





LESSONS MANAGEMENT FORUM 2022

DAY 2 | 23 MARCH-

Welcome

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Troy Davies

Queensland Fire and Emergency Services

Recap: Lessons Management Forum Day

One

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Alistair Dawson

Inspector-General, Office of the Inspector-General Emergency Management, QLD

Closing the loop - moving from lessons we don't learn to lessons we do

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Closing the loop: Moving from lessons we don't learn to lessons we do

Alistair Dawson APM MBA EMPA
Inspector-General of Emergency Management





Presentation themes

- Learning lessons
- Accountability
- Embedding a learning culture

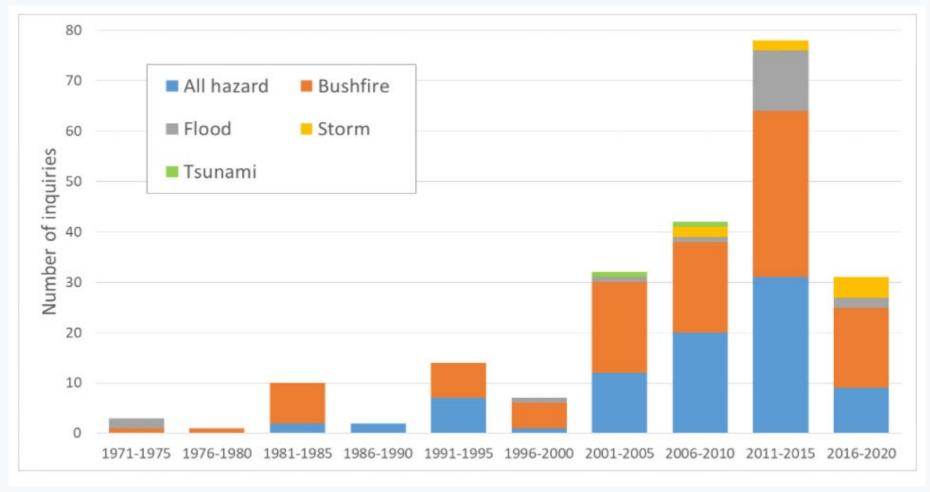
The lessons management cycle

- Collection observations and insights
- Analysis leads to lessons
- Implementation
- Monitoring and review



Figure 1 Lessons Management Cycle, AIDR Lessons Management Handbook, 2019

Australian context



Royal Commission into National Natural Disaster Arrangements (2020), p. 504 Figure 98

Lessons we don't learn

- Authority, evidence and logic are not enough
- The way in which inquiry lessons are crafted and communicated can help
- Knowledge recall and institutional memory are the goals

Initiation process

IGEM review report makes recommendations



Government Action Plan

identifies lead entities and activities to address recommendations



MER Process

IGEM works with lead entities to Monitor, Evaluate and Report on implementation

Principles



Integrity - we provide assurance to Government by independently evaluating evidence-based lead entity progress reports.



Accountability – leading entities implement activities, record decisions and supply supporting information.



Collaboration – we work with lead entities to monitor progress and support continuous improvement.





Lead entities provide updates and supporting information



Status classifications

Implemented - complete.

Strong – outstanding capability supported by evidence of good practice and capacity to sustain.

Well placed – capability gaps are identified, and practical improvements are planned or underway, with capacity to achieve outcomes.

Development area – more action is required to close current capability gaps and deliver improvements over the medium term. Capacity to deliver is not assured.

Limited – not well placed to address weaknesses in the short to medium term and needs additional capacity and support to secure effective delivery.

Superseded – replaced by a subsequent recommendation or Government activity.









IGEM evaluates the evidence provided



IGEM provides progress report to the Government

From identifying to learning lessons

- Identify options to "sustain or improve"
- Analyse for intended and unintended consequences
- Identify, negotiate and validate agreed actions
- Achievable action plans for implementation
- Implement change activities
- Monitoring, evaluation and reporting (evidence based)
- Re-evaluate and verify lesson learned

Implementation challenges

- Complex environments
- Leadership
- Absorption and synthesising capacity
- Resourcing
- Institutional amnesia
- Culture

Implementation solutions

- Change management
- Leadership
- Authorising environment
- Public Value
- Culture
- Collaboration



Closing the loop

- Benefits of learning lessons
- Taking action
- Multi-agency collaboration
- Monitoring and review
- Accountability and responsibility

Conclusion

 What are the consequences if we don't learn?

What are the possibilities?



Thank You & Questions

Alistair Dawson APM MBA EMPA
Inspector-General of Emergency Management











Questions



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Lessons Management Forum 2022

Morning tea break

Program will resume at 11.30am (AEST)

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Joe Buffone

Emergency Management Australia, Department of Home Affairs

Learnings from a unique response

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Victorian Aged Care Response Centre Lessons from a unique response

Joe Buffone PSM
Director General
Emergency Management Australia

Introduction

- 1. Approach, Guiding Values and Dangers
- 1. Overview and Mission
- 2. VACRC Lessons Management
- 3. Insights and Report
- 4. Example Insights
- 5. Learning from VACRC
- 6. Reflections and personal learnings









BE COVIDSAFE

My Approach, Guiding Values and Dangers

My approach to the VACRC sought to:

- Preserve the dignity and continuity of care for aged care residents
- Prioritise the safety of health and aged care workers
- Acknowledge that there is a human face to everything we do
- Make sense out of chaos and order from disorder
- Stabilise the sector so others can repair
- Be on the offensive, active, aggressive and persistent
- Focus on hand over rather than demarcation
- Assume nothing, follow up on actions
- Push my self and push others stretch the possible and aim for the impossible
- Our job is not done until the job is done.

Dangers included:

- Unnecessary bureaucracy,
- Self licking ice creams, self indulgence, self serving ego's
- Energy takers v energy givers
- Procrastination
- Yes but v's yes and
- Do the right thing not what's right
- Respect self, Respect other, Responsible for you own actions

Overview and Mission

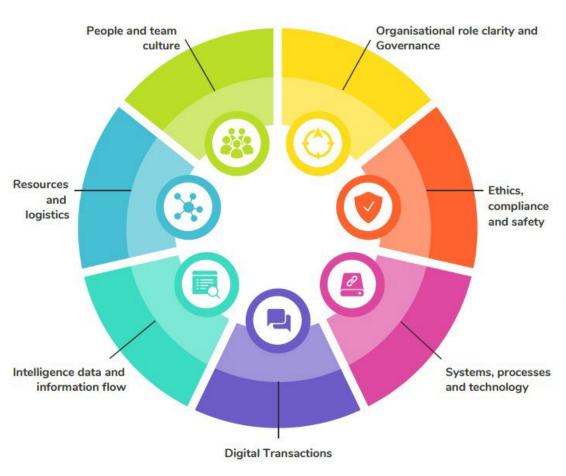
The Mission of the VACRC was:

- To have an epidemiology intelligence system in place that will enable targeting and risk proportioning for our prevention, rapid response and testing strategies.
- To have a supplementary aged care workforce from Qantas operating in aged care facilities (with the exact numbers still being determined).
- To have an enhanced testing regime in place that will be triggered by suspected cases rather than a delayed confirmation of a COVID Case.
- To Increase spot visits by the Aged Care Quality and Safety Commission.
- To deliver targeted rapid response by AUSMAT (with 20 % of facilities that do not have cases visited and provided with enhanced PPE and infection control training).
- To have a contingency plan in place should the hospital system get overloaded with low care residents from aged care facilities.
- To be more integrated across governments, EM system, hospitals, aged care facilities.
- To refine and mature a multi-pronged approach of early identification, rapid intervention, mitigation of outbreaks, prevention based on emerging risk.
- To improve communication to families, the sector, the public and key stakeholders.
- To deliver a more matured integration of aged care facilities into the Hub model of health services (this is subject to how many facilities cannot guarantee continuity of care to their residents and how fast the disease load increases).

VACRC Lessons Management

VACRC Lessons Management





Organisational role clarity and Governance

There is universal understanding of the Mission and Vision of the VACRC.

All participants in the survey agree that the VACRC achieved its stated goals.

9 in 10 participants highlight their outputs align with the organisational mission.

Ethics, compliance and safety

Ninety seven percent of participants highlight that VACRC operates ethically, in a safe and appropriate manner and in a COVID safe way. The reminder highlighted an N/A Not sure response. Nine in ten feel the VACRC complies with laws and regulations, 2% feel this is not the case and the remainder are unsure. (or N/A).

Systems, processes and technology

Three in four or more view issues around systems, processes and tech positively. Key success areas are focused on innovation, flexibility and continuous improvement. Whilst results are generally strong, key opportunities exist in relation to IT systems, process development, outcomes monitoring and team role clarity.

Communications and relationships

Experience of communications is positive with more than 9 in 10 highlighting clear relationships, ability to engage effectively and utilisation of relationships to achieve outcomes. Opportunities to harmonise cultures and language exist for a minority.

Intelligence data and information flow

There is clear understanding of the contribution of teams to broader outcomes. While results are strong, ensuring staff know how to measure their outcomes and facilitating information flows to individuals offer chances for ongoing improvement.

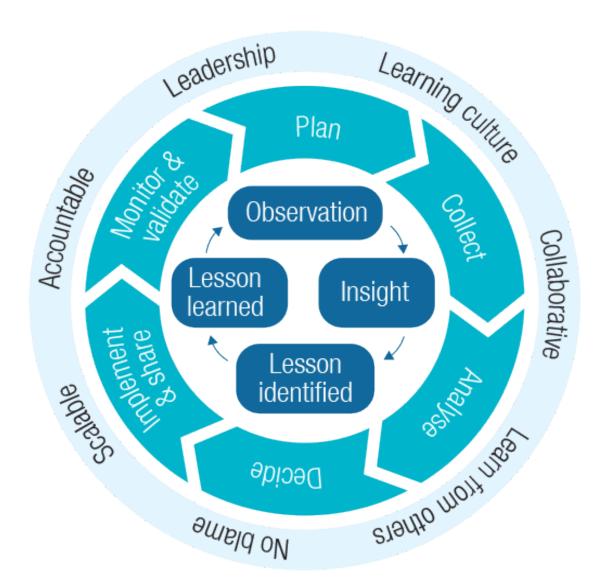
Resources and logistics

Feedback on support from parent org's, office facilities and support to perform role is positive. Ratings relating to systems/processes and resourcing and logistics are mixed, with potential for more established business systems to be put in place.

People and team culture

People and team culture represent a strength, with very high outcomes across self efficacy, skills utilisation, cooperation and agreement that the VACRC is a good place to work. Ensuring the organisation accesses the range of skills needed represents the only potential focus area here.

Insights and Report







Report produced by a team of six civilian and military lessons specialists

Insights and Report

- 1. There were pre-existing challenges in the Aged Care sector
- The VACRC was established rapidly and effectively despite the significant challenges that existed
- 3. Defining roles, responsibilities and governance arrangements was challenging
- 4. A unique response
- 5. Authorities, accountabilities and powers affected the response
- 6. Arrangements overall health system
- 7. Lack of appropriate emergency management infrastructure
- 8. Prioritising effort between acute response and future focus
- 9. Leadership was effective
- Executive leadership was effective
- 11. Overall the operation was effective
- 12. Effectiveness of the people operating in VACRC
- 13. Overall there was limited experience in emergency/crisis management
- 14. Communications and engagement
- 15. ADF was effective
- 16. Civil/Military integration is a critical element of these operations
- 17. Alignment and use of integrated appreciation, planning and intelligence processes
- 18. Challenges with intelligence

- 19. Induction could be improved
- 20. Incident management rhythm evolved
- 21. Duplication and inconsistency of effort
- 22. Incident management system
- 23. Relationships
- 24. Briefings and handovers
- 25. VACRC structure
- 26. Interoperability
- 27. Challenges with language/terminology
- 28. Cross function communication and coordination
- 29. Issues with access to the VACRC facility
- 30. Lack of a facility
- 31. Fatigue management
- 32. Staff welfare and critical incident stress
- 33. Challenges managing data
- 34. Lack of an IT platform
- 35. Situational awareness
- 36. Logistics
- 37. Lessons Management

Insights

A UNIQUE RESPONSE

This has been a unique operation. It is unusual for the Commonwealth to deploy into a jurisdiction with a Commonwealth led response which is supported by the jurisdiction. This is the opposite of a traditional response where the jurisdiction is supported by the Commonwealth. The emergency management structures, frameworks and systems (Commonwealth-State) for this event have not aligned as they normally would.

The VACRC ended up being established outside the Victorian State Control Centre (SCC) and structures. This meant that facilities, systems and some processes had to be established from scratch. Insufficient observations have been collected at this time to inform an Insight on the advantages and disadvantages of this model.

The mix of emergency/crisis management, medical, policy, program and Defence personnel is also unusual. This mix has not been without its challenges, but the majority of observations point to the mix being advantageous and being made to work

Insights and Examples

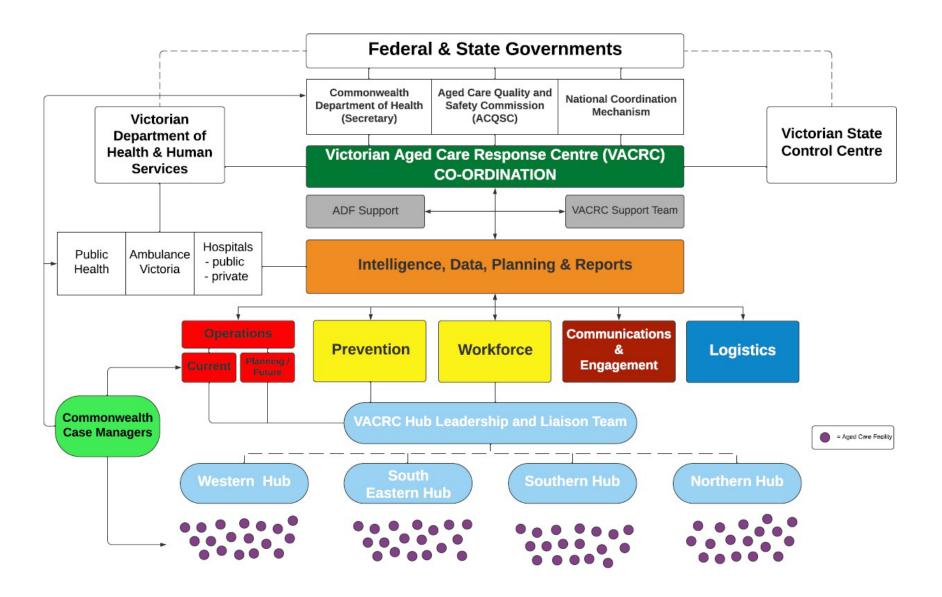
LACK OF APPROPRIATE EMERGENCY MANAGEMENT INFRASTRUCTURE

Having to establish the VACRC as a bespoke crisis management centre, from a zero base, during a public health crisis was challenging. Initially there was an assumption that VACRC would be established and leverage off the existing Victorian emergency management facility, structures, systems and capabilities. This was afforded for a short period of time however was not sustainable due to the risk of Class 1 Emergencies 1 potentially occurring for Victorian authorities.

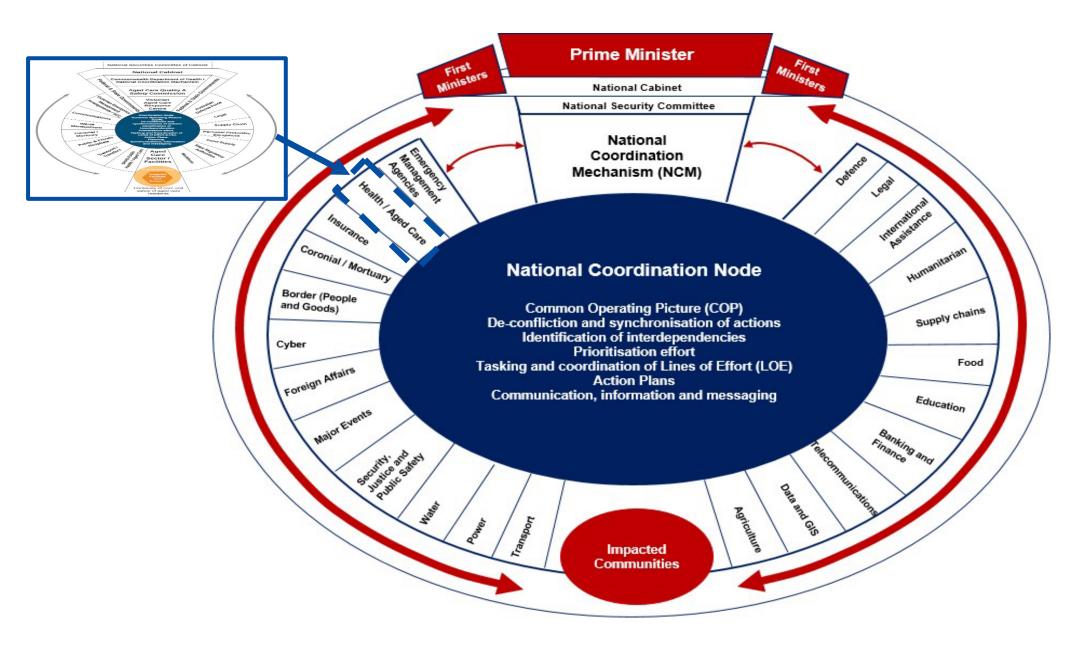
It therefore became apparent that operating within the SCC was not sustainable, VACRC established a control centre like facility, developed supporting systems, technology platforms, and processes, all while concurrently attempting to get on top of the evolving crisis.

This event has identified that it may not be valid to assume that a purpose-built facility for natural hazards will automatically meet the requirements or be available for other hazards or be able to host a large-scale operation. Access to emergency facilities, capability, or contingencies, may be limited or not suited to consecutive and concurrent emergencies to be able to manage a response of the scale and complexity such as this one.

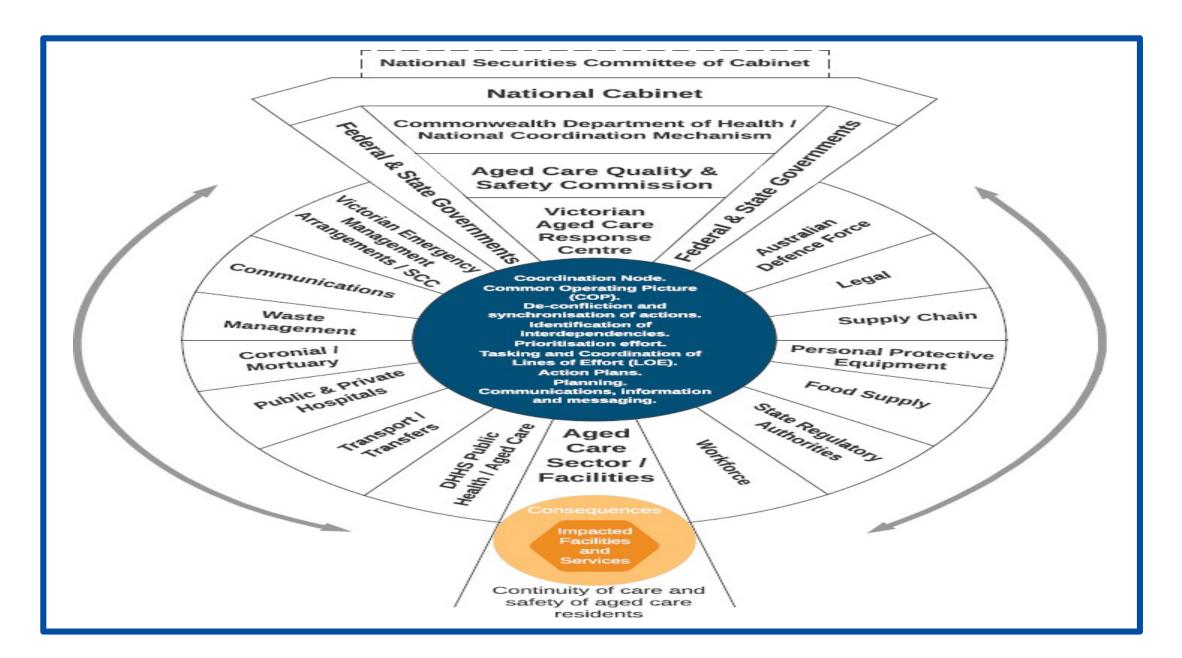
VACRC Structure



The National Coordination Mechanism and VACRC



The National Coordination Mechanism and VACRC



Insights and Examples

INCIDENT MANAGEMENT SYSTEM

In the early stages of VACRC's establishment, traditional methods of using paper, pens and whiteboards, to map processes and procedures became the foundation for developing the incident management system. Once established the incident management system enabled the automation of information to improve situational awareness, list objectives, define priorities and centralise data.

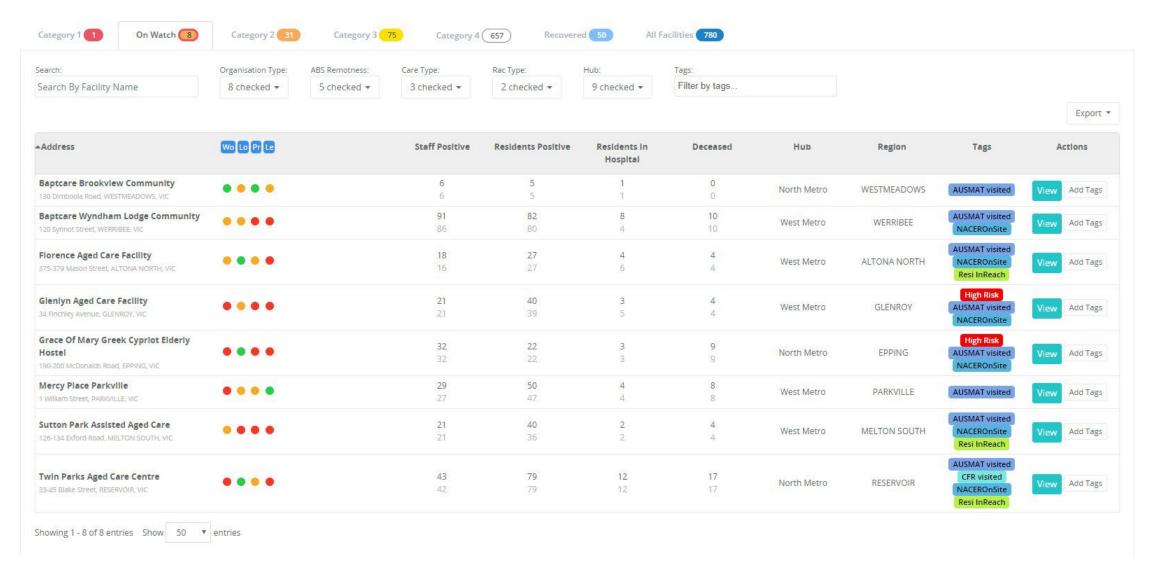
Solutions through technology present opportunities to free up human resources that can be used for other critical tasks. Having sound intelligence and incident management systems are instrumental in establishing a Common Operating Picture (COP) to inform decision making.

CHALLENGES WITH INTELLIGENCE

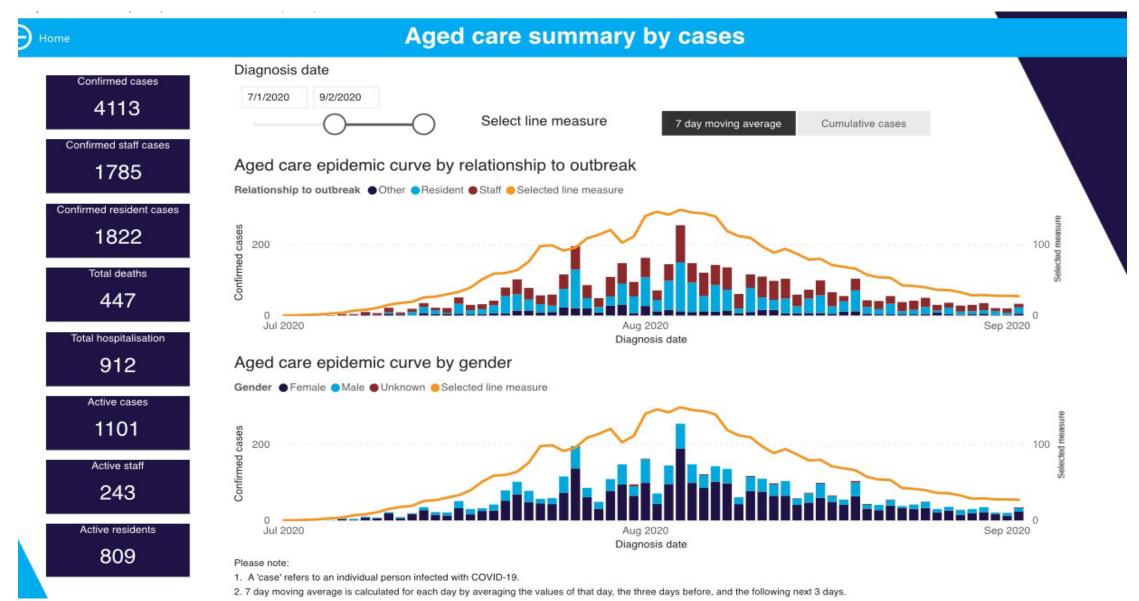
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Incident Management System



Intelligence System



Insights and Examples

CIVIL/MILITARY INTEGRATION IS A CRITICAL ELEMENT OF THESE OPERATIONS

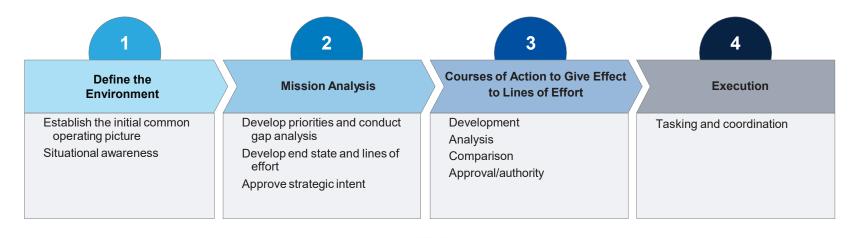
Challenges with ADF integration into civilian emergency management control and coordination structures was initially a challenge. Command, control and coordination are distinctly separate functions in domestic emergency management legislation, plans and processes. This differs from ADF Command and Control thinking and some ADF systems and procedures required adaptation.

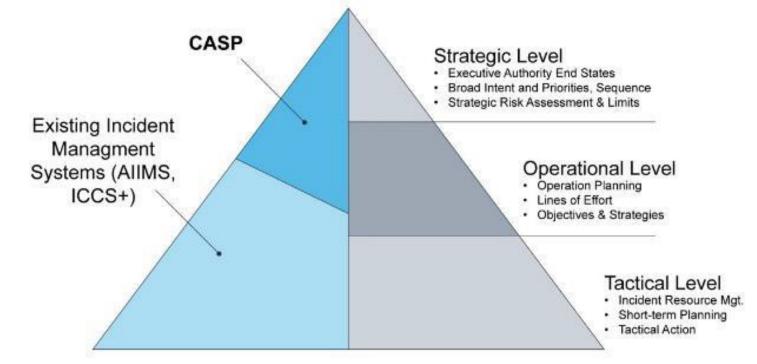
The collective focus within VACRC through the ADF Senior Liaison Officer and the Executive Officer who worked collaboratively, identified where the friction areas were and established arrangements that were potentially best practice in Civil/Military operations. This could be evidenced in the alignment of tasking ADF clinical teams to align to VACRC intent and operational tempo.

USE OF INTEGRATED APPRECIATION, PLANNING AND INTELLIGENCE PROCESSES

There were 24 agencies represented within the VACRC all who were conducting their own planning within their own organisations which collectively the VACRC controlled. The ADF did not have the lead role in planning and therefore the traditional Joint Military Planning process was not used. The ADF were not asked to perform that role in the VACRC, however ADF personnel undertook planning within their sections, supporting their civilian leads and used elements of the Military Appreciation Process and applied the process to the situation. The ADF were requested to undertake a planning function for VACRC utilising the EMA – Crisis and Appreciation Strategic Planning process, this was effective but due to the operational tempo was not integrated as part of the VACRC planning tempo.

Crisis Appreciation and Strategic Planning Process

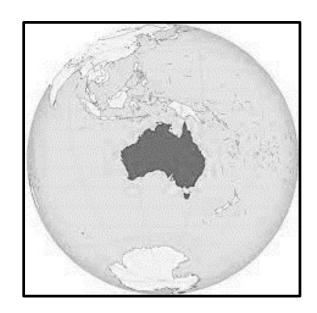


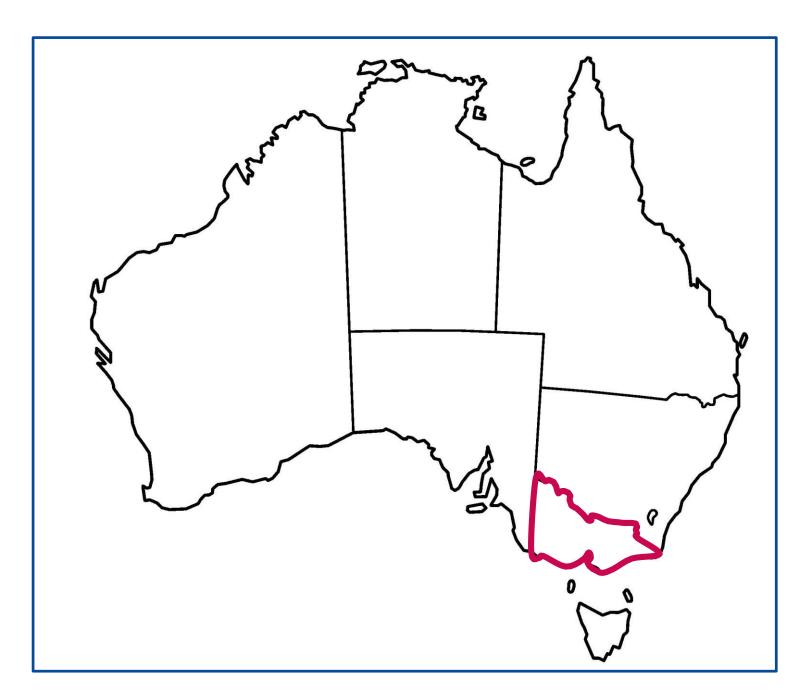


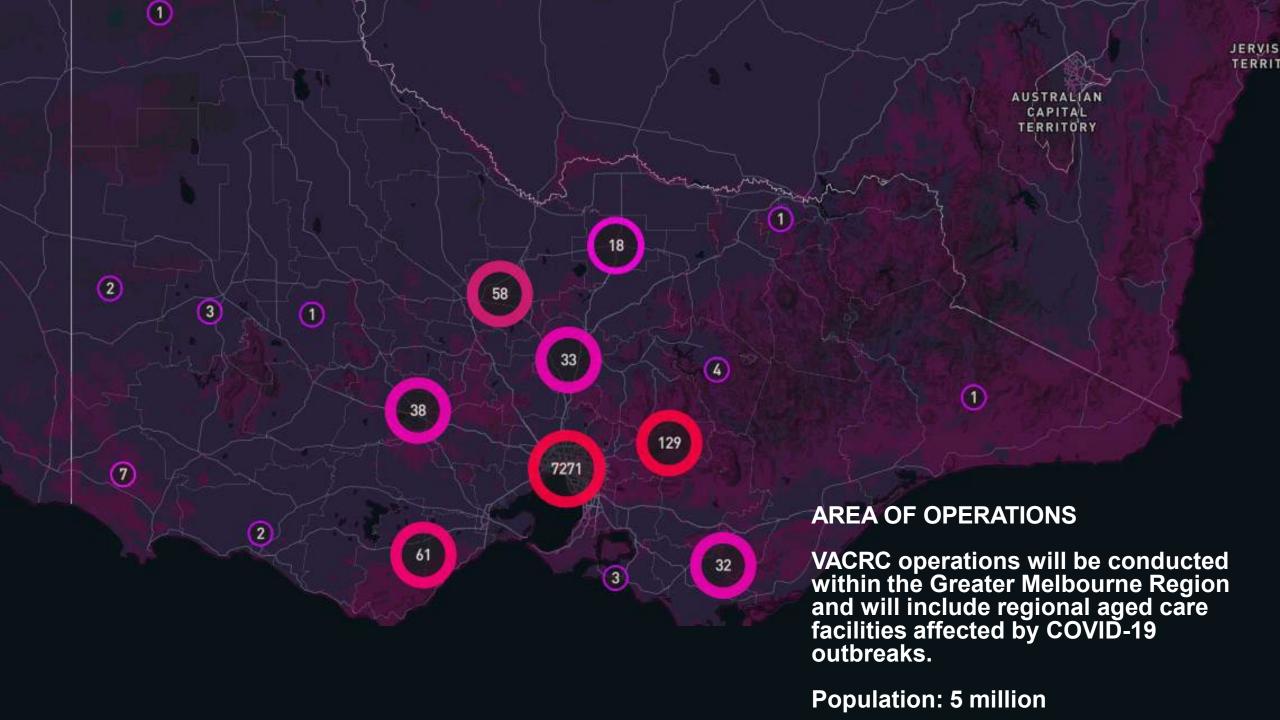
Area of Operation

Area of Interest

Area of Consequence







Challenges and Barriers to learning from VACRC

No Blame Culture

Reflections and personal learning

- You never stop learning
- Be open minded
- Act with considered courage
- Surround yourself with good people. Know your gaps and recruit to fill them.
- Politics are part of the operation, internal & external
- Act with Humility
- Be authentic, model your values, be true to yourself
- Build on what you have (strengths) Hope!
- Know your self, back yourself & back your team
- Treat people with Respect & be genuinely inclusive
- Leadership presence is critical when the stakes are high.
- Respectful contestability of ideas is OK.
- Influence & shape organisational culture to shape change
- Go high when all others go low, be a professional optimist
- Don't get sucked into the vortex of chaos.





Questions







Questions



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Geoff Cooper

Army Knowledge Centre

Australian Army Lessons

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Australian Army Lessons from OP COVID ASSIST

Presented by:

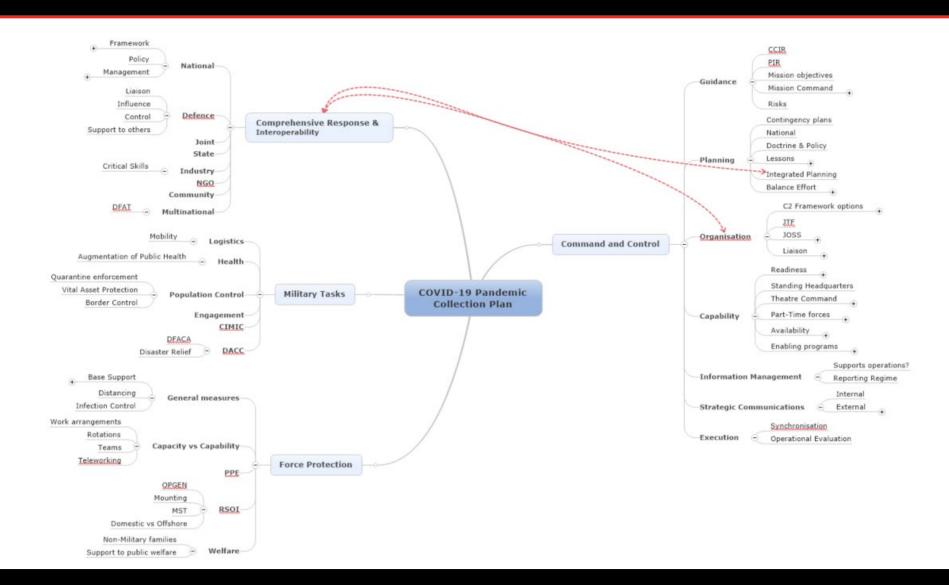
Geoff Cooper
Knowledge Manager, Army Knowledge Centre
geoffrey.cooper@defence.gov.au

Context

- Preparedness and balancing effort
 - Domestic High Risk Weather Season contingency forces
 - Offshore deployment Regional support packages
- Federal and state support
 - Effectively nine separate jurisdictions
- Legislative framework
 - Defence Aid to the Civil Community
 - Defence was a supporting agency
- Contingency plans
 - National and regional plans refined significantly through doing
 - Pandemic plan
 - National Contagious Diseases
- Force distribution
 - State populations and hot spots versus Defence basing

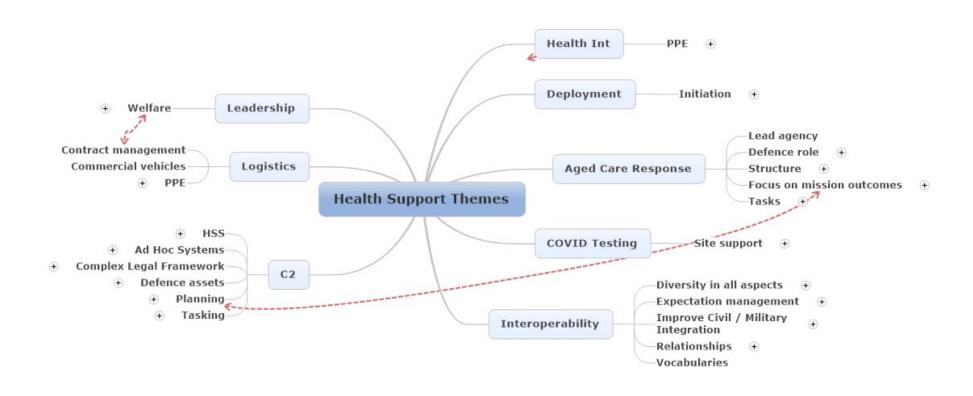


The Lessons Plan - General -





The Lessons Plan - Health Support -



Total force integration

- Part Time / Full Time composition
 - Flexibility in part time force assignment
 - Part time employment administration
- Regional Liaison framework
 - Standing staff and JTF connectors
- Australian Standards not Military Standards
 - PPE
 - Vehicles
 - Trades and Employment
 - SOP/TTP Civilian lead

Operational tasks

- Define Defence support requirements before requesting
 - Identify what effect is needed; not what platform
- Health
 - Health facilities and expertise to support public health
- Logistics
 - Total force sustainment carried stronger health [force protection] logistics requirements
 - Needed to contribute to national logistics
- Population Protection and Control
 - Population education / messaging
 - Communicate and live the Defence mission intent
 - Maintaining situational awareness supported shaping of perceptions
 - PA / CIMIC function and staff were key
 - Respect for local population

Domestic Command and Control

- Lead and supporting agencies
 - Prime Minister and Cabinet lead National Emergency Management contingency plans
 - Dept of Health lead
 - Dept of Defence and other departments supporting agency
- Strategic communication and messaging
 - Communications Interoperability
- Business continuity plans
- Joint Command Support System innovations
 - Mission Command System Battle Lab
 - Analytics Information fusion to support C2
 - Multidiscipline and used by the commander (powered the CUBs)
 - Information management



Preparedness for Domestic Operations

- Scalable response (during execution)
 - Identify triggers during planning
- Individual preparedness
 - Flexible Learning
 - RSOI
 - Common language between staff providers (Eg. Military, public servants, contractors, jurisdictions)
 - Major SOP
 - Common minimum baseline for three service groups
 - Individual Readiness revisions
- Integrated Planning
 - Force design
 - Composition (land, joint, Defence, whole-of-government)
 - Sustainability of force
 - National Plans

Dedicated capability

- Dedicated Facilities need to protect staff
- Personnel selection
 - Shadow postings? Do we identify specific positions as contingency?
 - Deliberate skillsets to nurture for domestic operations
- Refinements to national disaster and health support / pandemic contingency plans
- Better force and agencies education and practice
- Liaison capability
 - JOSS
 - Liaison Team packages
 - Inbriefs include policies, tools, sources, connections
 - Handover brief structures, content and timing

What are we doing to learn?

- Royal Commissions
 - Legislative adjustments (Eg. Defence Act for 'call out')
- Defence COVID Lessons Working Group
 - Periodic analysis and review
- Development of a standing domestic operations capability
 - Doctrine and policy revisions complete
 - Role of the reserve forces
 - Standing national operational headquarters? Joint?
- Adjustments to force generation model
 - Training modes
 - Domestic operations training
- Publish lessons
 - Handbooks & reports
 - Training integration

Conclusion

- OP COVID ASSIST looks like a major DACC operation once you get past the force protection challenges
 - Plenty we could learn from the start
 - Focus on reporting key DACC lessons to planning and operational staffs from the offset
- Seeing the return on investment has reinforced the value of lessons for operations
- Executive decision making bodies are calling for lessons to improve business as usual
- Capability adjustments are being made based upon contemporary operational experience



Contact Australian Army Lessons

(army.lessons@defence.gov.au)

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Questions



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Des Hosie Claire Pettigrew Claire Bibby

LessoNZ Community of Practice

A terror attack, a volcanic eruption and COVID-19

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The Whakaari White Island volcanic eruption response report

How the OILL methodology was successfully introduced to New Zealand by a team of three co-authoring a report in the middle of the COVID-19 pandemic.



The events

- Christchurch terror attack, Mar 15 2019
- Whakaari White Island eruption, Dec 9 2019
- COVID-19





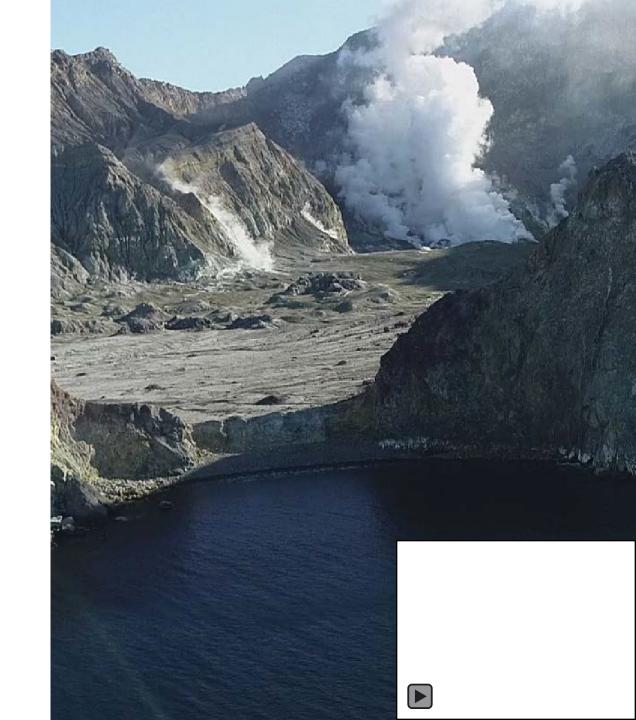
Our discussion today

- Approach to analysis Claire Pettigrew
- Writing the report Claire Bibby
- Socialising the work Des Hosie



Analysing the Data

Claire Pettigrew



Receiving data

- Internal reviews and debrief reports from agencies involved
- Cold debriefs organised by the National Security System Directorate
- Lessons Observation Survey



Challenges analysing data

- Reluctance to provide input
- Lack of understanding of the scope
- No national standard or guidelines for reviews/reports

Result: Huge variance in scope, structure, detail and format



Challenges in comparing to March 15

- Different methodologies
- Different outputs
- Need for good context





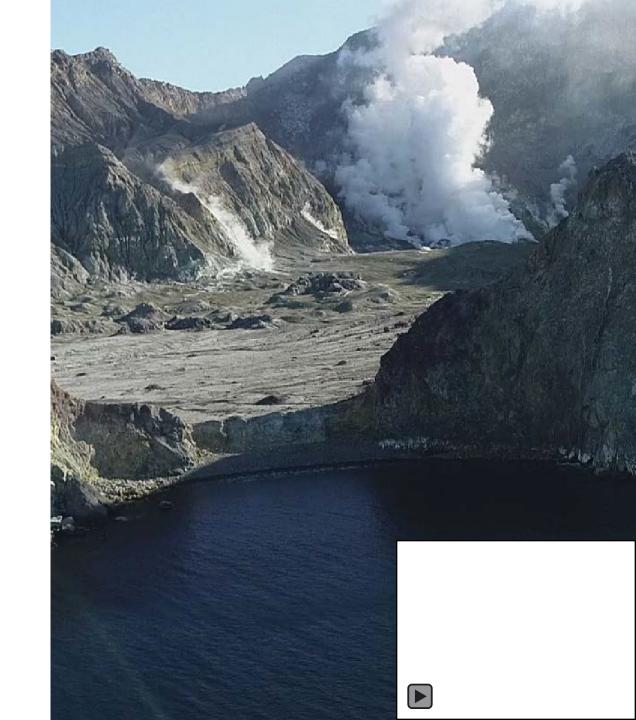
Key takeaways

- Agree approach early on, particularly re consistency of data input and analysis methodologies
- Improve lessons sharing and Just Culture
- Need to develop lessons orthodoxy and upskill amongst agencies on gathering and submitting
- Develop a system to enable lessons management across events



Writing a Lessons report for the office of the Department of Prime Minister and Cabinet

Claire Bibby



Writing a good Lessons report

- Three good reasons to put your hand up to write a report
- My approach
- Managing client expectations
- Challenges
- Measuring success How do we know we made a difference?



Three good reasons to volunteer

- Establishes or maintains the reputation of those you represent
- You have the capability, courage and tenacity to write it
- Management support you





My approach

- What is my authority? i.e. Terms of reference
- What does the client want?
- How have we done this before?





Managing client expectations

Client requirements:

- Lots of colour
- Pictures
- Quotes

My requirements:

- Safe
- Professional
- Easy to read
- Influences behavioural change



The challenges

- No Terms of Reference
- Initially no direct contact with client
- Different world views of how the system works due to out-of-date source documentation on websites
- COVID-19 lockdown working remotely
- Big changes in my office change of Commissioner, new leaders and an office refit



Measures of success

When the head of the Police Special Tactics Group (Counter Terrorism) said he had:

- Read the document
- It was an easy read
- It made sense, easy to understand

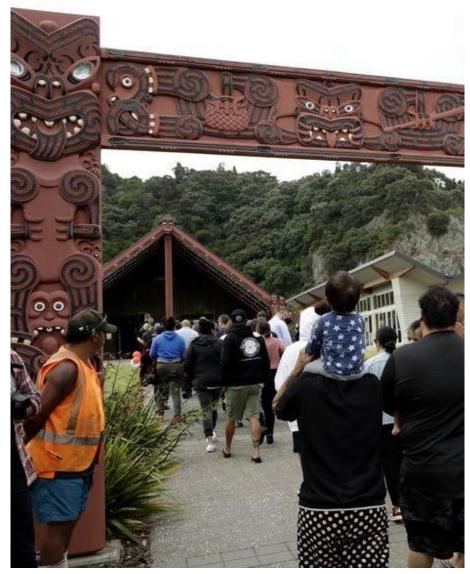
"I can see what we need to do."



Measures of success

When the National Emergency Management Agency set aside a day of their 3-day emergency management conference to work with Iwi.

When an Official Information Act request was made and the authorities said it was a safe document to release, despite pending legal action.





Measures of success — expectations were met

Client requirements:

- Lots of colour
- Pictures
- Quotes

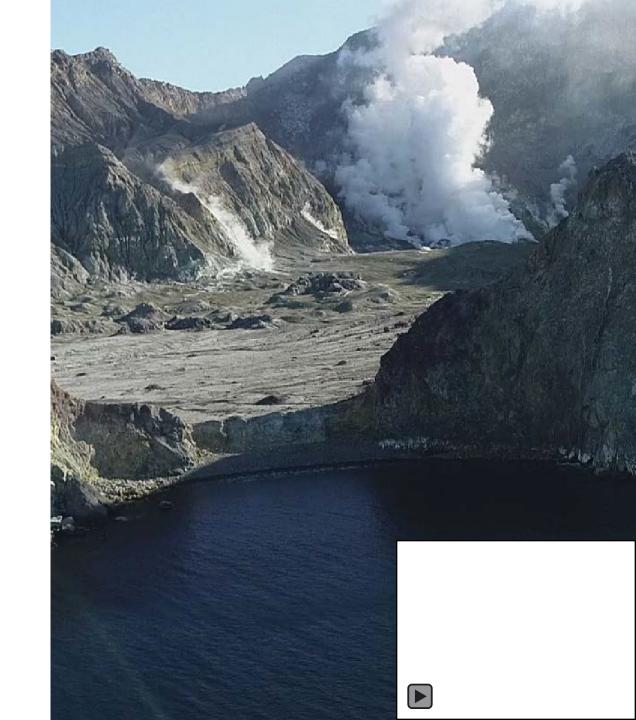
Writer

- Safe
- Professional
- Easy to read
- Influences behavioural change



Socialising the work

Des Hosie



Relationships — They matter!

- The importance of "Peacetime" relationship building
- LessoNZ invited to review the National Security System response
- Things that make you go Hmmm....





Key takeaways and lessons identified

- The value of forming good relationships across the sector
- The establishment of an agreed terms of reference
- The support of Chief Executives and Senior Management
- How a lessons management system can support outcomes









Questions



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Lessons Management Forum 2022

Lunch break

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Mark Ryan

C3 Resilience

Using Research to learn future lessons about disaster exercises - Part 2

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CAN WE PREDICT FUTURE LESSONS & EXERCISE THEM?

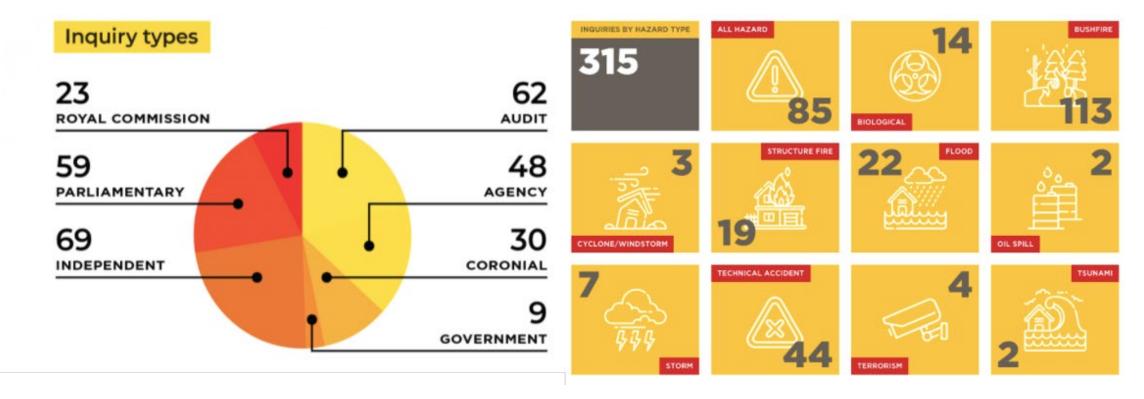
Insights from the Bushfire CRC Inquiries and Reviews Database



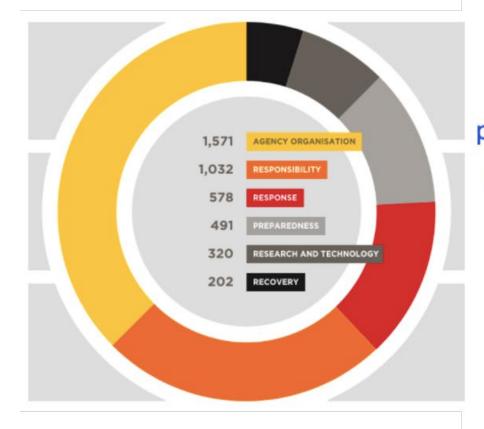
Mark Ryan Senior Consultant - C3 Resilience

AFAC Lessons Management Conference 2022 Brisbane Australia

THE DATABASE



THE THEMES





DISCUSSION

We constantly see lessons identified not proceed to lessons learned.

Why?



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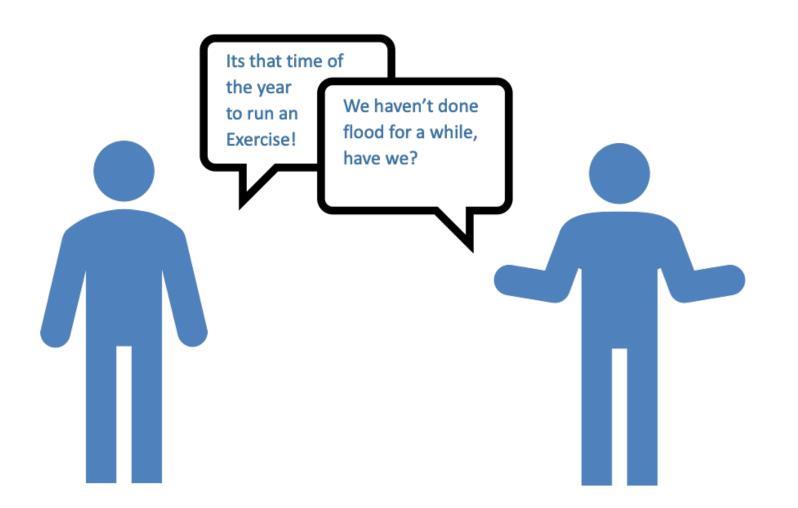
DISCUSSION

Honestly, does your organisation use lessons identified to determine exercise need?



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EXERCISE DISCUSSIONS



EXERCISE DISCUSSIONS

That councils develop flood risk management practices consistent with best practice risk management...

INQ 125 - Managing Stormwater Flooding Risks in Melbourne, J.W Cameron, Auditor-General of Victoria

That, in order to ensure the safety and wellbeing of vulnerable people during an evacuation, Resilience NSW:

- identify aged care facilities in fire and flood prone areas and ensure that emergency plans are in place and comply with the Evacuation Decision Guidelines for Private Health and Residential Care Facilities.
- develop/refresh Evacuation Centre protocols to specifically address the needs of vulnerable people.

INQ 315 - Final Report of the NSW Bushfire Inquiry

To enable entities to have a shared understanding of forecast information for dam failure events during a flood, including flood wave travel time, speed and height, Emergency Action Plans contain protocols and responsibilities of relevant stakeholders for these aspects.

INQ 311 -Paradise Dam Preparedness Review, Inspector General Emergency Management QLD

Further work be undertaken to develop effective public flood risk messaging and community education materials that are easy to understand and tested with the community to ensure flood risk is understood.

ADD THE ENVIRONMENT

Record flooding in Australia driven by La Niña and climate change

A slow-moving low-pressure system has dropped 790 millimetres of rain on Brisbane in one week, causing floods that have claimed eight lives

Floods hit Sydney as Brisbane, Lismore face further ...

or Bridge, touted as "flood proof" when it was constructed in 2020 at a 1 million, and the Richmond Bridge were both...

MM ABC

<u>Lismore flood emergency sees people stranded on roofs, evacuation</u> <u>warning issued for entire NSW Northern Rivers</u>

NSW's Northern Rivers region is being battered by a "natural disaster of unprecedented proportions" as floodwaters in Lismore hit record...

THEN YOUR QUESTIONS

Can our organisation respond to a flood above PMF and does the emergency management group have the risk management intelligence profile to plan for it?

Can our organisation manage the evacuation of X number of vulnerable communities during an above-PMF Flood, and are our plans linked to achieve that?

Does our community (including those who may not have been flooded before) understand our flood information we provide within the timeframe we need them to?

DISCUSSION

What are the blockages/challenges to have these conversations?



slido.com #517930

OUR CHALLENGE TO YOU

A joint AFAC and AIDR event

Lessons Management Forum

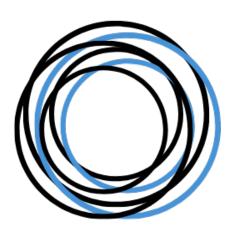
2023

WANT TO LEARN MORE?



https://tinyurl.com/Lessons22

QUESTIONS



C3 RESILIENCE

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Questions



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Troy Davies

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LESSONS MANAGEMENT FORUM 2022

22 - 23 MARCH

Thank you for attending

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