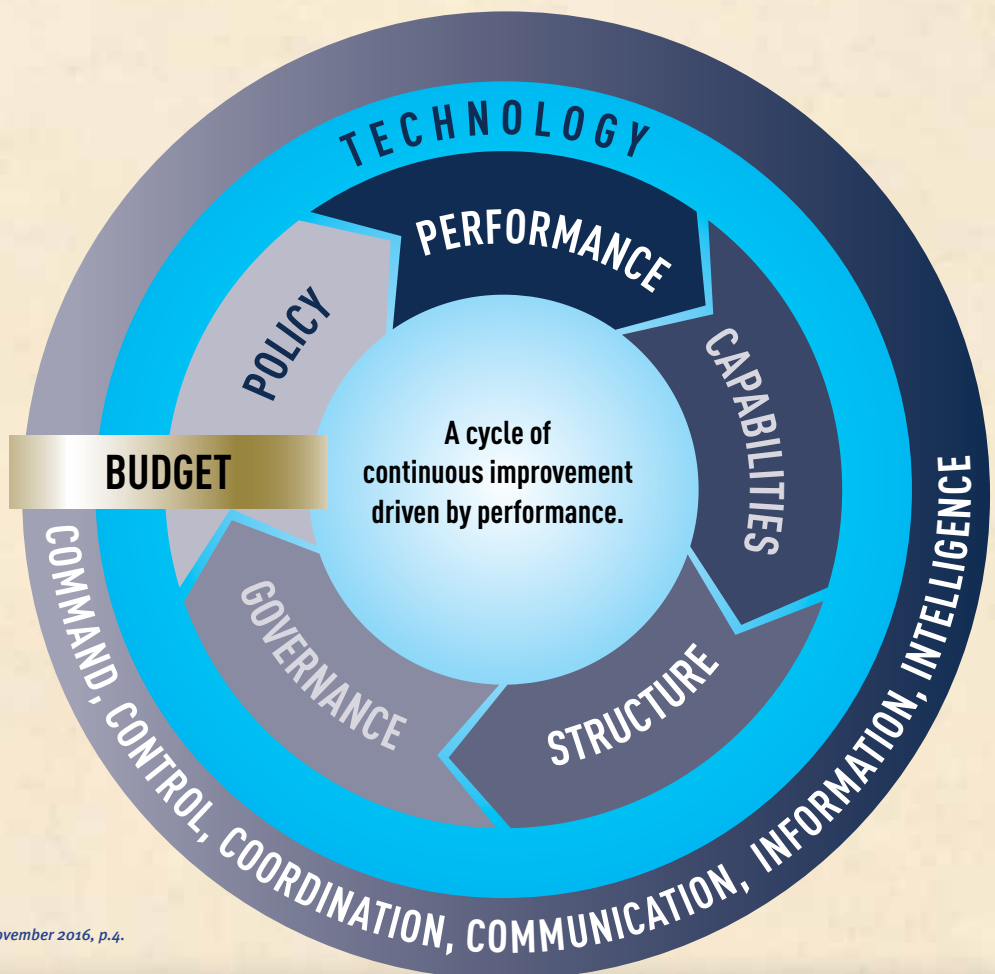
Figure 13
QFES continual improvement cycle

Adapted from QFES Our Direction : Changing World, November 2016, p.4.

Building on our past, creating our future : **Our Strategy**

Our own experience

Case study 9: Newcastle earthquake, 1989

Fatalities: 13   Injured: 160   Buildings damaged: 50,000

At 10.27am on Thursday, 28 December 1989 an earthquake measuring 5.6 on the Richter scale devastated the streets of Newcastle.

People were seen spilling onto the streets as buildings began to crumble around them as one of the most disastrous earthquakes in Australian history struck.[1]

The earthquake caused widespread damage to infrastructure including roads, bridges and power lines and damaged 50,000 buildings — 40,000 of which were homes. As a result, 13 people lost their lives and another 160 were injured.

The Insurance Council of Australia estimated the damage at the time to be $862 million, with the estimated normalised cost in 2011 being $3240 million.[2]

Sources:

1: http://www.australiangeographic.com.au/blogs/on-this-day/2011/12/on-this-day-newcastle-earthquake-strikes/ Website viewed: 21.12.2016

2: https://www.emknowledge.org.au/resource/58/1989/earthquake---newcastle-new-south-wales-1989 Website viewed: 21.12.2016

Image sourced from the Australian Emergency Management Knowledge Hub 'Earthquake – Newcastle, New South Wales 1989'. Author: Peter May - Australian Emergency Management Institute. Owner: Australian Emergency Management Institute. Unchanged. Attribution 3.0 Unported. https://creativecommons.org/licenses/by/3.0/

Grievous consequences

Case study 10: Oklahoma City bombing, 1995

Fatalities: 169   Injuries: 675

While acts of terror may seem to be carried out primarily by religious extremists, this is not always the case. On April 19, 1995, Timothy McVeigh exploded a truck bomb that he positioned in front of the Alfred P Murrah Building in Oklahoma City, Oklahoma.

The bomb itself was home-made, using chemical ingredients that were readily attainable.

The resulting explosion tore into the Federal Government building, demolishing much of it and causing widespread damage to the surrounding area. Damages totalled more than US$652 million.

Timothy McVeigh and co-conspirator Terry Nichols were quickly linked, charged and convicted for the attack. The public soon became aware of the home-grown terrorism. McVeigh, a militia sympathiser, espoused a hatred of the US government as his motivation.

McVeigh was sentenced to death by lethal injection and Nichols was given life imprisonment without parole for their roles in the attack.

Prior to 9-11, this attack was the deadliest act of terrorism on American soil.

Source: http://www.toptenz.net/top-10-terrorist-attacks.php/

POSITIONING FOR THE FUTURE

Our people

With capabilities mapped and the systems in place needed for good governance and departmental oversight, we have focused on our workforce to ensure we have the Human Capital (HC) requirements to support our people and the department.

For QFES, HC refers to all people-related services that support and enable the department and its people and operations. It involves defining what our aspirations and goals are; where are our areas of focus; how will QFES succeed; what capabilities are required; and what initiatives will be prioritised.

This is a key component for QFES as our HC strategy must address an immediate need for us as a department in relation to our service delivery as well as ongoing processes that need to be reviewed as the strategic priorities of QFES continue to evolve.

The four key strategic objectives for QFES in respect of HC are to:

1. operate as a department
2. manage our unique workforce requirements
3. enhance our financial stability
4. find opportunities and ways of working together as One QFES.

In saying this, we must remain focused on ensuring our people are developed, retained and supported; achieving our operational and strategic priorities; and ensuring our HC is measurable and aligns with QFES achieving its vision and overarching strategy.

Figure 15 shows how HC supports the delivery of services across prevention, preparedness, response and recovery through the QFES workforce.

Figure 15
QFES Human Capital supporting service delivery across prevention, preparedness, response and recovery
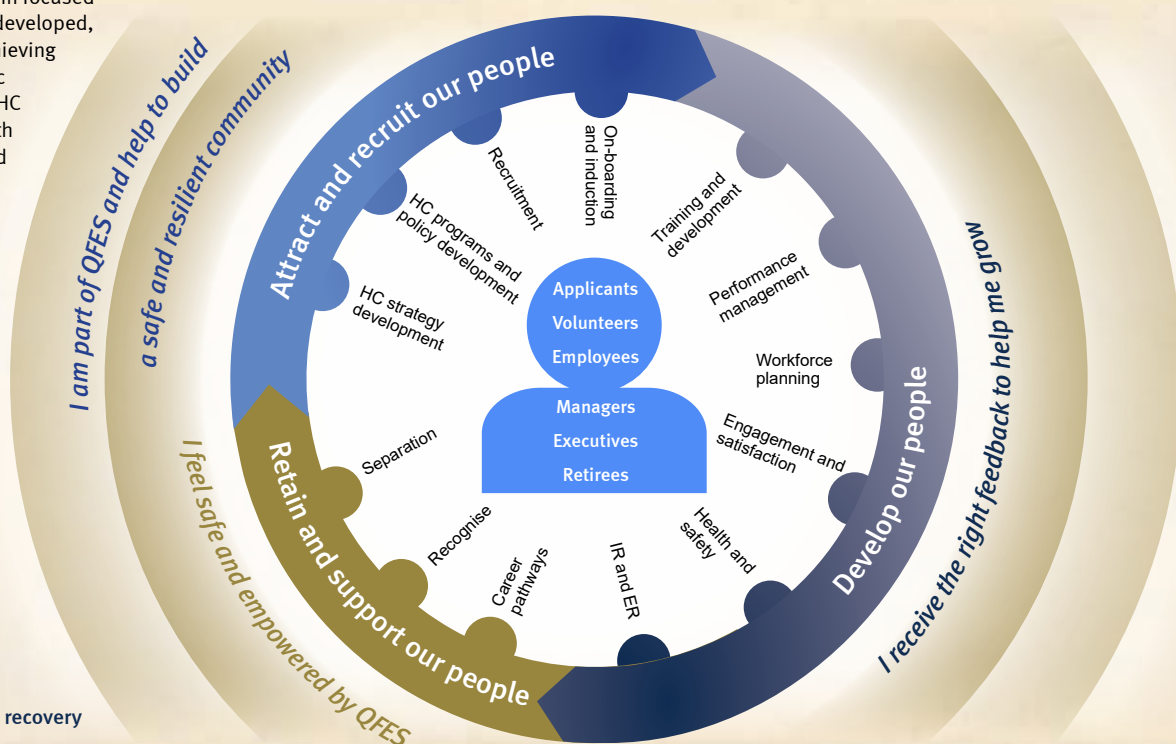
HC lifecycle

In relation to the QFES workforce, we are committed to our HC lifecycle — the end to end process by which QFES attracts, develops and retains talent — to ensure we have the right people with the right skills to deliver our identified and expected capabilities. This also takes into consideration activities involved with the Queensland Government's HC lifecycle.

Fire and Rescue Service

Investment in basegrade firefighter recruitment continues to reflect our commitment to attracting and engaging the best candidates possible. Firefighter recruitment campaigns, informed by independent research and developed collaboratively with staff and stakeholders, are embarking on a new approach with diversity-focused activities showcasing the roles firefighters and emergency workers perform in the community.

Figure 14
QFES Human Capital lifecycle

2016 QFES Volunteer Survey

QFES has a volunteer workforce of approximately 42,000 people across Queensland. Comprising around 6200 State Emergency Service (SES) and 36,000 Rural Fire Service (RFS) volunteers, as well as Research and Scientific Branch network and Technical Rescue Unit volunteers, it is a key component in our ability to deliver on our mission of helping keep Queenslanders safe.

A key objective of QFES is to empower volunteerism by recognising, respecting and valuing our volunteers and the work they do. We also value the diversity of our workforce and the importance of recognising and respecting our differences as we work towards a shared goal of creating safe and resilient communities.[20]

In July–August, the 2016 QFES Volunteer Survey was undertaken assessing our volunteer satisfaction and in particular, seeking feedback on culture and communication.

More than 5200 volunteers from across QFES participated, providing responses to help shape a number of departmental initiatives that will better-support our workforce, both paid and volunteer.

Developing the QFES Volunteerism Strategy

From recruitment and retention initiatives, to training and volunteering opportunities, the framework for our QFES Volunteerism Strategy will help shape the department and allow it to better meet the challenges of the future. The strategy itself will be built on the broader QFES principles including that we:

- are community-based and community-focused
- recognise, value and respect all of our people equally
- actively engage and involve volunteers in decision-making
- celebrate our diversity but are focused on our common mission
- make risk-based decisions
- are team-based (from state to frontline).

The strategy is currently under development and the Volunteerism Strategy Steering Committee has been formed comprising key stakeholders from the public and private sectors who all support volunteers. Other initiatives to be informed by this feedback include our Valuing Volunteers Initiatives, QFES Transforms (leadership and development program within the department) and training reviews. A results report for the 2016 QFES Survey can be accessed via the QFES Gateway and internet site.

Our supporting technology

C4I2

For QFES to remain relevant, be flexible enough to respond to any event — known and unknown — and continue to meet community expectations, we must create highly effective Command, Control, Coordination and Communications capabilities enabled by fully integrated Information and Intelligence functionality (C4I2).

The critical nature of emergency management requires the ability to not only have access to information, but to be able to share this information efficiently and effectively with those who need it.

Furthermore, information — its collection, sharing and dissemination — is essential for improving regional preparedness and delivering robust operational pictures that better assign information to the right resource.[21]
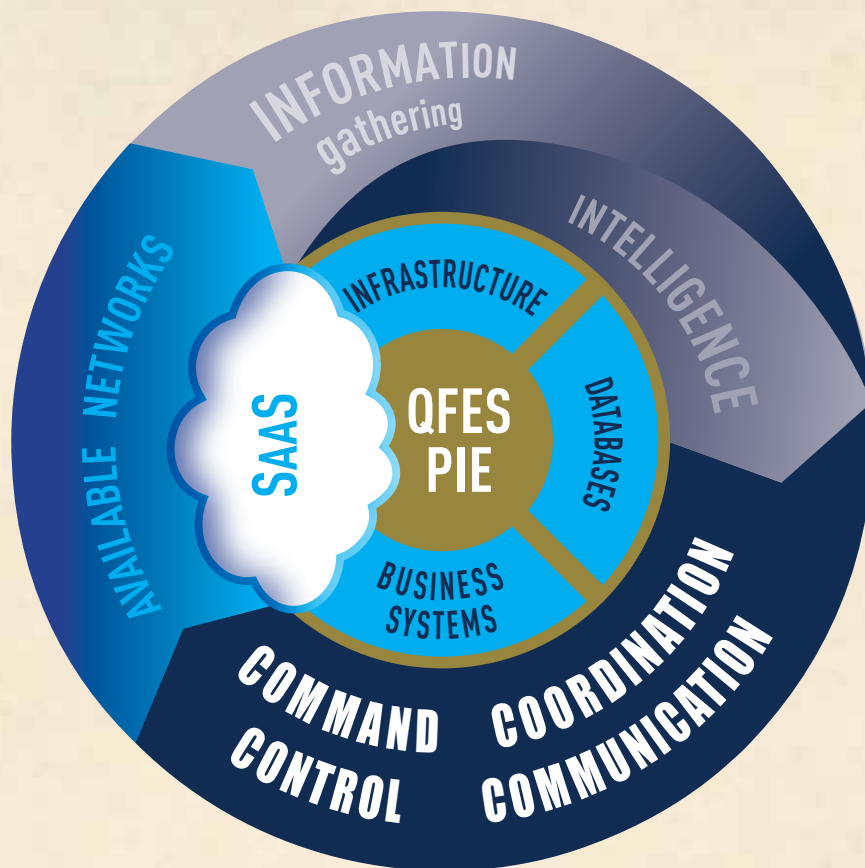
To be able to do this, QFES must have highly available, stable, contemporary and agile core systems accessible anywhere via any mobile device. We need to develop a capability that is 'always live' connecting local, regional and national theatres of operation through a dynamic end-to-end technology solution.

This will ensure any new technologies permit QFES to access and use the shared databases responsibly yet effectively, managing and contributing to multi-agency secured repositories for the benefits of improved service delivery.

Creating a Precision Information Environment

As outlined by the United States Department of Homeland Security,

" … a Precision Information Environment (or PIE) will provide tailored access to information and decision support capabilities that adapt to the varying users and phases of emergency management. It will provide analysis and simulation capabilities through novel interactions that transform planning, communication and decision-making by first responders, policy makers, and the public.[22] "

In relation to QFES, we need to look at our systems, our partners and stakeholders, our workforce and the community to develop a fully-integrated seamless environment known as the QFES PIE.

This will not only provide reliable and efficient incident management and subsequent information management when needed but also — enabled by technology — link into our Human Capital Management, Operational Management and Volunteer Information Management systems creating a holistic, accurate, real-time platform for workforce and resource management, planning, development and deployment.

The QFES PIE will ensure the right and relevant information is going to the right area; that the right resources are allocated to respond to an incident; that communication with deploying members is relevant and efficient; and that the response provided is both timely and appropriate in relation to community need and expectations.

It will also deliver greater interconnectivity of our technology systems ensuring our information, resource and command management is strategically leveraged and assessed to make sure our capabilities deliver on our objectives and continue to meet community and government expectations of the department in the short, medium and longer-term.

PRECISION INFORMATION ENVIRONMENT

Our systems

EMERGENCY SERVICE PARTNERS

QPS   QAS   QPS   QAS

GWN P25   CAD

INCI

000

NG000

TECHNOLOGY LAYER

ENABLER

C4

LTE

Telematics

Feeds (Video)

Spatial Data

Location Services

QFES Office 365

Paper

Mobile

Station Officer

Email   OMS

HC

HR

Building on our past, creating our future : **Our Strategy**

DENT

I2

Where are you?

What's the problem?

Can you help
• yourself?
• others?

How do we (QFES) communicate with you?

We are on our way

Help me!

EM
IS

Use **QFES Office 365**

Use **App**

Use **Mobile**

Use **Station turnout**

Use **Pager**

VIMS

I'm available

I'm not available

Emergency Worker

My skills are:
• Class C driver
• Chainsaw operator
• Swiftwater tech.

OUR COMMUNICATION APPROACH

QFES Transforms

QFES Transforms Through Leadership (QFES Transforms) is an initiative developed to ensure our leaders engage the positive potential of our workforce, paid and volunteer, and our many partners in creating the culture our department needs to strategically align with and support our change. Ultimately, this alignment is needed for QFES to be a progressive, inclusive and highly functioning department.

QFES Transforms' approach assumes leaders are not born but developed; furthermore, that these skills are essential in creating a positive work climate and to achieve results. Leading well means enabling others to face challenges, achieve results and create a positive future that people can envisage.

A foundation principle of the initiative is to build conversational workshops led by well-trained internal facilitators — allowing our people to present our strategy, assist our leaders to make sense of the sessions and focus on our vision and values. It builds leadership capability at the frontline, develops coaching capability and allows accountability and collaborative governance to sit at the executive level.

Importantly, activities undertaken deliver focused opportunities for leaders to ensure messages given to the frontline are interpreted correctly to help prepare staff to better understand our strategic direction and how they all contribute to it. The following activities were rolled out in 2016 around Queensland as part of the initiative.

Executive activities

- Futures Master Class
- ELT Charter Session and Mentoring Sessions
- Commissioner and Deputy Commissioner workshop — November 2016
- ELT Highly Effective Teams workshop — November 2016.

State leaders' activities

- 300 people attended the State Leadership one-day workshop
- 11 people undertaking the Emerging Leaders Academy — 2016/17
- Seven people attended the Advanced Facilitation Workshop — November 2016.

Frontline activities

- 44 Far Northern Region leaders included in Frontline Leaders Workshops — September 2016
- 80 frontline leaders included in State Leadership one-day workshop — June to October 2016
- 120 South Eastern Region leaders included in Frontline Leaders Workshops — December 2016.

Communication materials

QFES' Media, Communication and Engagement (MCE) Unit has developed a number of communication and engagement tools to support and educate staff during the change process.

Strategic documentation development

There has been a concerted and concentrated effort to develop the strategic documentation and guides to underpin and support increased communication and engagement across the department.

Stakeholder engagement documents

At a departmental level, the following documents have been or are being developed to provide a strategic approach to stakeholder engagement and its importance at a corporate level for QFES. These are the:

- Framework for Stakeholder Engagement
- Stakeholder Engagement Statement
- Communication Plan.

These not only provide high-level oversight but also represent a consolidated, accepted and agreed position in relation to the importance of stakeholder engagement to our business and the need to explore these relationships and opportunities at corporate, regional and local levels.

Regional and local level documents

At a local level, there have also been documents developed to encourage, guide and support stakeholder engagement across the department. These include the:

- Stakeholder Engagement Strategy — regional
- Stakeholder Engagement Workshop Tool — local
- Stakeholder Engagement Strategy Communication Plan — local.

These documents outline the reasons behind stakeholder engagement and its importance to the department, what is involved in the process and the need for its evaluation and redevelopment on an ongoing basis.

They have also been designed to ensure the QFES workforce has the tools, knowledge and confidence needed to undertake stakeholder engagement and to be aware of how it aligns with the department's overarching strategic objectives in this area.

A pilot was undertaken in South Western Region with results and findings being reviewed in early 2017.

OUR FUTURE DIRECTION

Style, language and user guides

To support and encourage QFES' workforce to undertake increased engagement and communication activities, there has been a review and development of required guides and language tools. All of the documents below are accessible on the QFES Gateway.

Editorial guide

The QFES Editorial Guide has been reviewed to give realistic and practical guidance for writing copy and communication pieces. Focusing on word use, grammar and common phrases and terminology, it is a practical guide to writing for all QFES members.

Language Lexicon

An additional guide, introducing commonly used and emerging departmental language, has been developed to ensure a department-wide understanding of words as well as supporting their consist use. Our departmental Language Lexicon is evolving and is a consistent and shared approach to the use of language, in both spoken and written form, across QFES.

Vision6 e-newsletter Guide

With the increased up-take of the regional newsletters (at an Assistant Commissioner level), a user guide has been provided for Vision6. Vision6 is the software used for the development and publishing of all e-newsletters and has been designed to make it easier for each region to coordinate, build and send their own regional e-newsletters.

The MCE Unit provides the branding and look-and-feel for each newsletter, and assists with their initial development. These are then handed over to the regions for ongoing production and distribution, with MCE providing high-level editing and communication advice.

Vision6 Policy

The policy has been delivered to provide guidance in the use of the Vision6 platform for QFES' workforce as required. It provides an endorsed approach for the development and distribution of approved email content within and external to the department.

Video Publishing Guidelines (Wistia)

A guide for video publishing (using the Wistia platform) has also been delivered. This guides the use of video content and has been provided for all QFES members developing, publishing and distributing approved video content within and external to the department.

Newsletter development

Key videos and e-newsletters have been used for engagement across QFES.

Video and e-materials

The Commissioner's Update (e-newsletter) and OpenLine (video update) communicate key information and answer incoming questions from QFES staff. The Deputy Commissioner ESV's Update (e-newsletter and video) is also used for engagement with volunteers and paid support staff (RFS and SES) and others.

Regional newsletters

There has been a significant amount of work undertaken in relation to the development of regional e-newsletters. At the end of 2016, all seven QFES regions were actively developing and distributing their own e-newsletters.

The first regional e-newsletter for South Western Region was developed and distributed in May 2016, with a focus on regional content and achievements.

Transformational resources

Additional print and online materials have been produced at key junctures in our change journey to inform our workforce of the work being undertaken and its role in the process.

The Our Future Direction and Changing World documents outline the strategic evolution of the department and the changes that are underway in QFES.

Both of these documents are accessible online on the QFES Gateway and internet site with printed versions available from the MCE Unit by emailing QFES.Communications@qfes.qld.gov.au

2016 Speakers Series

Further to these printed documents, the QFES Speakers Series was also undertaken throughout the last quarter of 2016.

Launched in September, a monthly presentation hosted at the Kedron Emergency Services Complex saw guest speakers share their inspirational stories to help us contextualise and embrace the changes occurring at QFES. Feedback from those who attended was very positive, with many people finding the presentations interesting, insightful and inspiring.

These presentations can be accessed via the QFES Gateway.

Our Direction

CHANGING WORLD

November 2016

OUR STRATEGY

Our shared journey of change is well underway and we all have a part to play.

As one department, QFES is focused on embedding what is needed for us to remain relevant, to be flexible enough to respond to an ever-changing operating environment and to continue to meet the expectations of communities around Queensland.

ENDNOTES

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2670FEM_MDC

Building on our past, creating our future : **Our Strategy**

GLOSSARY

2670FEM_MDC

ABBREVIATION	MEANING
AC	Assistant Commissioner
AFAC	Australasian Fire and Emergency Service Authorities Council
AFSM	Australian Fire Service Medal
AM	Member (AM) in the General Division of the Order of Australia
APM	Australian Police Medal
BoM	Board of Management
C4I2	Command, Control, Coordination, Communication, Information, Intelligence
CAD	Computer-Aided Dispatch
CSC	Conspicuous Service Cross
DC	Deputy Commissioner
ED	Executive Director
ELT	Executive Leadership Team
EM	Emergency Management
ER	Employee Relations
ESV	Emergency Service Volunteers
FRS	Fire and Rescue Service
FTE	Full-Time Equivalent
FY	Financial Year
GWN	Government Wireless Network
HC	Human Capital
HR	Human Resources

ABBREVIATION	MEANING
IR	Industrial Relations
LTE	Long-Term Evolution™
MCE	Media, Communication and Engagement Unit
NG000	Next Generation 000
NGO	Non-Government Organisation
OMS	Operations Management System
PSBA	Public Safety Business Agency
QAS	Queensland Ambulance Service
QFES	Queensland Fire and Emergency Services
QFES PIE	QFES Precision Information Environment
QFRS	Queensland Fire and Rescue Service
QPS	Queensland Police Service
RACE	Response Advice for Chemical Emergencies
RFD	Reserve Force Decoration
RFS	Rural Fire Service
RTO	Registered Training Organisation
SaaS	Service as a Solution
SES	State Emergency Service
SFEST	School of Fire and Emergency Services Training
VET	Vocational Education and Training
VIMS	Volunteer Information Management System