



# LESSONS MANAGEMENT FORUM 2022

DAY 1 | 22 MARCH

# Welcome

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# Mark Jones

Cheif Officer, South Australian Country Fire Service

# Mark Ryan

C3 Resilience

## Using Research to learn future lessons about disaster exercises - Part 1

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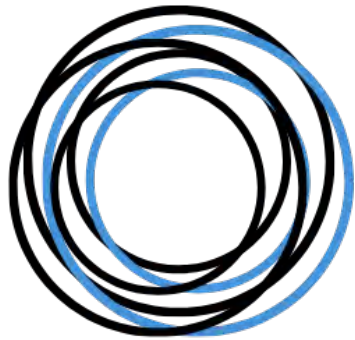


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# RELEASING LESSONS IN A COMPLEX ENVIRONMENT

The Kangaroo Island Bushfire Review - 2020



**C3 RESILIENCE**

Mark Ryan  
Senior Consultant - C3 Resilience

Mark Jones QFSM  
Chief Officer - SA Country Fire Service

AFAC Lessons Management Conference 2022  
Brisbane Australia

# TIMELINE





# DATA COLLECTION

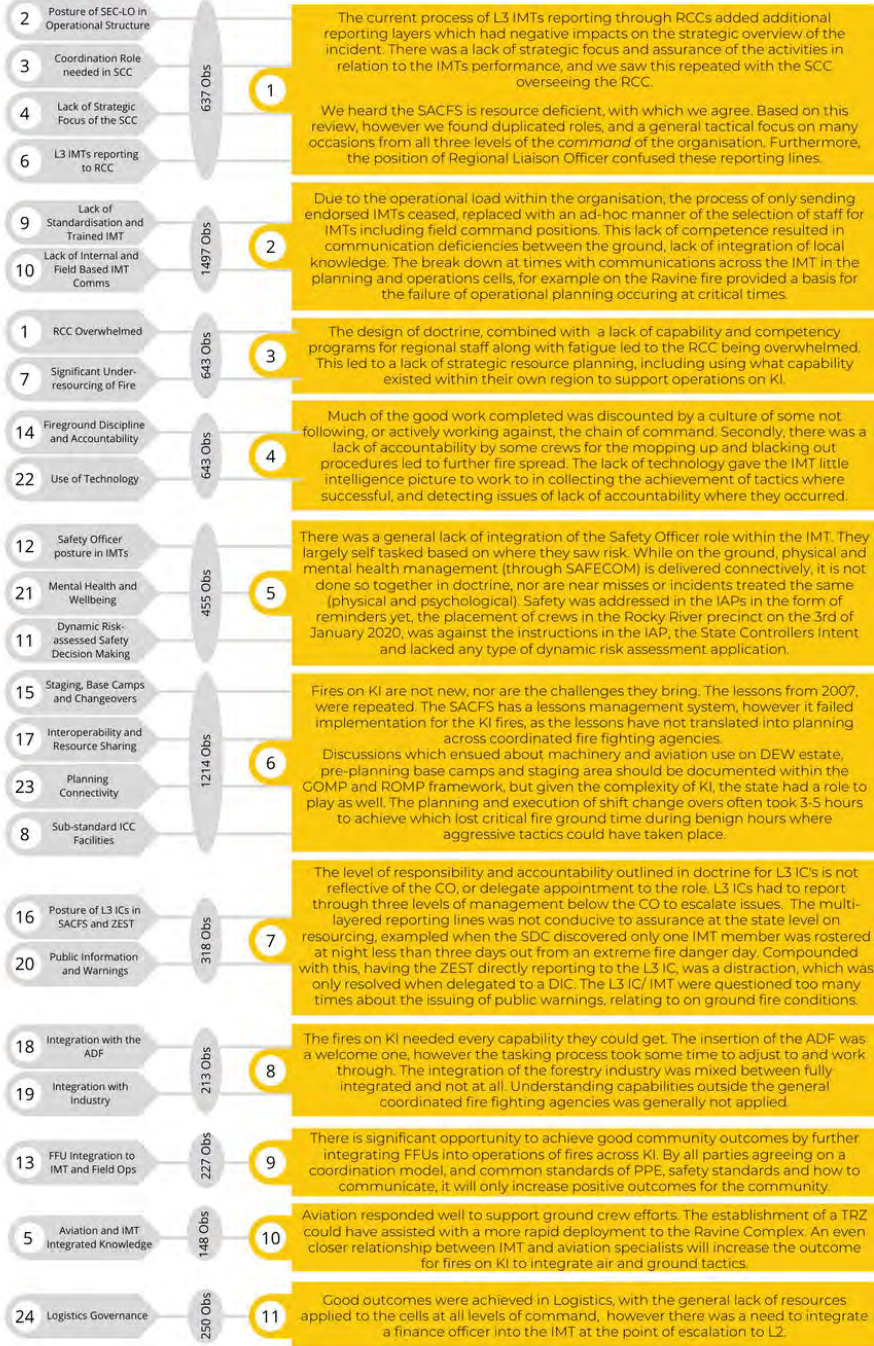
OBSERVATIONS 6359

INSIGHTS 24

LESSONS IDENTIFIED 9

LESSONS LEARNED





6359 observations

522 surveys (15.1% completed)

186 people spoken to face to face

63 individual & group sessions

24 insights

11 lessons identified

9 recommendations



# CHALLENGES

- Timing between the incident and the review
- Delayed recovery causing frustration and perception issues
- COVID lockdowns prevented tactical and sub tactical debriefs from occurring
- Timing for Government to implement the Independent SA Bushfire Review
- The voluminous participant base to be interviewed over a 6-week campaign

# AN INDEPENDENT REVIEW?

- Timing of meeting with the Chief Officer
- Chief Officer's communications across the agency
- Scope, and how scope creep was managed
- Use of Independent Review vs. Government Review
- Chief Officers feedback on the Draft Report



# RELEASE OF THE REPORT

## CFS boss responds to report on Kangaroo Island's devastating fires



Stuart Taverner

Local News



The 'Lessons from the Island' post-Black Summer review has been publicly released by the Country Fire Service (CFS) and chief officer Mark Jones has responded to raft of concerns and recommendations raised within the report and by the community.

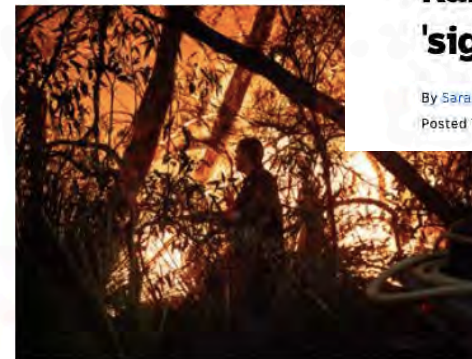


**NEWS** Perth Change location 18°C Feels like  
Just In Watch Live Coronavirus Politics World Business Analysis Sport

### Kangaroo Island fires report finds 'significant deficiency' in CFS resources

By Sara Tomevska

Posted Tue 23 Mar 2021 at 2:11pm, updated Tue 23 Mar 2021 at 4:06pm



#### Homes were 'forgotten', damning KI fire report finds

A damning report has revealed the CFS fight against the KI bushfires was held back by a series of failures, including insubordination and incompetence, which saw homes "forgotten".



# THE PARTNERSHIP

- Clear communications between SACFS and C3R
- Clear plan on media enquiry management
- Prepared response by the SACFS to the review – released embargoed
- Commitment between C3R and SACFS to stand by the review



# Josipa Matesa

Resilience NSW

# Scott Colefax

NSW National Parks and Wildlife Service

## Lessons Management: an important enabler for change

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# Lessons management: an important enabler for change

Josipa Matesa, Resilience NSW

Scott Colefax, NSW National Parks and Wildlife Service

On behalf of NSW State Emergency Management Committee,  
Lessons Management Advisory Group



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# Learning from disaster

## During 2019/20, NSW experienced significant impacts from bushfires across broad areas of the State

The sheer scale, complexity, duration and impact of the 2019/20 bushfires highlighted the importance of learning from the disaster to ensure we achieve better outcomes the next time we are faced with a disaster on such a scale

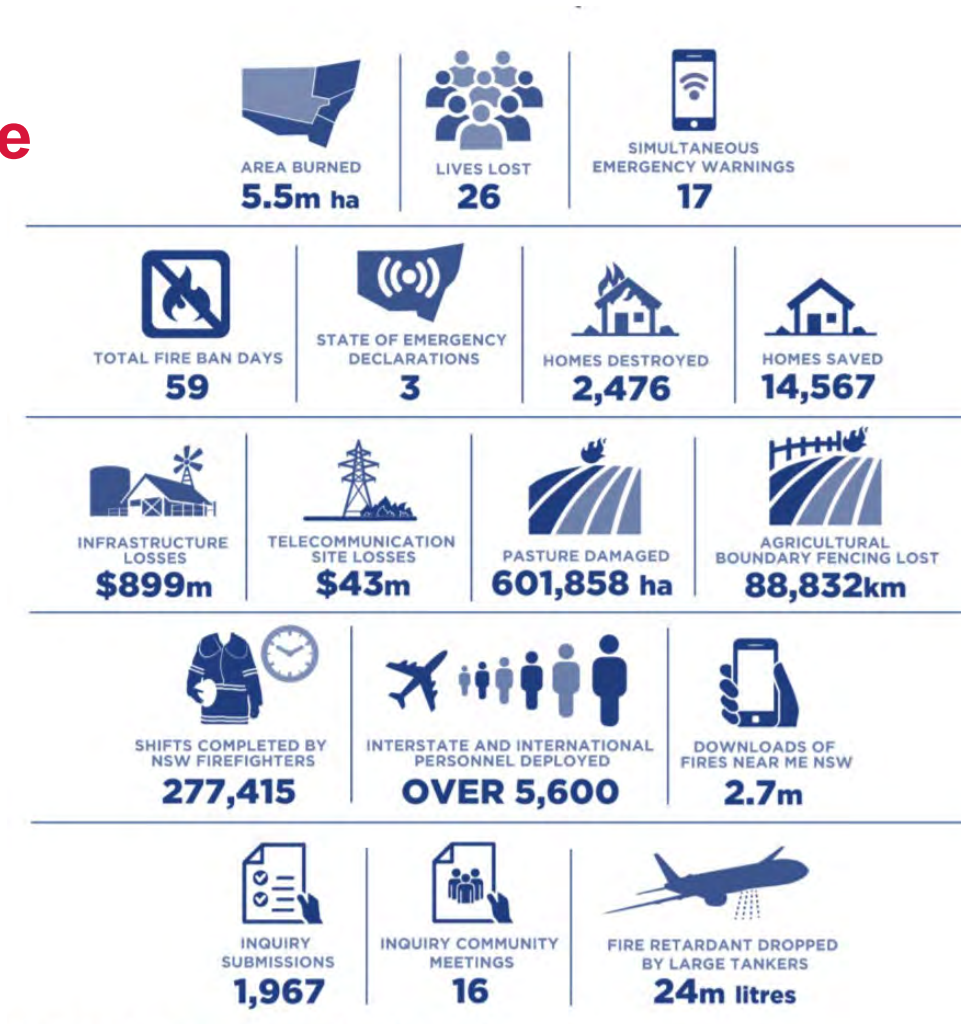


Figure 0-1: Bush Fire Impact Data 2019-20 NSW.



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Source: Final Report of the NSW Bushfire Inquiry

Lessons management: an important enabler for change

# Formal reviews support learning

Formal reviews such as the NSW Bushfire Inquiry and Royal Commission into National Natural Disaster Arrangements provide opportunities to examine how the sector can better prepare for, respond to and recover from large-scale emergencies in the future

How can a lessons management process compliment formal reviews?



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“

NSW is incredibly proud of the efforts of all our emergency services personnel and volunteers throughout this ongoing bushfire season, but the scale of these fires has been unprecedented, and we must leave no stone unturned.

This inquiry will allow NSW to learn from this season and the catastrophic conditions we've faced and apply these learnings for the future

Premier Gladys Berejiklian, 2020

”

source: <https://www.nsw.gov.au/media-releases/premier-announces-nsw-independent-bushfire-inquiry>



# Lessons management provides an evidence base to support formal reviews

**We will examine how outcomes of state and organisational lessons management processes support implementation of recommendations from the NSW Bushfire Inquiry.**

This presentation is delivered on behalf of the NSW SEMC Lessons Management Advisory Group.



**Case Study 1:** NSW State Emergency Management Committee's State Lessons Management Process, presented by Josipa Matesa, *Resilience NSW*



**Case Study 2:** NSW National Parks and Wildlife Service Lessons Management Process, presented by Scott Colefax, *NSW National Parks and Wildlife Service*

Case Study 1

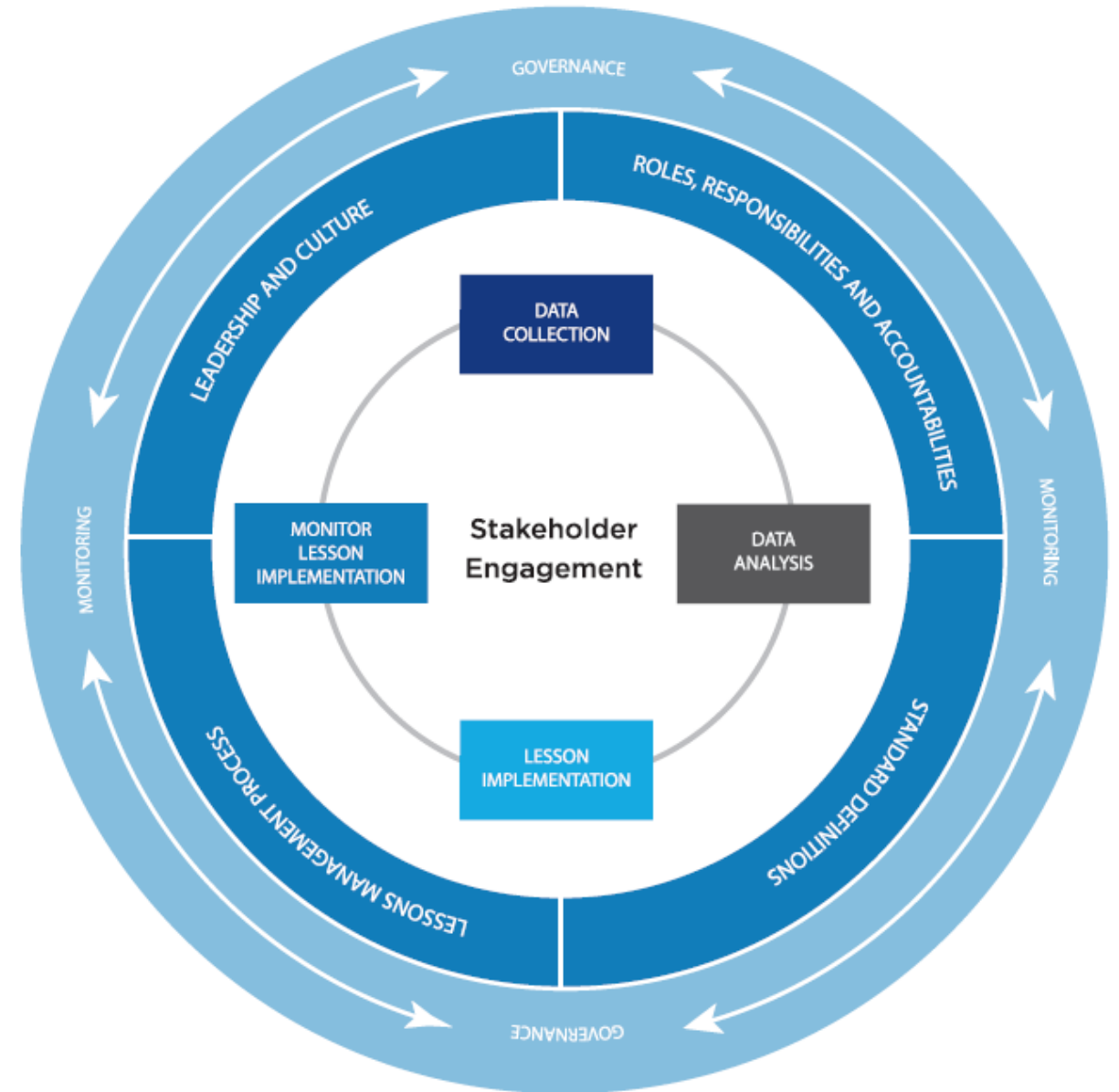
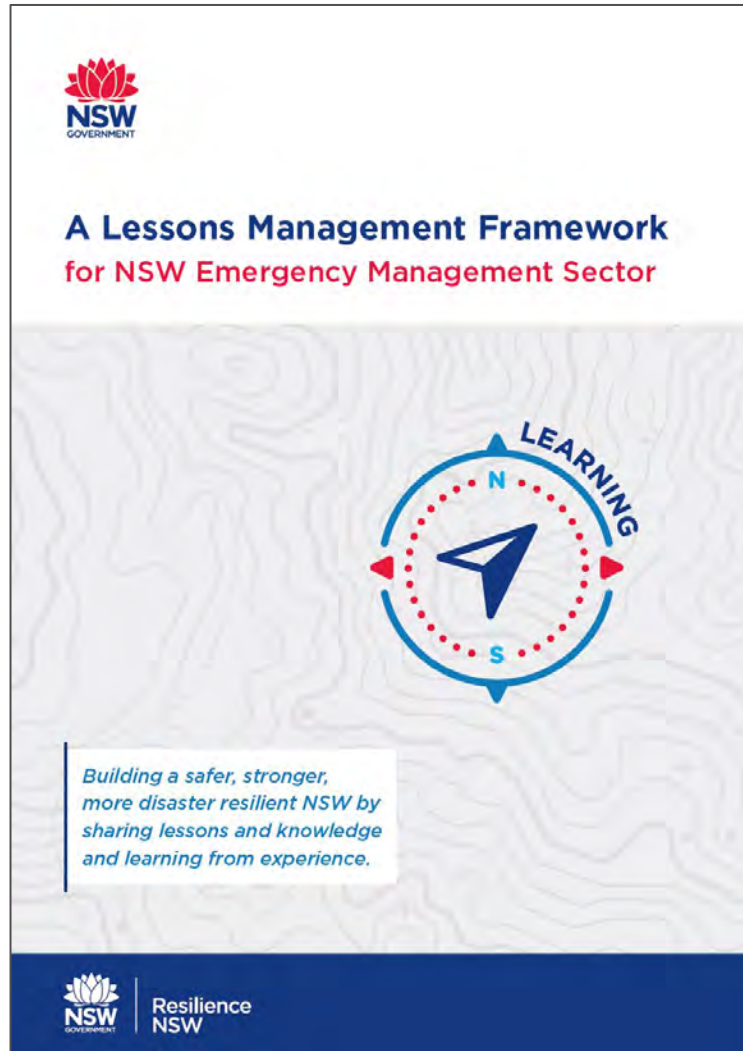
# NSW State Emergency Management Committee's State Lessons Management Process



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*Lessons management: an important enabler for change*

# Foundation for State level LM in NSW

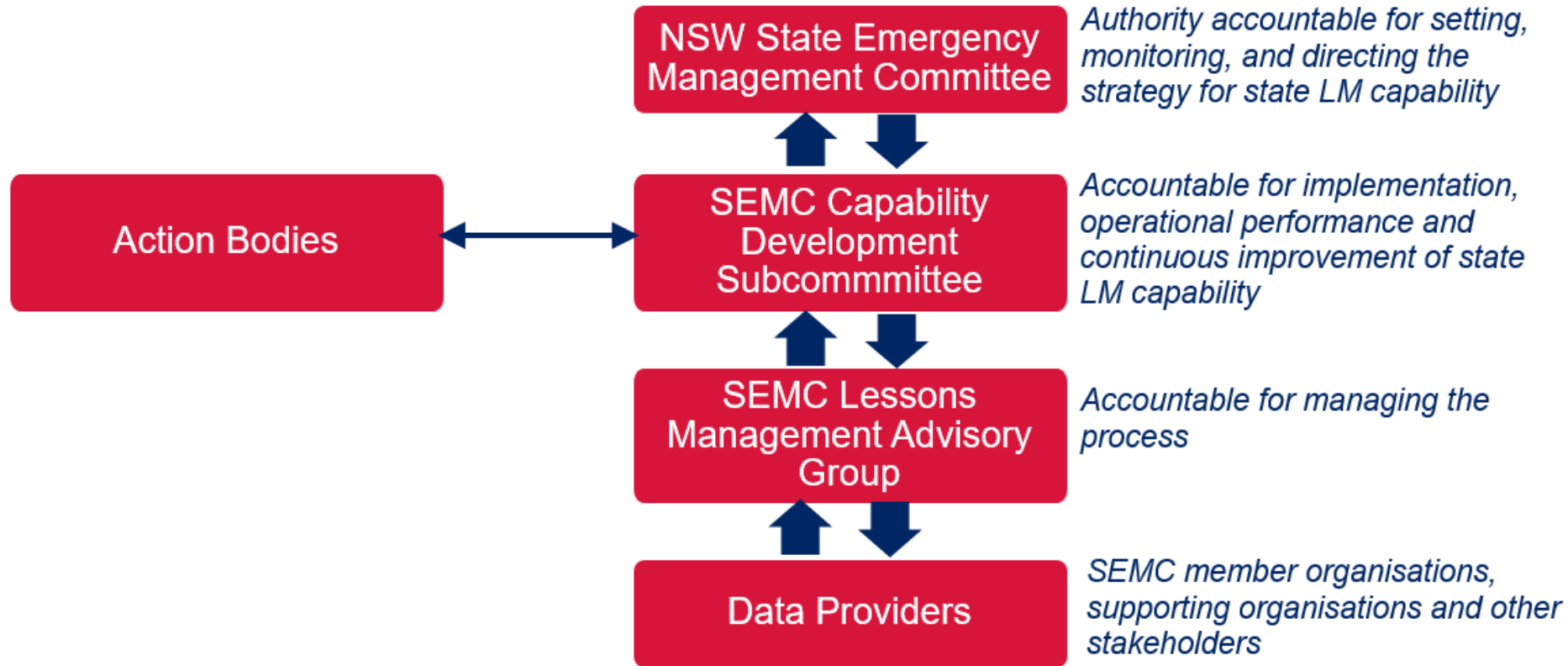


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*Lessons management: an important enabler for change*

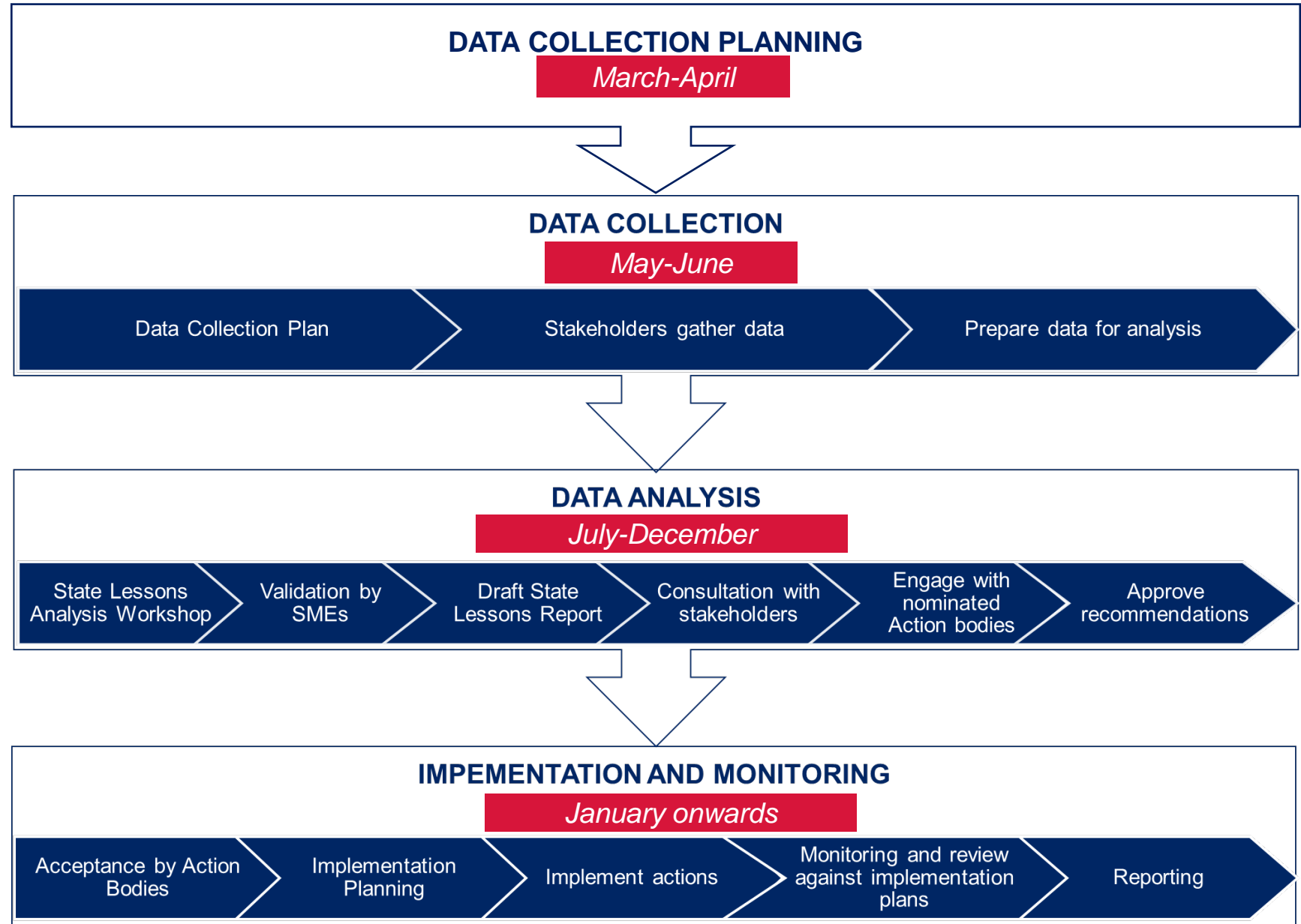
# NSW SEMC is committed to LM

Strong governance, leadership and commitment underpins the NSW LM Process



# State LM Process

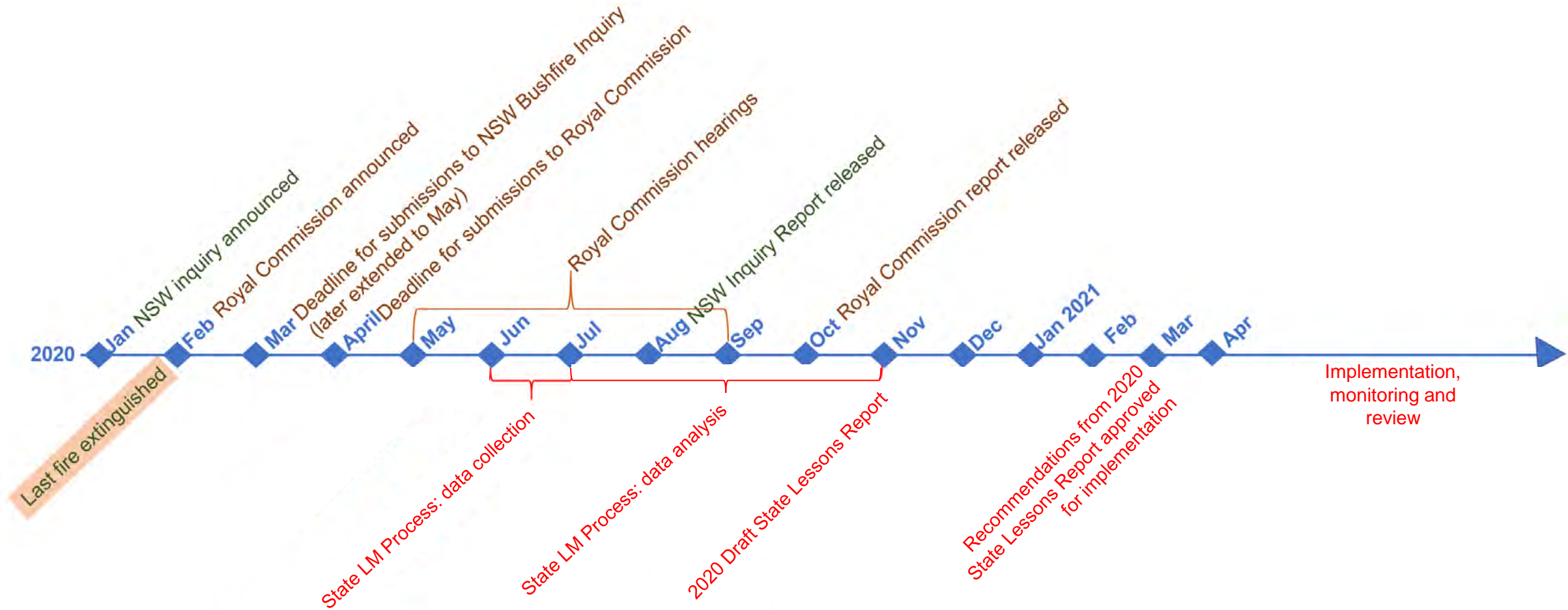
Key activities in the state LM process



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# 2020 State LM Process



**Despite a much smaller dataset, the state LM process produced 9 state lessons, 8 themes and 11 recommendations with 3 of the lessons related to recommendations of the NSW Bushfire Inquiry**



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# 2020 State level themes

Outputs included 9 state lessons around 8 themes with 11 state level recommendations. Three of the lessons identified related to recommendations of the NSW Bushfire Inquiry

## Themes:

1. Situational Awareness
2. Interagency Communications
3. Interoperability
4. Training and Development
5. Safety and Fatigue
6. Operational Planning
7. Pre-incident Planning
8. Public Information



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# Conclusion

- Formal reviews are important aspects of LM and provide opportunities for identification and learning of lessons
- NSW State Level LM Process has demonstrated that it can provide an evidence base to support formal reviews
- State LM process has proven to be a cost effective, efficient, ongoing and sustainable process
- State LM process relies on access to good quality and quantity of data inputs



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## Final Report of the NSW Bushfire Inquiry

31 July 2020

## NSW State Lessons Analysis Report 2020

OFFICIAL: Sensitive NSW Government

SEMC Approved: Final

The Hon Gladys Berejiklian MP  
Premier  
Parliament House  
SYDNEY NSW 2000

Dear Premier,

### Report – NSW Bushfire Inquiry

In January 2020 you announced the establishment of the NSW Bushfire Inquiry, noting it was to be completed by 31 July 2020. We now submit the final report of that Inquiry.

The 2019-20 bush fires were some of the worst in the world and in recorded history. The Inquiry has worked to understand what happened during the 2019-20 bush fire season and how it was different to seasons that have come before. It makes 76 recommendations for future improvements to how NSW plans and prepares for, and responds to, bush fires. Some of these recommendations are for immediate action; others for actions that need to start now but will take some time to complete. Noting the breadth of the Inquiry's Terms of Reference, the recommendations range from improvements to operational systems and processes through to significant research and strategic policy frameworks that require further development and consultation with key stakeholders.

In presenting this final report we wish to acknowledge the assistance of many people – those who took the time to write submissions or talk to the Inquiry; the NSW fire agencies; colleagues from government departments in NSW and other jurisdictions; colleagues in industry, research organisations, and professional associations; and the Secretariat and Advisors to the Inquiry drawn from several government departments who worked hard to help us make sense of a complex matter.

Yours sincerely,

Dave Owens APM  
31 July 2020

Mary O'Kane  
31 July 2020

Case Study 2

# NSW National Parks and Wildlife Service Lessons Management Process

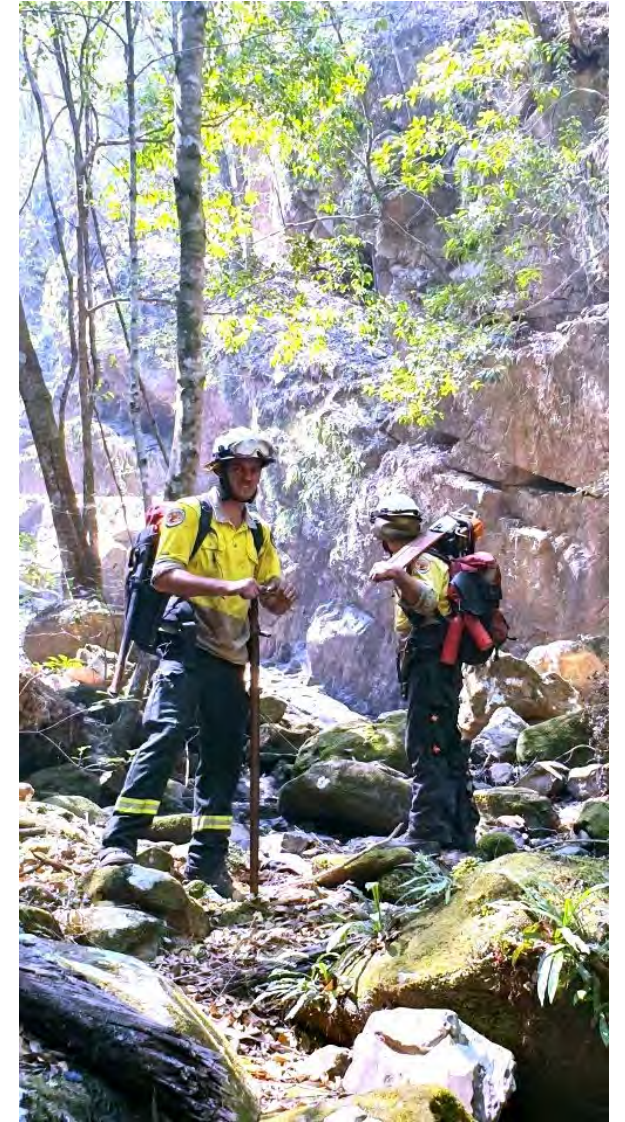


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# National Parks & Wildlife Overview

**NPWS is a fire agency in NSW that manages 7 Million hectares of land in over 870 reserves**



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# NPWS AAR Process

Data Collection from 20 high Level AAR's, that had over 800 recorded participants.

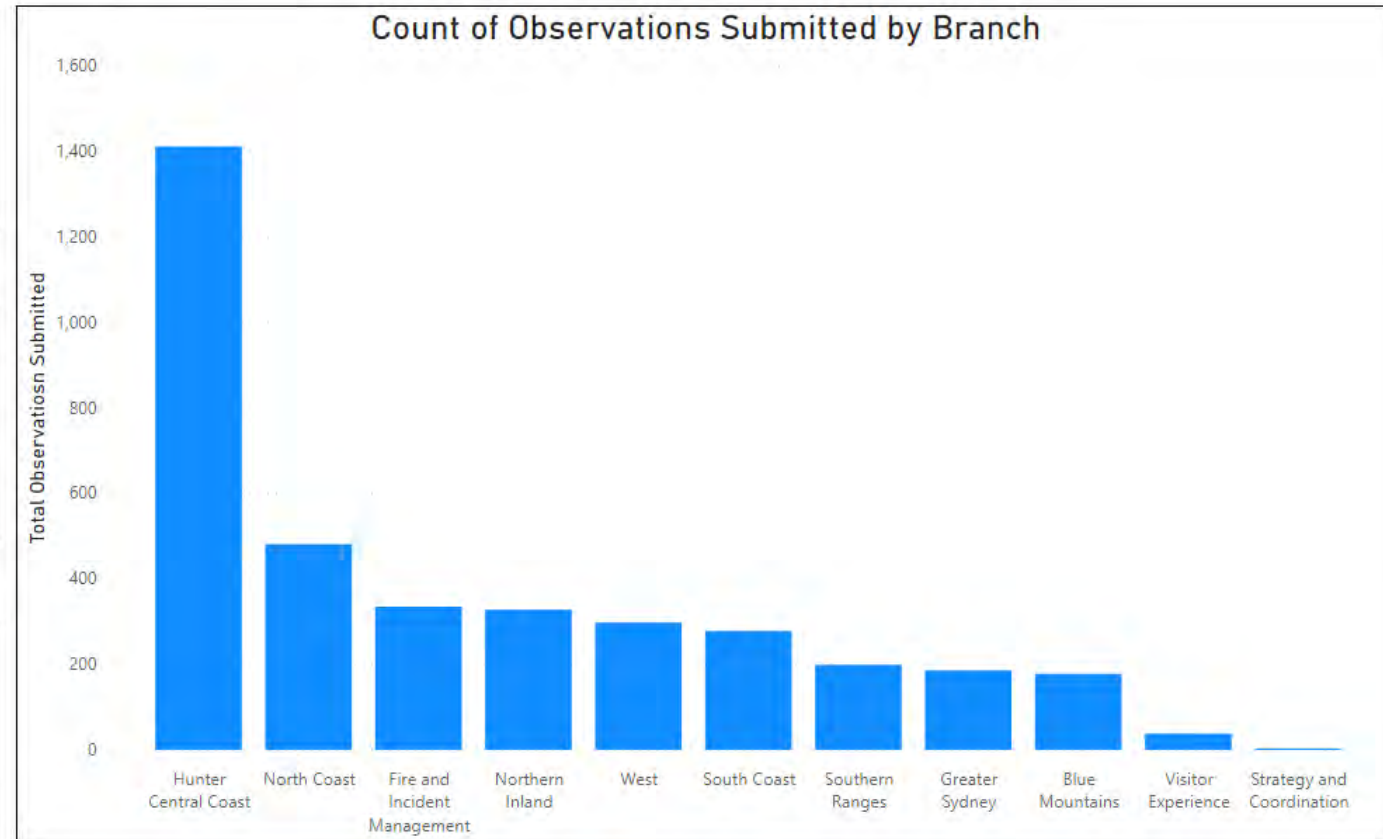


## 2019/20 Seasonal After Action Review

**3736**  
Total Observations Submitted

**253**  
Observations with Incomplete Data

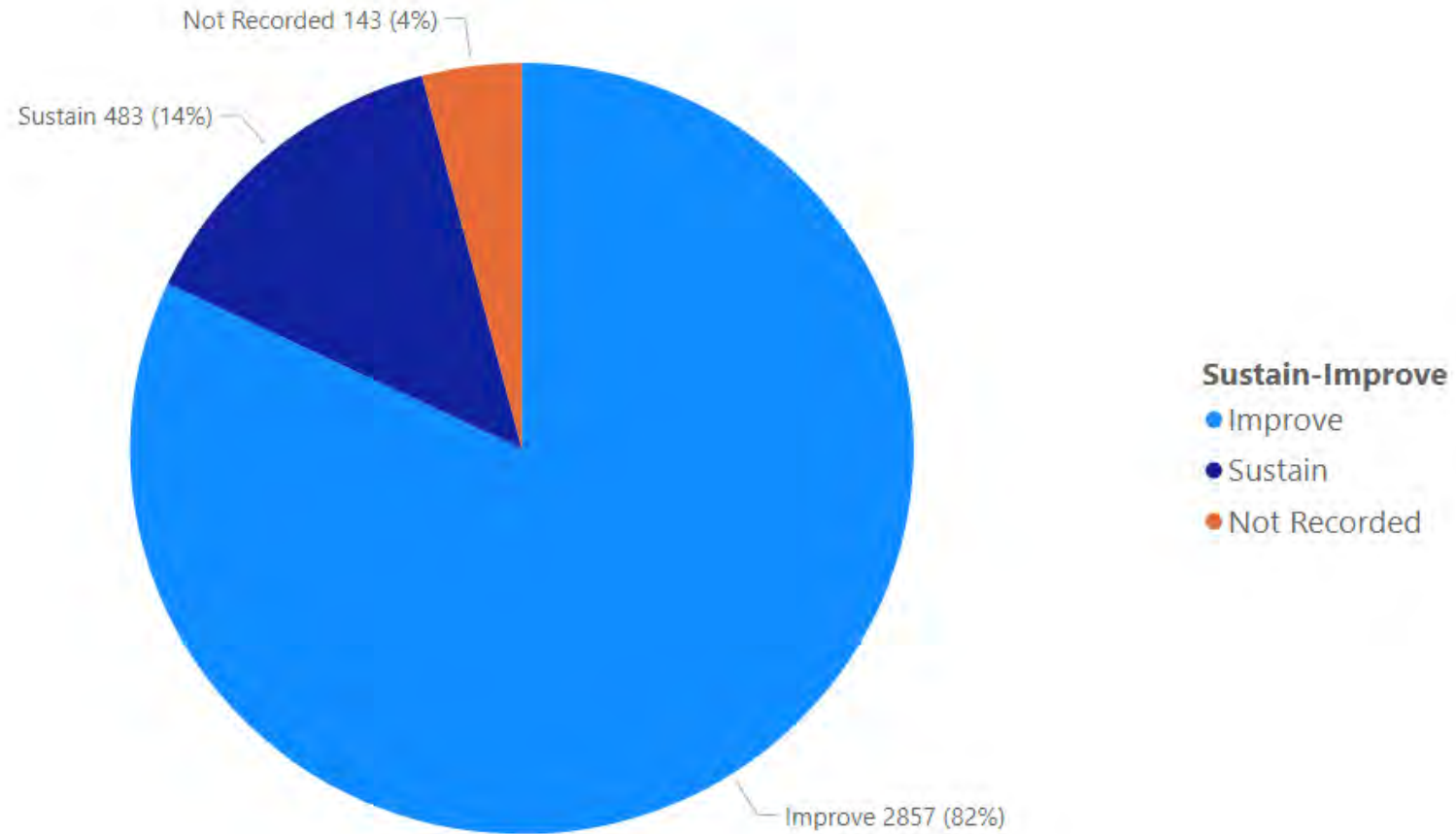
**37**  
Observations Submitted to LL Portal



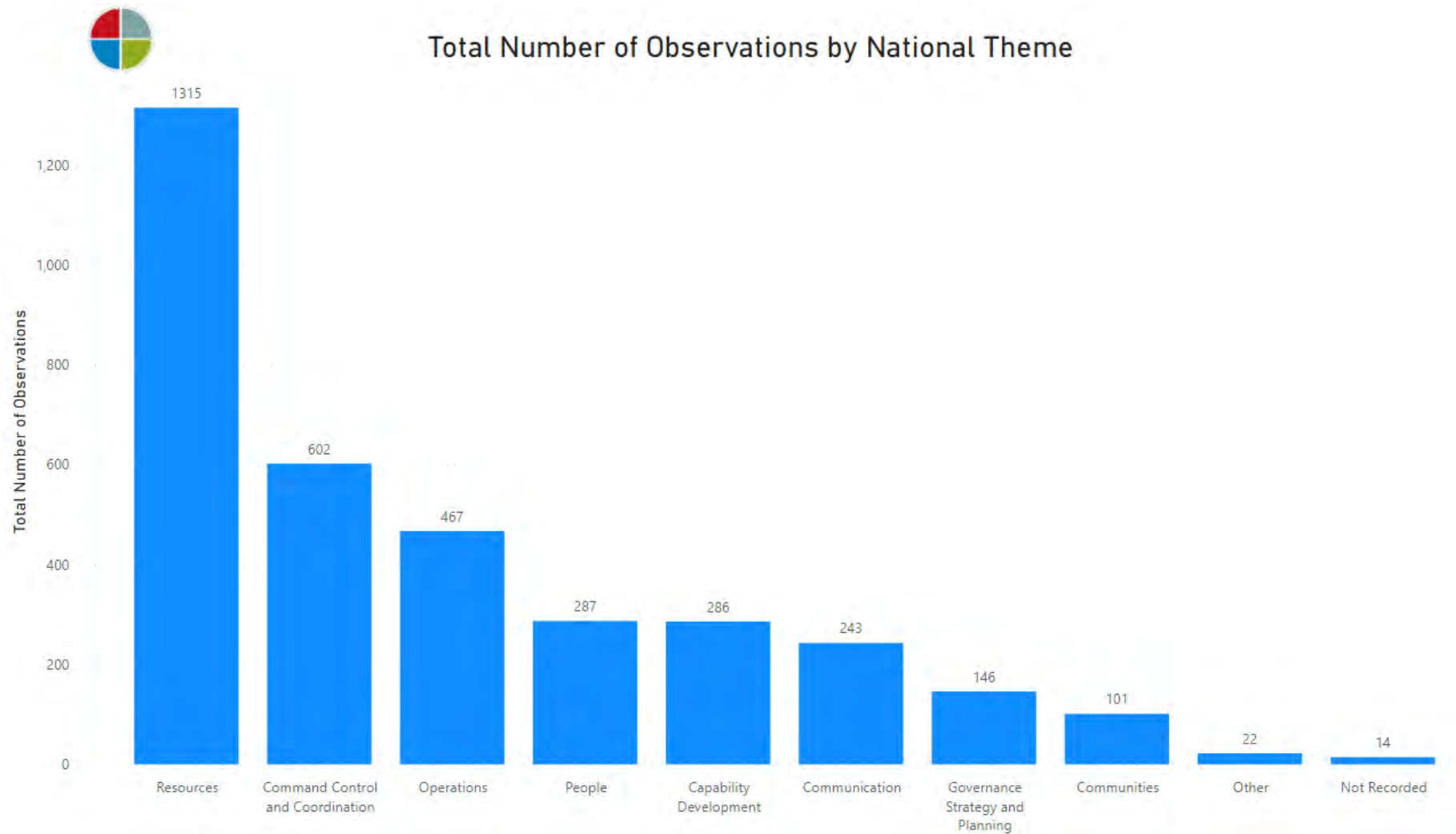
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# AAR Data Analysis

Count of Sustain-Improve



# AAR Data Analysis

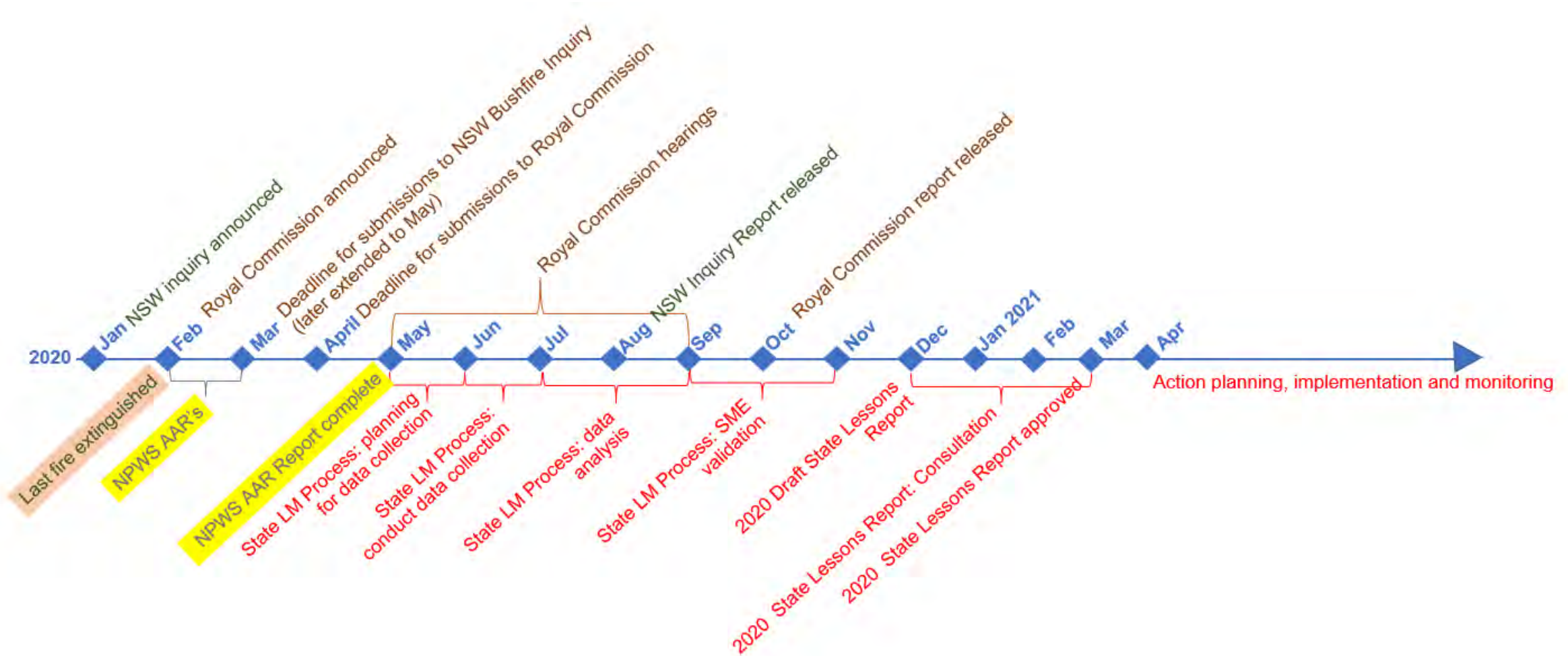


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# 2020 NPWS AAR Timeline



# NPWS 2019/20 AAR Report

**Drafted in May 2020, delayed by the State and Federal Enquiry Process**

- 150 Insights based on observations and survey responses
- 180 suggested actions or Improvements

“Those that posed a significant future risk to the delivery of NPWS organisational objectives”

- 34 Priority Insights
- 28 recommendations to address the Priority insights



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# NPWS 2019/20 AAR Report

## The priority insights primarily focus on:

- resource management and coordination
- communications and intel gathering
- integration of NPWS fire planning information and objectives into bushfire suppression
- fatigue management
- crew safety in vehicles
- remote rapid response capability
- emergency medical care for firefighters

Insight	Insight Title	Risk Rating	Number of Observations
1	Deployment of firefighters	Very High	12
2	Reserve Fire Management Strategies	Very High	16
3	Resource management	High	125
4	Resource management	High	101
5	Fatigue	High	93
6	Fatigue	High	93
7	Fatigue	High	93
8	Fatigue	High	93
9	Crew safety	High	92
10	Crew safety	High	92
11	Rapid response	High	84
12	Interface firefighting	High	83
13	Interface firefighting	High	83
14	Communications	High	83
15	Large Air Tanker Operations	High	83
16	Interface firefighting	High	83
17	Interface firefighting	High	83
18	Communications	High	82
19	Communications	High	82
20	Incident Action Planning	High	78
21	Incident Action Planning	High	78
22	Multi-agency cooperation	High	74
23	Briefings	High	67
24	Mapping	High	62
25	Mapping	High	62
26	Remote area firefighting teams	High	56
27	Remote area firefighting teams	High	56
28	Training	High	55
29	Large Air Tanker Operations	High	51
30	Training	High	47
31	Aviation specialist deployment	High	47
32	Aviation specialist deployment	High	47
33	Containment strategies	High	38
34	Emergency medical care	High	38



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# Conclusion

**The Insights and recommendations of the NPWS AAR report directly align to 5 recommendations from NSW Bushfire Inquiry, and 2 from Royal Commission.**

- The Alignment between the inquiry reports, and lesson management process show that similar outcomes can be achieved in different ways
- The lesson management, and OILL process are a viable way to evaluate and continue to improve in the years between larger enquiries.



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*“A unprecedented event, like last season, is an audit of our Planning, Preparedness, Response and Recovery ; of our professionalism, our resilience and our capability...*

*...we didn't just survive, we performed”*



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NSW





Thank you



Lessons learned: an important catalyst for change





# Mark Thomason, AFSM

The learning process: what's missing?

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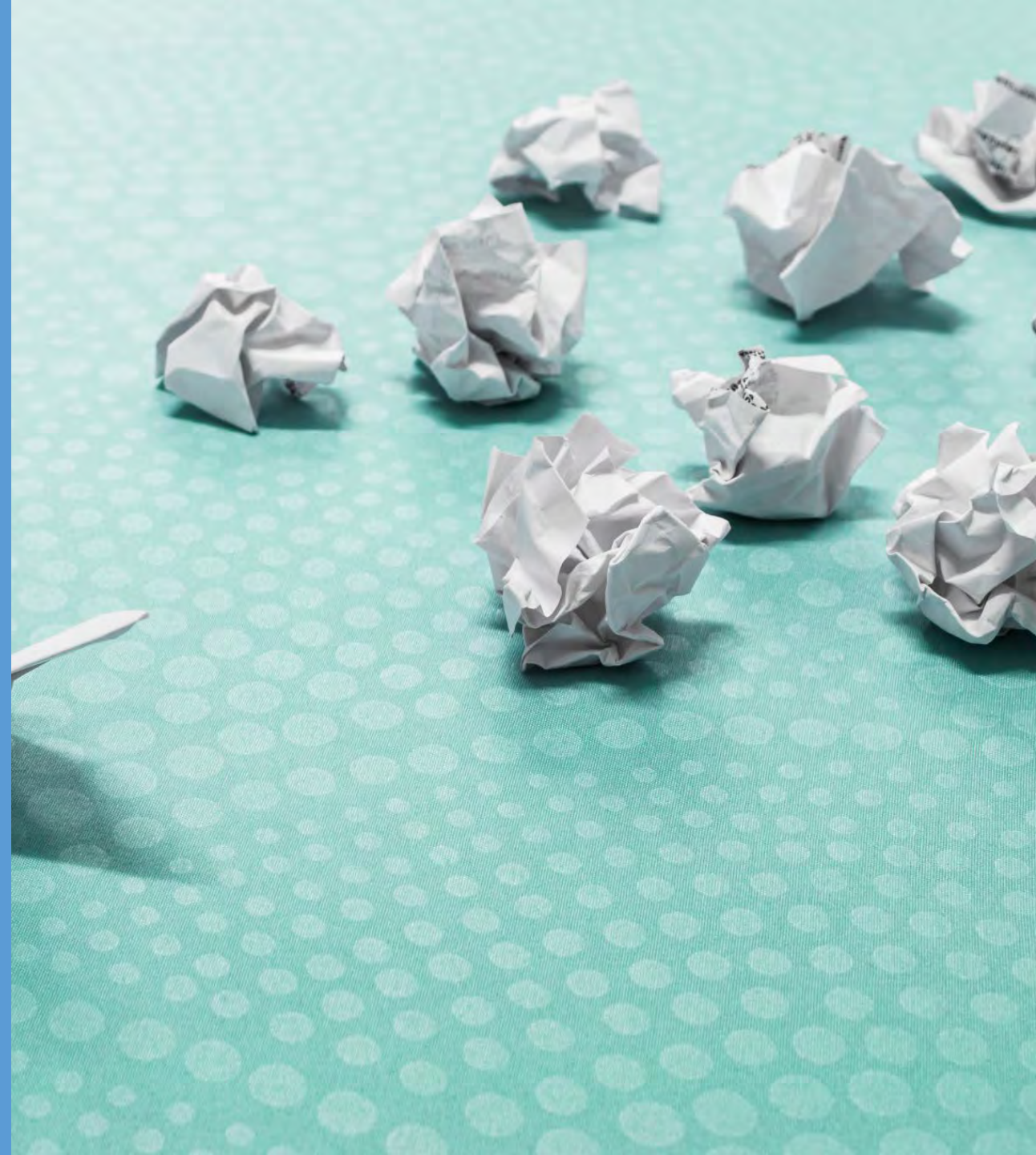


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It looks good on  
paper  
or  
Why we don't  
learn

Mark Thomason AFSM



Lessons and recommendations were not implemented, *Keelty (2019)*

Recommendations have the potential to contradict each other, has the potential to cause further problems in the future, *Royal Commission into Disasters (2019?)*

We need to do more than just identify lessons from past disasters, *Royal Commission into Disasters (2020)*

Lessons weren't learnt from 2007 fires, *Ryan (2020)*

Lessons will be learned is often used post incident to deflect that the initial risk was apparent.

Lessons are not followed through and integrated into the organisation.

Managers have no way of assessing how their teams' learning was contributing to the organisation



3805

Recommendations

315

Reviews

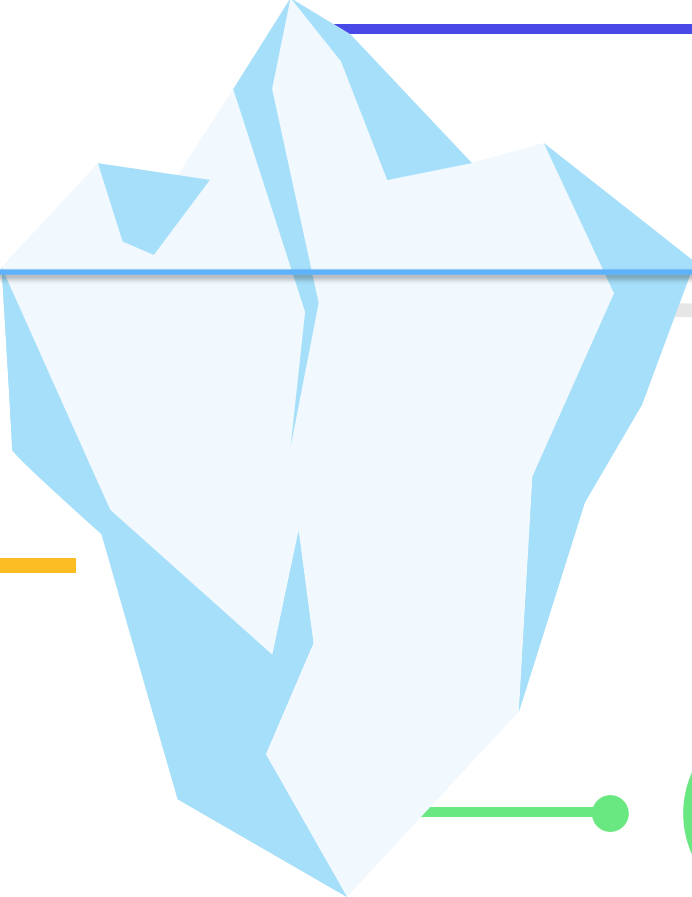
Internal lesson process

?

Lessons

?

Lessons learnt



# Effectiveness of lessons being learnt from project management

Victorian State Ombudsman examining ICT projects

Queensland Health payroll system commission

Scottish Government inquiry into the Edinburgh Trams project

National Audit Office 2017

UK Cabinet Office in 2013

# Meanwhile research tells us...

- ‘lessons’ are proposed and thus assumed, presumably because they have been articulated to have been learned. Owen et al (2018)
- lessons learned process fail to deliver because lessons are not followed through and integrated into the organisation. O'Dell and Hubert (2011b)

## Research tells us...

- no system to ensure that lessons were learned, lack of leadership, absence of a no blame culture, and previous lessons/reports not acted upon. Cole et. al. ( 2017)
- lessons from major incidents are not easily accessible, are not detailed enough to be useful Donahue and Toughy 2006



# Criticism of public inquiries

Design and participants may reflect bias

Terms of reference may limit thoroughness - introduce self censorship

Truth vs Blame vs self protection

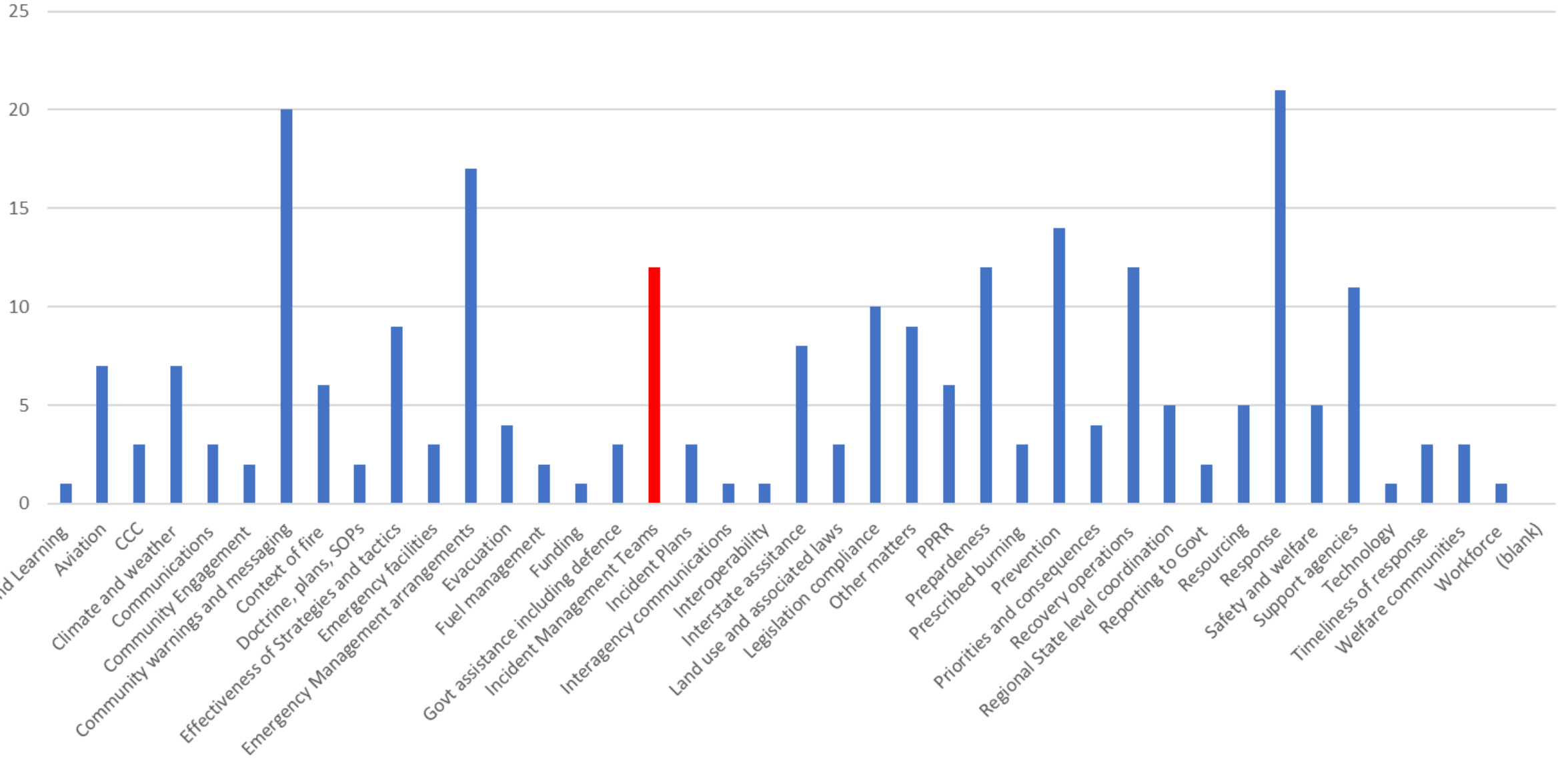
Narrative account of the fire

Case Study 1.  
Review of TOR and  
Recommendations

Review of Major  
inquiries between  
2011 and 2021

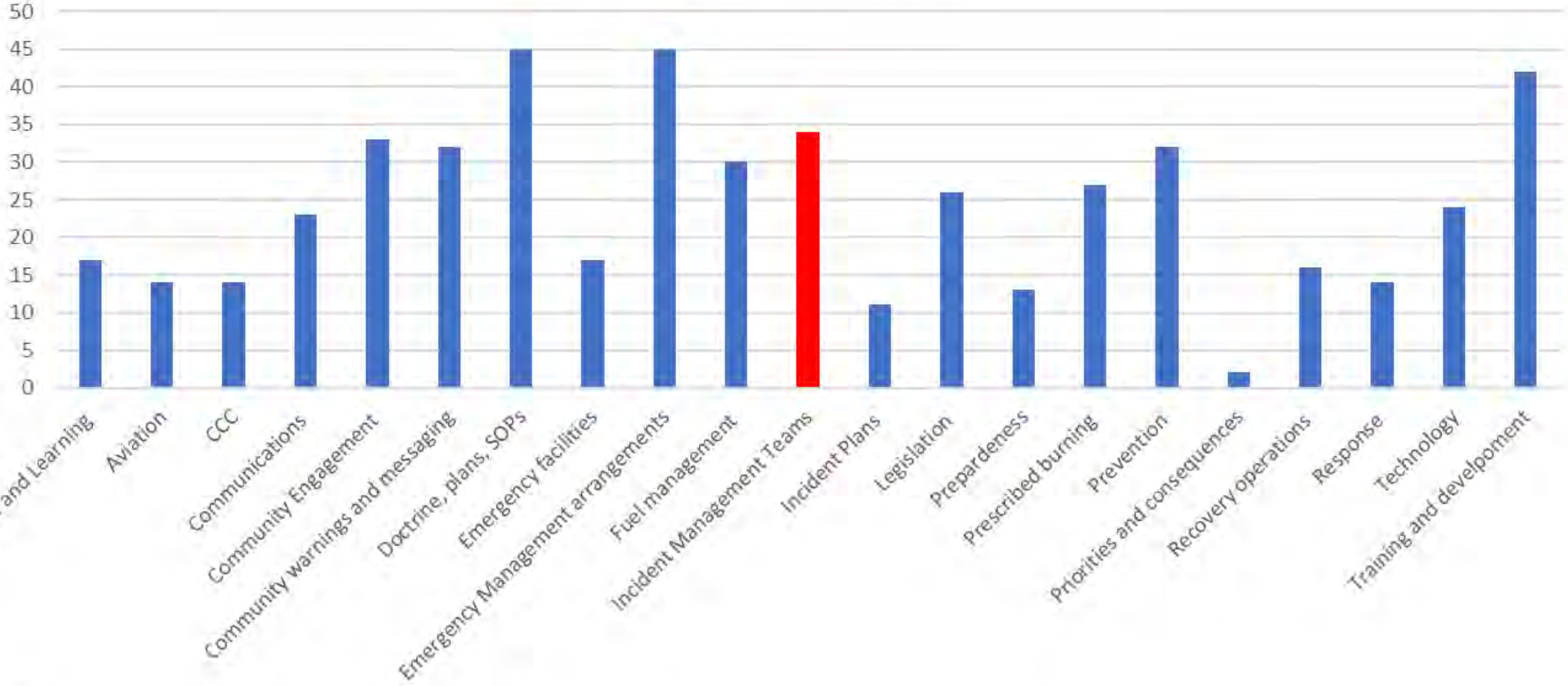
Compared terms of  
references and  
recommendations

# Analysis of Terms of reference



Count of Coding

### Analysis of recommendations



Coding

# Effectiveness of IMT's

Explicit in 11 reports TOR from 26 inquiries

34 Recommendations specific to Incident Management Teams

Recommendations focus exercising, training, roles, experience, teams, safety, local knowledge

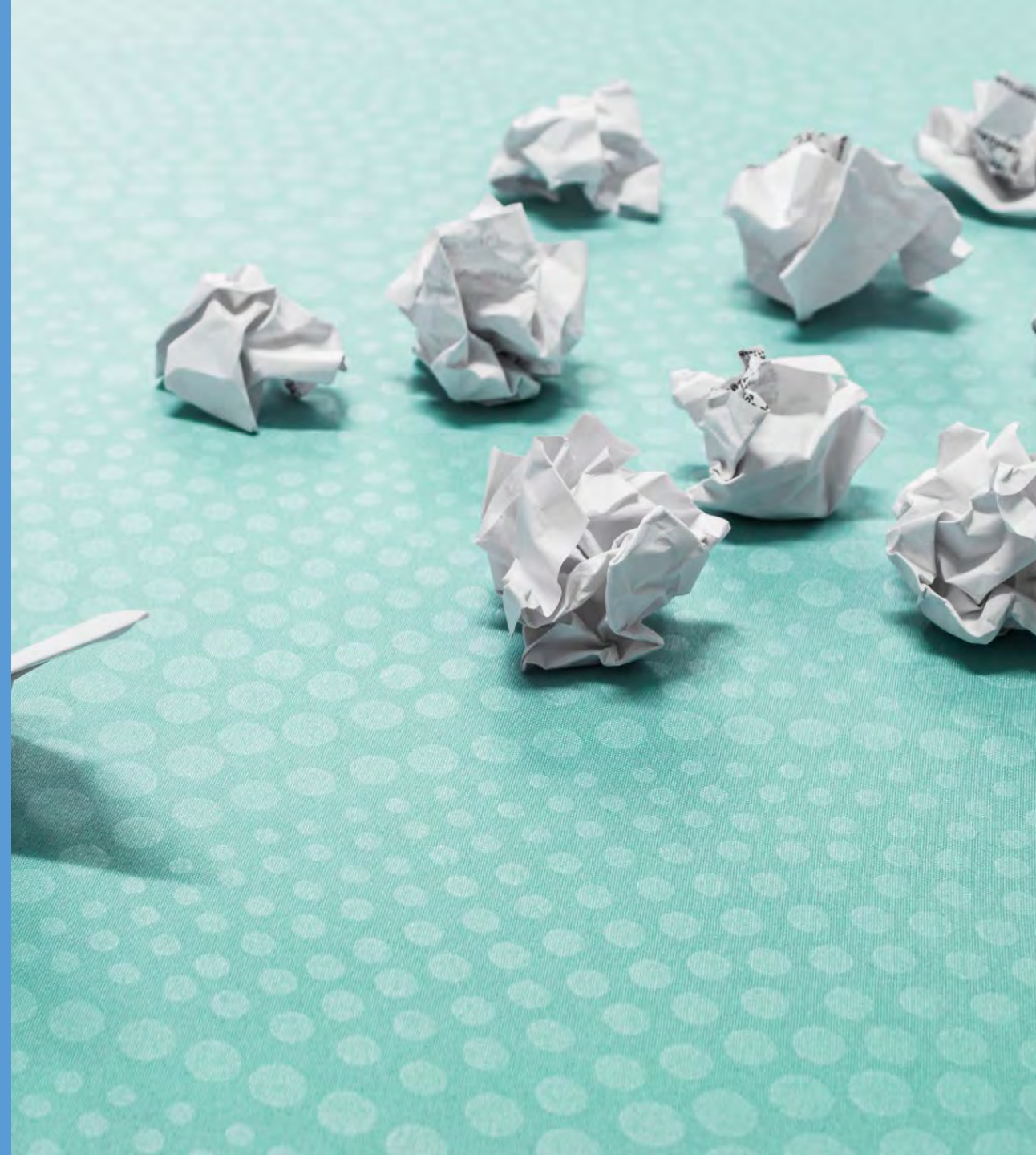
There is no examination of the performance /effectiveness of IMT's

One cognitive (non-technical) skill recommendation



It looks good on  
paper

Part 1 summary



# Case Study 2 Learning is not regulatory compliance



# What is learning?

- A lesson does not become learned until it results in institutionalised change and becomes an ongoing element of the organisational or operational norm or standardized procedure or practice. IGEM
- A learning culture needs to exist at all levels of the organisation for the cycle to be effective. AIDR Handbook

# Why we don't learn

Assumed

System

Regulatory

Not  
integrated

Lack of  
Leadership

Blame

Not  
accessible

# Learning products

Case study

Reports

Bulletins

Narratives

Infographics

Implementation  
plan

Exercises



# What is learning?

- when change has occurred. (Owen et. al. 2018)
- modify their mental models, rules, knowledge, or improving performance Basten & Haamann (2018)
- peer to peer learning based on sharing of experiences
- learning are incorporated into practices and procedures Owens & O’Kane (2020)
- does not become learned until it results in institutionalised  
IGEM
- ongoing element of the organisational or operational norm  
IGEM

# Learning entails



Individual learning



Group-level



Sharing new repertoire and for it to be stored in memory



Experimentation



Exercising



Storing, accessing, and retrieving



Demonstrated over time



Better practice  
[learninglegacy.crossrail.co.uk](http://learninglegacy.crossrail.co.uk)

LEARNING LEGACY

*Operational Railway*

# Lessons cycle



# Learning cycle







# Ian Phipps

Queensland Fire and Emergency Services

**Regaining trust in debriefs**

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# Regaining the trust in lessons management

## An operational experience



# Why we lost faith in debriefs

Over the years like many people that have been involved in operational debriefs, I became disinterested for the following reasons:

- There was too much focus on the negative
- Never felt like anyone listened to us
- Unless someone took personal ownership for an issue no change occurred
- Change that did occur was only ever a local thing
- Or there was only change if it was political





# Reconnecting with the process

- Following a prolonged multiagency operation, I knew there were several major issues that needed addressing.
- Supt Tim Chittenden (RFS) showed me the Wallangarra report from the QFES Lessons Management process and strongly suggested I engage with Coralie.

Wallangarra Fire, February 2019

Learnings – What Worked Well

- AIMS/Roles/Functions**
  - FBAN, PIC, EMC and Firecom were valuable resources in the ICC
  - Trained people in functional roles
- Command and Control**
  - Collaboration and support across services at IMT leadership level
  - Greater utilisation of support members in ICC and fireground
- Aircraft Operations**
  - NSW firecom available for pre-fire
  - Plans for airbase executed well
- Logistics/Resource Management**
  - Using local people to coordinate
  - Use of onsite mechanics reduced
  - 91 command vehicles worked
- Planning**
  - Mitigation activities completed
  - Recovery plans completed pre
  - Having planning meetings in fire
- Emergency Alert/Warnings and Public Information**
  - Community meetings, public regarded
  - Warnings and Emergency Alerts positive use of social media

Wallangarra Fire, February 2019

Wallangarra Fire  
12-22 February 2019  
Operational Review Report

Warning

- Communications plans require further detail and better distribution
- Wind and topography changes influenced planning
- Modelling from SOC FBAN, Regional FBAN and local FBAN conflicted

Emergency Alert/Warnings and Public Information

- Community expectation – NSW provide live data – QLD lacking in this space

Safety

- Trucks not fully crewed – fatigued rapidly
- Fatigue management – long days and nights – limited personnel
- PPE not worn correctly and no spare PPE available at the ICC

Inter-state Liaison

- Challenges with cross border arrangements





# Finding the champions of change

QFES Lessons (Coralie) ran the first debrief session as a face-to-face at Warwick with volunteers and staff from several agencies.

- This was a vital step in getting everyone to join the journey – getting people to participate was a challenge initially
- Reference material provided to all participants included an overview and timelines for the operation to set the scene
- The debrief was visual and there was value in it being managed by an independent person
- People left with the feeling they had been heard – these people have been keen to become involved in other responses and share their observations from these response operations



# Becoming a champion of the process

- A systematic and structured approach
  - The **SHARE** template provides a consistent and structured approach, and aligning to **POISTED** ensures that the inputs to capability prompt conversation which:
    - Help stop fixation on single issues
    - Provides familiarity/confidence
- Ease of use – allows for anyone to run the process
  - After participating with another user, any individual will have the confidence to use the tools and templates to undertake a face-to-face debrief
- Scalable
  - The process can be used on events from Statewide events to BAU
- Outcomes/findings are entered into a living database and reviewed regularly to identify insights and lessons















# Informed participants

Its vital to provide participants with the relevant reference material to set the scene and encourage them to become an active participant. Prior to the debrief, presentation material is prepared which covers:

- Objectives and What’s in it for me
- Key Facts
- Event timeline
- Debrief Principles
- What will be covered
- Elements to consider

Southern Downs, Mt Superbus SAR 05 & 06 December 2020

Key facts:

Event Scale	
 Incident ran over 27 hours	 QPS – SAR Combat Agency. SES perform search under QPS direction
 SDRC LGA – border of SER & SWR	 FRS – Crews from Warwick, Killarney, Toowoomba. Specialist Remote Rescue Team from outside SWR
 Location of patient originally not known Confusing information provided to QFES teams	 QAS – Health Combat Agency. Original request for ASR, multiple resources deployed over the period
 SES Volunteers from Stanthorpe, Warwick, Wallangarra & Tamborine Mountain (181.53 volunteer hours) Within QFES search is function assigned to SES	 POLAIR LifeFlight (multiple aircraft) QG Air (standby)
 Vertical Rescue trained SES & FRS deployed	 Communications – limited radio & mobile phone QFES – issues in communicating with helicopters
 SES volunteers, FRS Remote Rescue Team & QAS Paramedic, hike in and stay overnight with casualty	 Hazardous slopes/angles and hot weather conditions increased the complexity of operations



# Structure - SHARE



**Safety**

Identify and describe any safety issues.  
What strategies did you adopt to address?



**How**

How did you plan for activities for this event?  
Did everyone understand the plan? Did it change? How was this managed?



**Achievements**

What did we achieve?  
What worked well? Why?



**Risks**

What didn't go so well? Why do you think this was the case?  
What risks occurred or exposure to QFES if any?



**Empower**

What are you most proud of?  
What would you like to share as a good news story or case study?

Form

Debrief: SHARE

<b>S - Safety</b>	Identify and describe any safety issues? What strategies did you adopt to address? Are there any observations to improve safety? Did you have any local initiatives in place to ensure safety?
<b>H - How</b>	How did you plan for activities for this event? Did everyone understand the plan? Did it change? How was this managed? Was there a communication plan in place? Were the plans appropriate for this event?
<b>A - Achievements</b>	Were there actions taken which were outside normal business which we want to recognise? What worked well? Why? How do you know it worked well? Would you consider these actions as best practice?
<b>R - Risks</b>	What didn't go so well? Why do you think this was the case? What risks occurred? What things should be reviewed for improvement? Were you able to find a solution?
<b>E - Empower</b>	What are you most proud of? Were there actions or activities of excellence that should be shared widely as a positive outcome? Are there any local solutions that could benefit others?

Overview:

Date: \_\_\_\_\_

Time of call: \_\_\_\_\_

Incident number: \_\_\_\_\_

Safety: \_\_\_\_\_

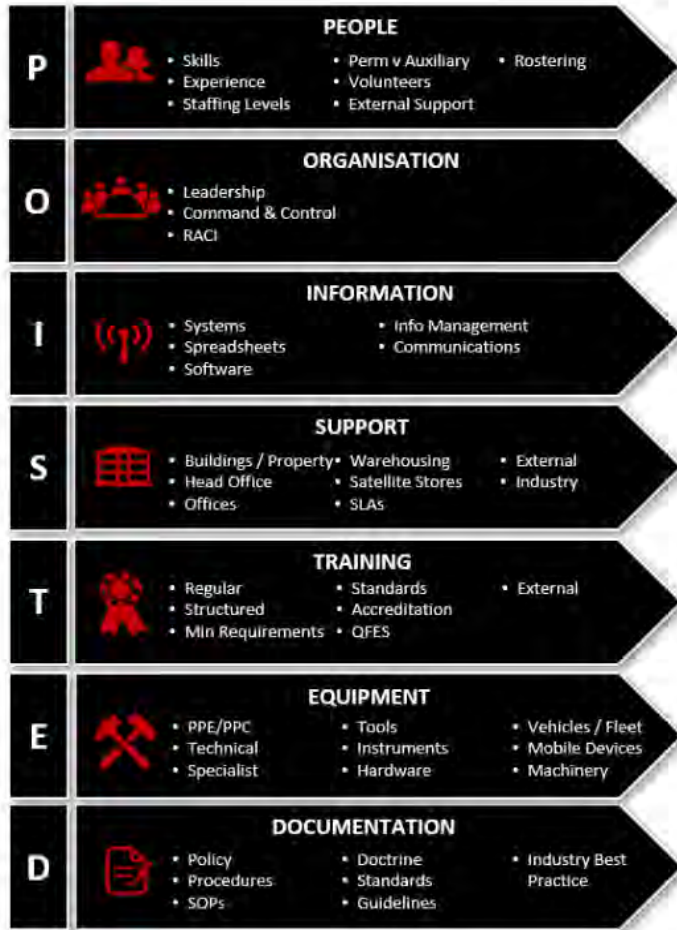
Debrief conducted by: \_\_\_\_\_

Attendees at debrief: \_\_\_\_\_





# Things to think about



# Keeping it visual



**S = Safety**  
Identify and describe any safety issues. What strategies did you adopt to address?  
Are there any observations to improve safety?  
Were there challenges which require external support?

**H = How**  
How did you plan for this event? Did everyone understand the plan? Did it change? How was this managed?  
Was there a communication plan? Were the plans appropriate for the event?

**A = Achievements**  
What did we achieve? Size, scale and comparable to other events?  
Were there actions taken which were outside normal business, which we want to recognise?  
What worked well? Any? Should you consider these actions as best practice?

**R = Risk**  
What didn't go so well? Why do you think this was the case?  
What risks occurred or exposure to QFES? If any?  
What things should be reviewed for improvement? Were you able to find a solution?

**E = Empower**  
What are the next steps?  
Were there actions or activities of assistance that we should share widely as a positive outcome?  
Are there any local activities, actions or achievements you would like to share?





# Closing the loop

Feedback to participants has been a significant factor in regaining trust in the process

- Visual reports
- Mini reports for events of significance
- End of season Operational Review Reports

## Learnings

A debrief was conducted post operations with the Warwick SES on 8 December 2020. Additionally, a formal, joint services debrief was conducted on 6 February 2021. A total of 174 observations were gathered and analysed across key categories and QFES capabilities to draw out key

### Learnings – What Worked Well

- AIMS/Roles/Functions**
  - The remote rescue capability from the Glasshouse Mountains was highly regarded.
- Aircraft Operations**
  - Aircraft on standby for the fire season were deployed to support and greatly assisted operations.
- Resource Management**

### Learnings – Opportunities for Improvement

- AIMS/Roles/Functions**
  - The role of the SES within remote rescue operations requires definition to ensure appropriate training is provided. This is currently beyond the scope of the SES and a lot to ask of volunteers.
  - Doctrine around remote rescue could be improved to expand outside of the Glasshouse Mountains area.
- Resource Management**
  - Uniforms not fit for purpose for the task, creating heat and stress – breathable shirts are required for this task.
  - Consideration in updating the MOU for the provision of drop bags is required.
  - First aid kits and SES equipment bags require updating to ensure they are appropriate for the task.
  - Provision of backpack chainsaws may be considered.
- Safety**
  - Consideration may be given to providing glow sticks for trail marking to increase safety.
- Partnerships/Stakeholder Management**
  - There is an opportunity to further strengthen relationships through regular cross agency meetings and training exercises.

### Command and Control

- ROC Coordinator worked well to ensure the appropriate capabilities were activated and deployed.

### Communications/ICT

- The use of GWN radios and interoperable channels greatly improved communications.

### Data/Intelligence

#### Command and Control

- There is an opportunity to improve the understanding of capabilities within QFES to inform response operations.
- Delays in activating the SES response capability require improvements and updates to doctrine.
- Disjointed command and control structure for the event highlight the need for better communications with GPS.
- The importance of an appropriately resourced and located command point is vital to operations.

#### Communications/ICT

- The inability to communicate with the SES and partner agencies is a significant impediment to operations.
- GWN radio caches need to be readily available and deployed early.
- SES unable to be deployed as an automatic response in CAD.

#### Data/Intelligence

- Local knowledge should never be underestimated and should be shared to broadly increase situational awareness.
- Challenges sharing information between agencies through ICEMS due to coding differences.
- Significant difficulties were experienced in obtaining accurate GPS coordinates.
- Problems identified across all agencies with the use of the Emergency App.
- Provision of appropriate quality maps is essential.

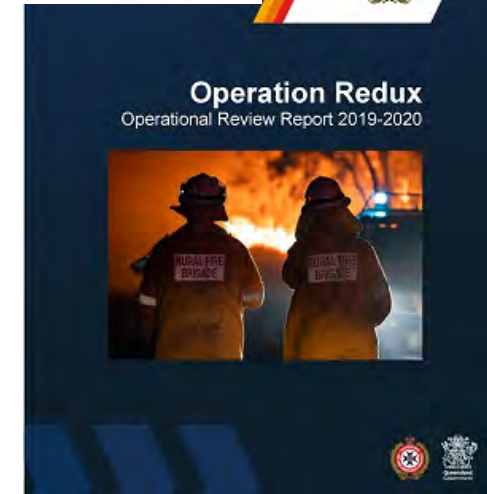


# Closing the loop

- End of season Operational Review Reports identify the lessons from the operational season to be fed to service leads/capability owners to drive continuous improvement.
- These reports are also used to inform preparedness activities for the coming season.



Operational Review Report  
2018/2019



Operation Redux  
Operational Review Report 2019-2020

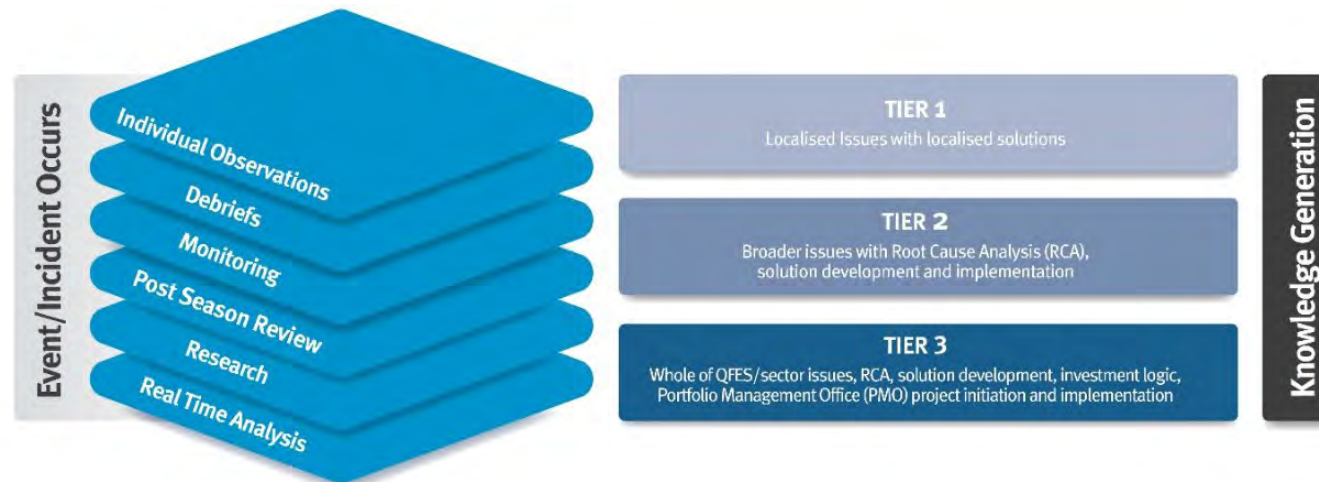


Queensland  
Government



# Giving everyone access

- All QFES members, paid and volunteer, have access to the QFES Gateway.
- The Lessons Management page is easy to navigate and provides tools and templates are provided that are easy to use.
- All information reinforces that the process is scalable.



# Lessons Management

Lessons Management at QFES

## Policy & Procedures

- QFES Knowledge Hub
- Submit Feedback (QFES Documents)
- Policy Chapters ▶
- Doctrine & Procedures ▶
- Disaster Management Guideline
- EPMO
- Lessons Management** ▶
- Capability ▶
- Codes of Practice
- Standing Orders

QFES Gateway > Policy & Procedures > Lessons-Management



## Lessons Management at QFES

Lessons Management is about making sure we capture and analyse the learnings from incidents, events, and work activities to identify things that worked well and should be shared, as well as opportunities for improvement. This will enable QFES to continuously improve through learning, by developing, adapting and transforming in response to the lessons identified by volunteers, staff, stakeholders, partners and the community of Queensland.

No matter what your role in QFES, you're invited to share your observations and learnings.

## How are Lessons Captured?

We encourage QFES members to use the SHARE debrief process to reflect on their performance during operations, work activities and throughout the year and share their experiences and observations.

- S** Safety issues
- H** How did you plan for it
- A** Achievements and things that worked well
- R** Risks and opportunities for improvement
- E** Empower others with the activities of excellence and local solutions



# To SHARE Your Learnings

There are templates and resources to help you and your colleagues provide your observations and learnings.

The SHARE template can be used by individuals or by groups undertaking debriefs. The debrief process can be applied to any event or activity and may be as simple as a tea room discussion or a formal strategic debrief. For larger event debriefs, a debrief kit should be used to assist in gathering learnings. The observations captured on the posters in the debrief kit can be transcribed into the observation spreadsheet.

Access the SHARE Template [here](#)



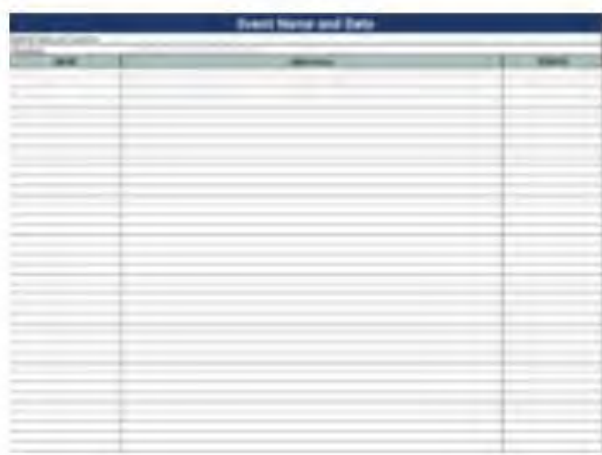
A document titled 'Form' with a header 'Debrief 2018'. It contains several sections with headings: '1. Details', '2. What happened?', '3. What went well?', '4. What didn't go well?', '5. What have we learned?', and '6. What are we going to do differently?'. There are also fields for 'Date', 'Time', and 'Location'.

Access the debrief kit [here](#)



A poster titled '5 = Safety' with a red border. It features a list of categories on the left: PEOPLE, COMMUNICATION, DOCUMENTATION, SUPPORT, TRAINING, EQUIPMENT, and DOCUMENTATION. Each category has a list of sub-items. At the top right, there is a box with the text: 'Identify any incident or safety issues, what changes did you want to address if you were using Queensland's Program - Safety? What were the challenges and how did you overcome them?'. There is also a small icon of two people and a logo at the bottom right.

Access the observation spreadsheet [here](#)



A spreadsheet with a header row 'Event Name and Date' and several columns. The columns are labeled 'Date', 'Time', and 'Location'. The spreadsheet is mostly empty, with a few rows of data.

Submit your observations to [QFES.Lessons@qfes.qld.gov.au](mailto:QFES.Lessons@qfes.qld.gov.au)





# Explaining the process





# The future

To provide greater access for QFES personnel to contribute observations, a QR code is being developed for each region to automate the SHARE template.



# What participants think

- *Lessons Management staff will always get back to you and support you if you are doing it for the first time.* (Ian SES staff)
- *The way it's run stops everyone getting stuck on one bad point, and you can move on.* (Matt SES volunteer)
- *The feedback shows what has been identified and it can be shared with everyone.* (Kris SES volunteer)
- *It's not just a QFES thing, it can be used effectively in the disaster management field.* (Des QPS XO)
- *It engages everyone, involved and for volunteers this is an important inclusion.* (Tim RFS staff)





# Lessons Management Forum 2022

Lunch break

*Program will resume at 2.00pm (AEST)*

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LESSONS MANAGEMENT AWARD

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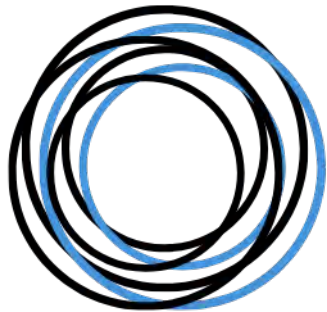


C3 RESILIENCE



# C3 RESILIENCE

end to end emergency  
management solutions



C3 RESILIENCE

# OUR DNA

Disasters are never the same, neither is our approach...

We are a proud Queensland company, operating across Australia, who believes in building true partnerships and trusted relationships to achieve more resilient communities.



# OUR SERVICES

- Evaluation & After Action Reviews
- Exercise Management
- Business Continuity
- Capability & Training
- Risk Assessments
- Planning and Doctrine
- Emergency Response
- Crisis Management
- Security Assessments



# OUR IMPACT



South Australian Country Fire Service  
KI Bushfire Review (2020)  
Coles Bushfire Review (2022)

- Mackay Regional Council
- Strategic Review of the State Emergency Service Unit
- Rockhampton Regional Council
- LDMG and LDCC Exercise (2020 and 2021)
- QLD Emergency Risk Management Framework (2020)
- Bushfire Management Strategy, Plan and Mitigation Plan (2020)
- Bushfire Awareness Training (2020)
- Livingstone Regional Council
- Business Continuity Framework and Plans (2022)
- Department of Resources
- Dam Safety Exercises (2021)
- Gladstone Regional Council
- QLD Emergency Risk Management Framework (2020)
- Toowoomba Regional Council
- QLD Emergency Risk Management Framework (2021)
- Evacuation Centre Management Planning (2022)
- Lockyer Valley and Somerset Regional Councils
- QLD Emergency Risk Management Framework (2021)
- City of Ipswich
- Business Continuity for Small Businesses (2022)
- Scenic Rim Regional Council
- Review of the Sarabah LDMG and LDCC Response (2019)
- LDMG and LDCC Exercise (2021)
- LDMG, LDCC and Evacuation Centres (2021)
- Review of the East Coast Low Flooding (2022)
- City of Gold Coast
- Review of the Lower Beechmont Bushfire Response (2019)
- Evaluation of LDMG Exercises (2019, 2020, 2021)
- Review of the COVID-19 Response (2020)
- Development of City Response Framework and Manual (2021)



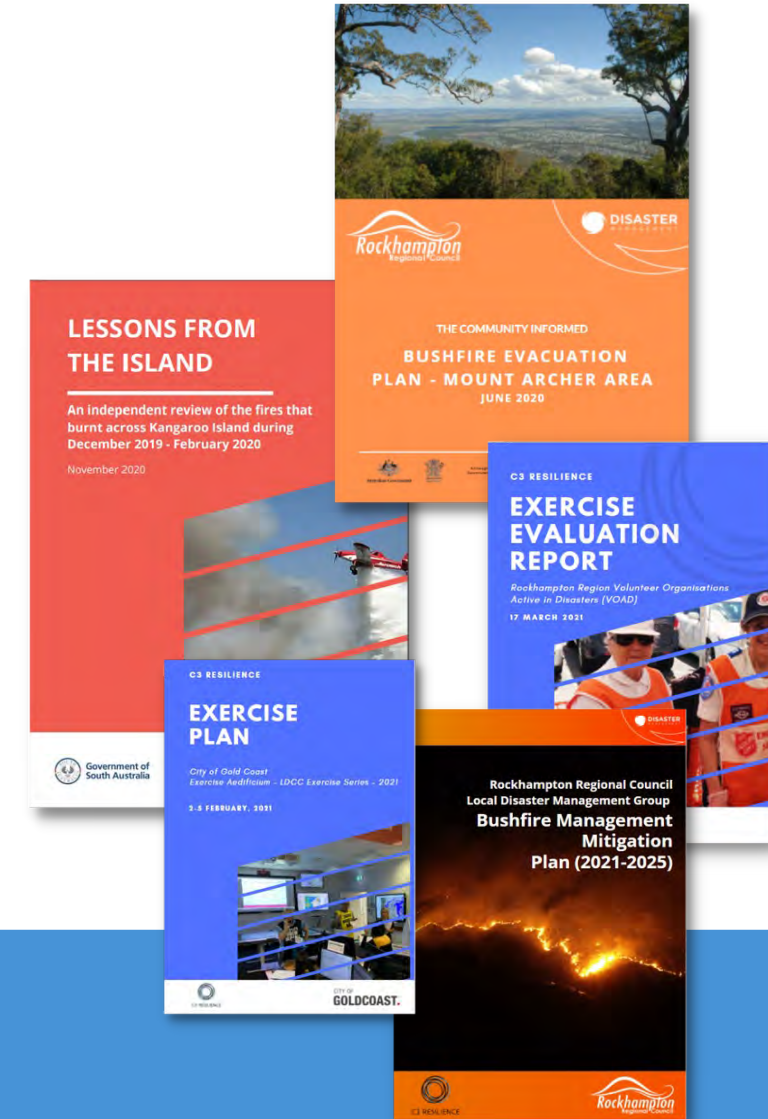
# JOIN US


We partner with you to achieve YOUR outcomes...

We provide sustainable solutions, scalable to your circumstances.

With our in house capability and access to decades of emergency management experience, we scale our team to the size of your project. Working alongside you to define the problem you want to solve, we break it down and develop a solution based on your current and predicted capacity and capability. Taking a total client focus, coupled with quality outcomes, we are the perfect fit for your next project.

Our projects span across state and local governments, non-government organisations, and private enterprise taking an all hazards. This gives you confidence we understand your context, constraints and opportunities.



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 Telephone  
07 5575 2673

 Website  
[www.c3resilience.com](http://www.c3resilience.com)

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LESSONS MANAGEMENT AWARD

# COVID-19 Task Force

Department of Defence

**Highly Commended**



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LESSONS MANAGEMENT AWARD

# Post-Activity Reviews

Disaster Relief Australia

**Winner**



C3 RESILIENCE



**DISASTER  
RELIEF  
AUSTRALIA**

## ***Post-Activity Reviews (PARs)***

***Luke Gordon***  
***National Planning Manager***



# A little bit about Disaster Relief Australia

Launched in 2016

First operation commenced in April 2017

Disaster Relief Teams in all states / territories as of 2022

25 operations conducted across APAC region to date:

- Cyclones
- Floods
- Fires
- Drought
- Tsunami
- Covid-19

Numerous other Service Projects (short-term ops)



# Post-Activity Reviews

What is it?

- Critical analysis of the operation, capturing metrics, operational appraisal, stakeholder feedback and key improvement actions

Why do we need it?

- To ensure meaningful outcomes for all its stakeholders
- To focus on continuous improvement
- To celebrate success and help the organization grow
- To meet reporting requirements set by external agencies e.g ACFID
- Transparency





# Post-Activity Review Process

Copies how the military works – both in training and operations

Simple but repeatable – but subject to its own improvement cycle

Covers all departments as well as on-the ground feedback

- End of wave hotwash
- Mission Commander debriefs
- Heads of Department debrief
- Supported by the Member After-Action review

Community / Stakeholder feedback is also sought

Report is distributed to all Heads of Department with actions identified and allocated.



# Continuous Improvement

We need to try and ensure that we don't pay lip service to the process

Improvement tracking process under review

Recent amendment – alignment to the AIDR Capability elements to support improvement process

Try to establish goals in advance

- People
- Process
- Organisation
- Safety
- Technology
- Training
- (Exercise management)



# PAR vs AAR

How do they differ?

- PAR = Operational assessment
- AAR = Volunteer experience

Why do we need both?

Because DRA serves two ultimate stakeholders:

- The communities we serve
- Our volunteers





# Summary



Learning lessons is embedded in the military mindset of "train, deliver, review, improve" and as applicable in a post-disaster environment as it is on the battlefield.





DISASTER RELIEF  
AUSTRALIA



DISASTER RELIEF  
AUSTRALIA

THANK YOU





# Dan Meijer Josh Atkins

New South Wales Rural Fire Service

**Selling the need for Lessons Management:  
bringing the workforce along**

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NSW RURAL FIRE SERVICE

A decorative graphic consisting of a series of white arrows pointing to the right, set against a red background, running horizontally across the top of the slide.

# **SELLING THE NEED FOR LESSONS MANAGEMENT: BRINGING THE WORKFORCE ALONG.**

Ch. Supt. Josh Atkins – Manager, Operational Performance  
Supt. Dan Meijer – Supervisor, Operational Improvement

# The 2019-20 Fires

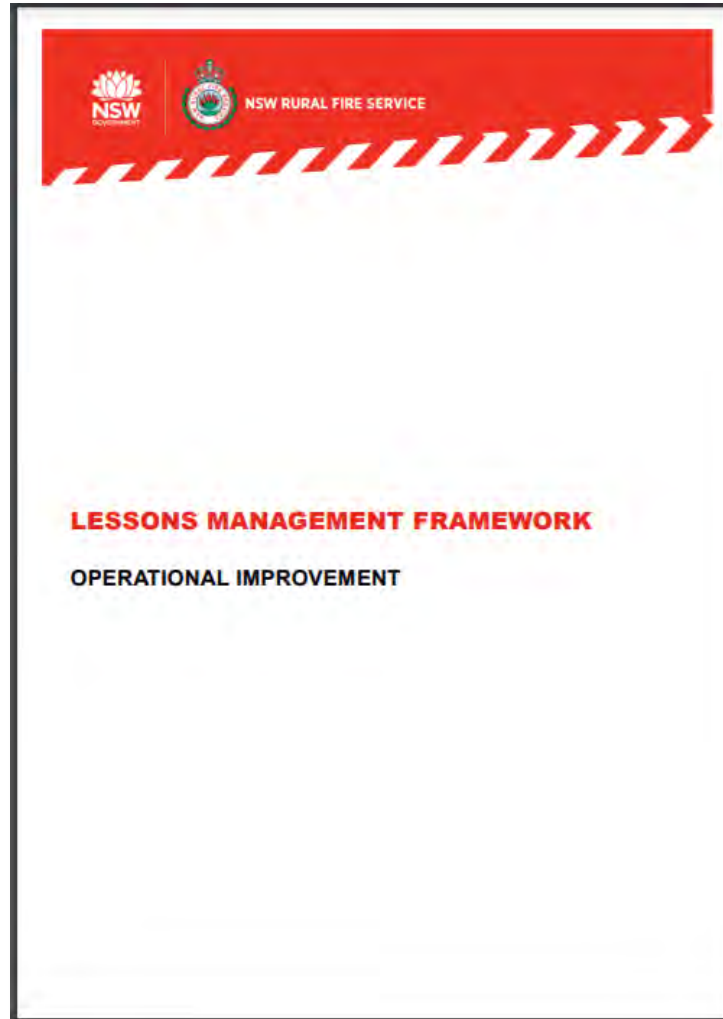




# The NSW RFS Workforce



# The Lessons Management Framework





# Comms and Collection following 2019-20



# Social Imperatives Drive Acceptance



## Achievements as a result.

- › Conducted Canadian wildfire deployment AAR on behalf of AFAC NRSC
- › Conducted AAR and operational review for large escaped HR/Fire in Sydney
- › Conducted AAR and operational review for NSW Western Region response to COVID-19 outbreak (for NSW Police)
- › Conducted AAR for NSW RFS participation in major SAR operation
- › Conducted multiple lower-level AARs and operational reviews for NSW RFS Districts and Business Units.



# The Future







# Kylie Mercer

Office of the Inspector-General of Emergency Management

## Community Centred Learnings from the K'gari (Fraser Island) Bushfire Review

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# Scott Hanckel

ACT Emergency Services Agency

**Success: a great reality check**

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# Success- A Great Reality Check

“A trusted future-focused agency that protects and supports a prepared and resilient community”



**ACT EMERGENCY SERVICES AGENCY**

We work together to care and protect through cohesive operations, collaborative management and a unified executive







# The Integrated model



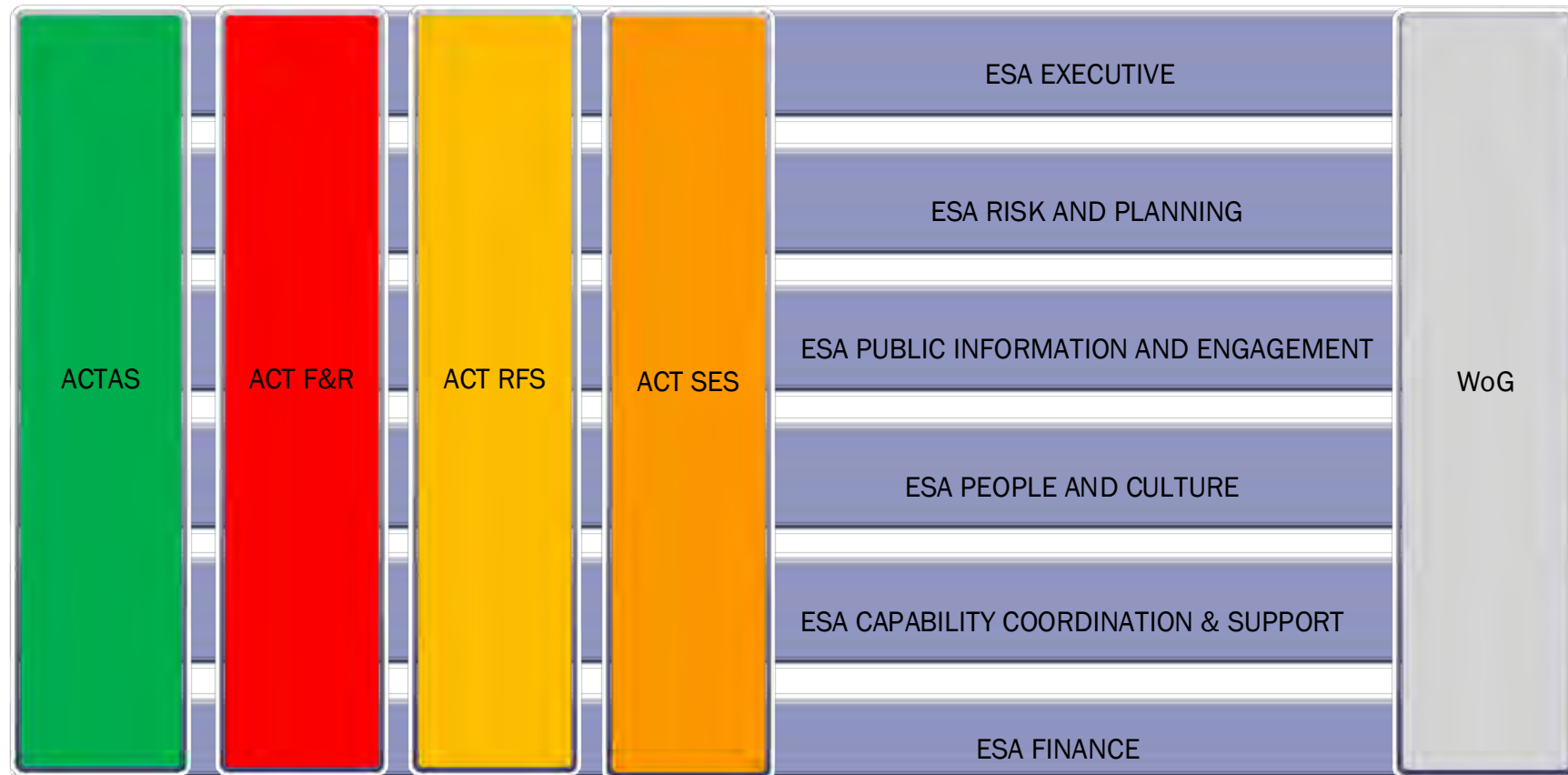
**ACT EMERGENCY SERVICES AGENCY**

We work together to care and protect through cohesive operations, collaborative management and a unified executive





# The Integrated Model



# The Integrated Model -Lessons Learnt – reality check

1. **Understand** that it is **people** and how they work together that make an integrated model succeed.
2. **Accept** that implementation its about **people** doing stuff, therefore strategy is HARD to implement. This will not be easy.
3. **Apply** a principled approach to align the agency and empower the **people** to do things and to hold them accountable.
4. **Lead** above all else. Resolute leadership, committed to the vision is critical to successfully leading **people** through change.



# The Partnership - Benefits

- Strengthens capability and capacity.
- Increased expertise.
- Supports Innovation.
- Increases effectiveness.



# The partnership – What it looks like

- Volunteering
  - ACT SES
  - ACT RFS
  - Community Fire Units
  - MAPS volunteers
- Strategic Bushfire Management Plan Partnership with the All Hazards Council
- The Commissioner and Team of Teams
- Developing partnerships with ANU Institute Climate, Energy and Disaster solutions

# The partnership - Lessons Learnt reality check

- Must embrace diversity of experience, views, knowledge and perceptions.
- A sense of shared responsibility is central to the relationship of the partnership.
- Successful partnerships involve people (see integrated model lessons learnt again).



# Robust monitoring and evaluation - The Benefits

- Supports the synchronisation of activities, resources and effort across the Integrated agency.
- Supports a fail fast approach to innovation and allows a small agency to be agile and try things were resources are slim.
- Supports change leadership.





# Robust Monitoring & Evaluation – What it looks like.

- Strategic Bushfire Management Plan Governance and reporting monthly.
- Seasonal Preparedness Program
  - Annual Preparedness Cycles and checklists.
  - Provide transparency to the executive and senior management.

# Robust Monitoring & Evaluation– Lessons Learnt Reality check

- To succeed at being agile the organisation must have sound **change leadership** to enable the processes, mechanisms and tools of innovation/change.
- Executive Leadership must build the organisational understanding that robust monitoring is about **transparency** so that rapid evaluation can be carried out which in turns allows the organisation to be agile in setting it's priority of effort in a world of finite or limited resources.





# Strategic Alignment – The Benefits

- Ensures an organisation's structure and use of resources to supports strategy.
- Strategic alignment contributes to improved performance by optimising the operation of processes/systems, and the activities of teams across ACTAS, ACT F&R, ACT RFS and ACT SES services. .
- Clear, measurable operational objectives that can be linked to subordinate goals. This helps ensure resources are used effectively.

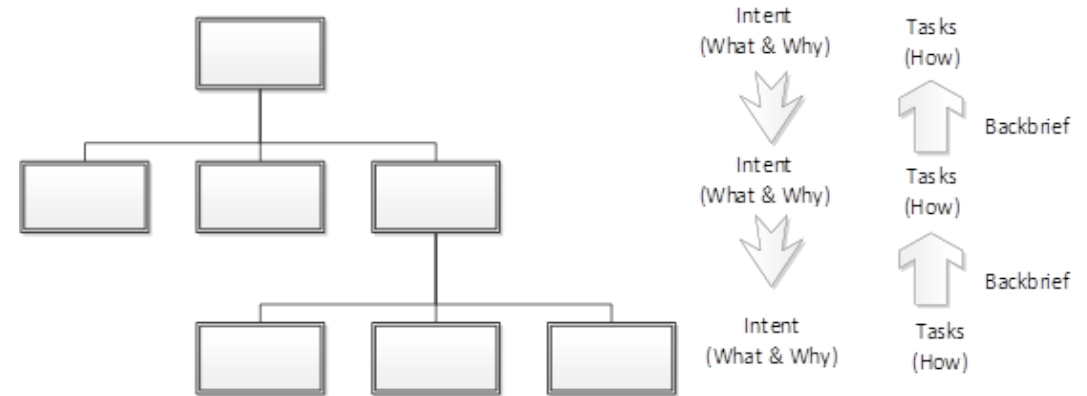


# Strategic Alignment – What it looks like

- Not silos of excellence.
- A single Strategic Bushfire Management Plan for all ACT Government Agencies.
- Collaborative work groups such as Security & Emergency Management Planning Group.

# Strategic Alignment – Lessons Learnt Reality Check

- Alignment requires briefings in a structured way in order to align the organisation both up and down levels and across functions.
- The whole organisation can be aligned if briefing is done in a cascade.
- A briefing cascade will only work properly if the organisational structure broadly reflects the task structure implied by the strategy. If it conflicts with the strategy, it should be changed before anything else.
- The organisational structure requires an appropriate hierarchy that can be made wholly or largely accountable for critical tasks, led by people who are skilled and experienced enough to make autonomous decisions.



# What does success look like

The ESA is evolving and building the organisation for the future.

The ESA is embracing an adaptive management process to address increasing climate change and supporting continuous improvement based on sound research, modelling, monitoring, evaluation and lessons learned.



## ACT EMERGENCY SERVICES AGENCY

We work together to care and protect through cohesive operations, collaborative management and a unified executive





# Key Lessons learnt

**People** - Its going to be uncomfortable for your people understand and accept that.

**Leadership** – Leadership that is hands on, empowering and provides clarity is fundamental to success.

**Management** structures, processes/systems and the activities must support alignment and collaboration.





*A trusted future-focused agency that protects and supports a prepared and resilient community*



## ACT EMERGENCY SERVICES AGENCY

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# Mike Wassing

Queensland Fire and Emergency Services

**Success is learning from and with our communities**

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# Success is learning from and with our Communities

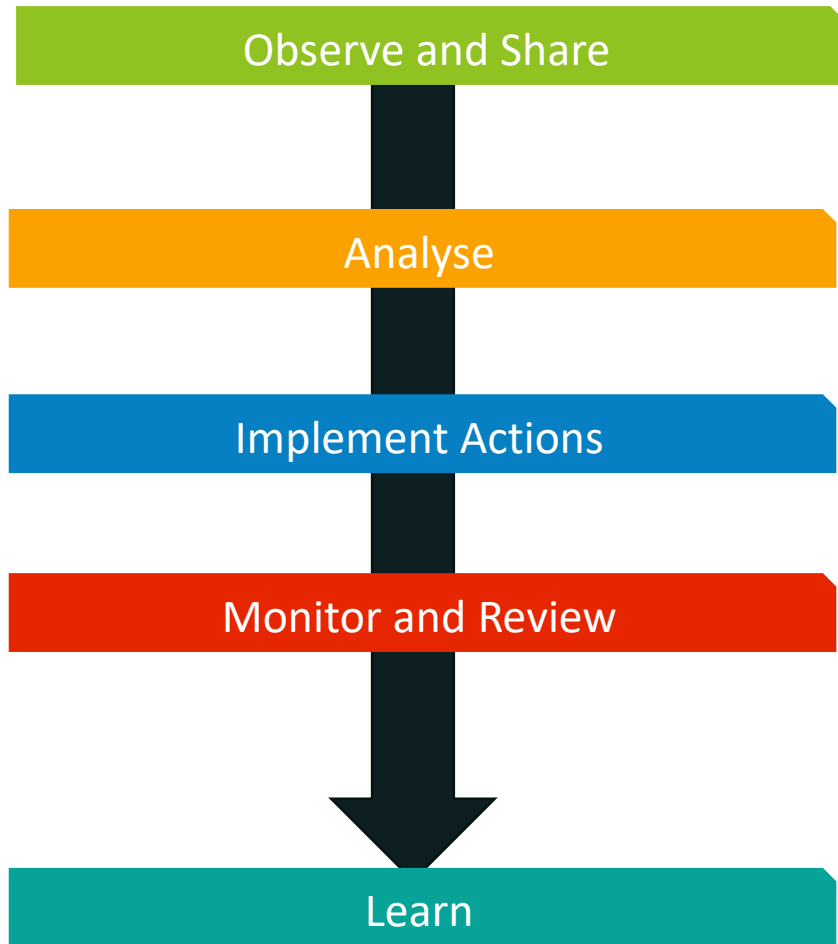
Mike Wassing <sup>AFSM</sup>  
Deputy Commissioner  
Queensland Fire and Emergency Services








*‘Lessons Management is about becoming a learning organisation where we excel at creating, enquiring and transferring knowledge for the purposes of improvement’*



# Lessons Management Lifecycle



-  Local issue for local action
-  Broader issue for action
-  Actioned through BAU
-  Actioned by a Project Approach
-  Actions of significance monitored by QFES Lessons Management Unit.

Learning becomes knowledge

- S** Safety issues
- H** How did you plan for it
- A** Achievements and things that worked well
- R** Risks and opportunities for improvement
- E** Empower others with activities of excellence and local solutions

Form

Debrief: BSQR

S - Safety

H - How did you plan for it

A - Achievements and things that worked well

R - Risks and opportunities for improvement

E - Empower others with activities of excellence and local solutions



# QFES Lessons Management Model – What does it all mean?



*'The lessons management model provides the opportunity for staff, volunteers, disaster management partners and the community to be involved in our ability to learn'*



## So, what does success look like learning from and with Communities ?

- ✓ Community engagement that includes meaningful two-way communication.
- ✓ To achieve a strong sense of community connectedness and increased collective capability.
- ✓ Results in better and more sustainable decisions
- ✓ Enables capable communities to take positive actions.







# Operation Knock Knock

## Engagement Objectives:

- ✓ Engage directly with community to raise awareness of local risks and appropriate preparedness activities
- ✓ Encourage community resilience and connectedness
- ✓ Strengthen partnerships between disaster management agencies at a state, regional and local level
- ✓ Increase awareness of the importance of risk mitigation and preparedness across Queensland.

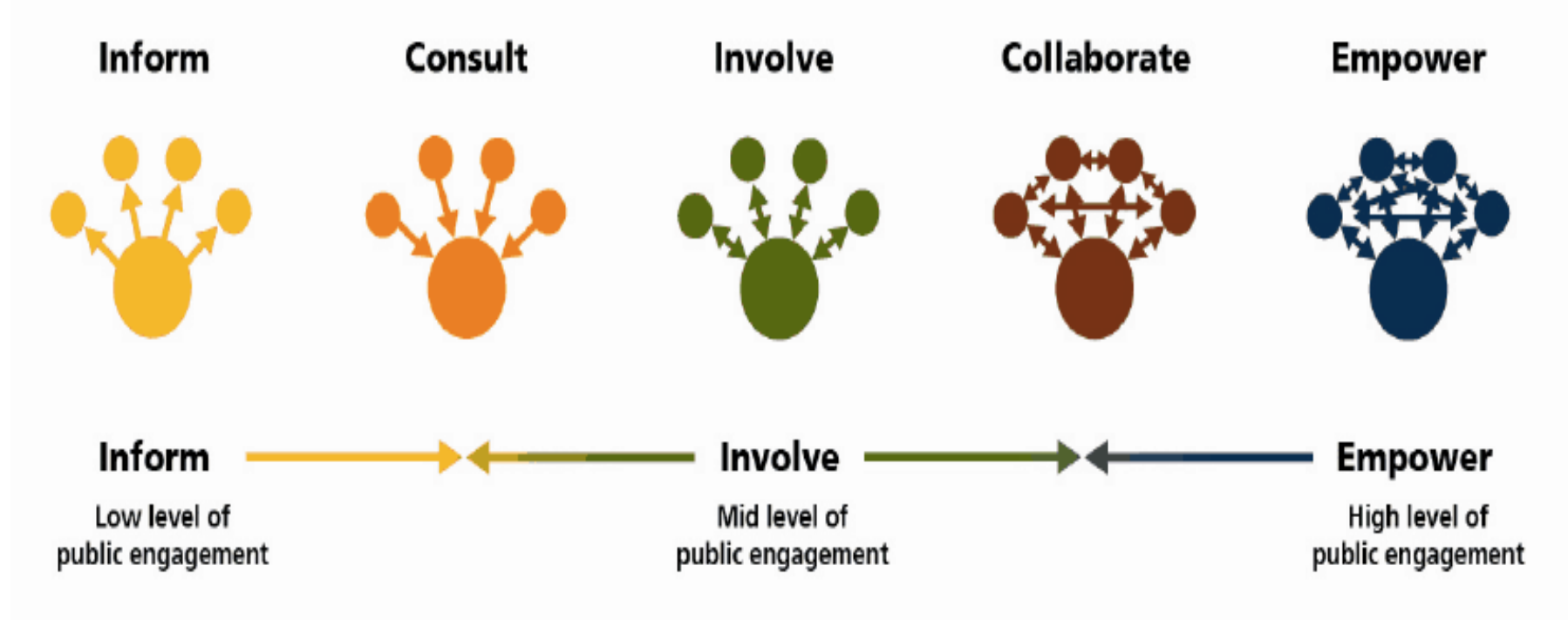
Safety, preparation message is coming to your front door





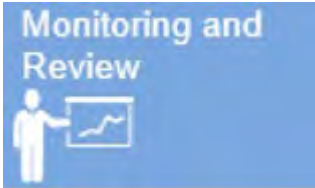


# Operation Knock Knock





# Operation Knock Knock



- ✓ Numbers of participants were significantly lower than planned as a result of an industrial dispute one week prior (up to 70% reduction in some regions)
- ✓ Reporting identified 649 participants at one time engaged in the activity with more than 1 000 volunteers active on the day across the state.
- ✓ Feedback from volunteers confirmed Operation Knock Knock was a very positive experience for everyone involved:

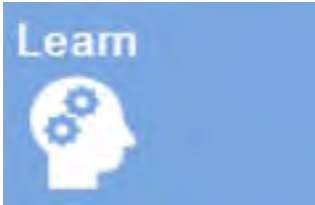
*I am glad I decided to be part of Operation Knock Knock and proud to be one of the volunteers who mobilised together in mid-September for a door knock in their local communities. Most importantly, Operation Knock Knock was highly successful in raising awareness of the importance of resilience, preparation for hazards, and community connectedness in the Bundaberg area.*

John Mason, Givelda Rural Fire Brigade, QFES ID 187 532





# Operation Knock Knock



- ✓ Observations gathered through debriefing Regional Community Engagement Officers, Emergency Management Coordinators and from targeted participants highlighted,
  - the inconsistency on the participation of services directly impacting implementation and outcomes
  - the need for greater engagement with industrial bodies to ensure purpose and outcomes of community connection and disaster resilience are communicated effectively
  - the need to address cultural barriers to enable a more harmonious approach to service delivery
  - the desire to demonstrate leadership, how we can best work together and connect with our communities.







# Indigenous Burning Practices





# Indigenous Burning Practices

## Implement Actions



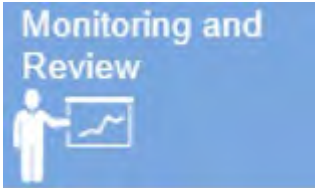
- ✓ Proactive partnerships between QFES, Carpentaria Land Council Aboriginal Corporation and Bunya Peoples Aboriginal Corporation to support the learning of these techniques
- ✓ The Jigija Indigenous Fire Training program provides staff and volunteers with skills in community engagement, cultural awareness and traditional indigenous prescribed burning practices
- ✓ The program provides learnings about indigenous cultural values of the landscape, traditional methods and their complementary nature with contemporary non-indigenous fire science







# Indigenous Burning Practices



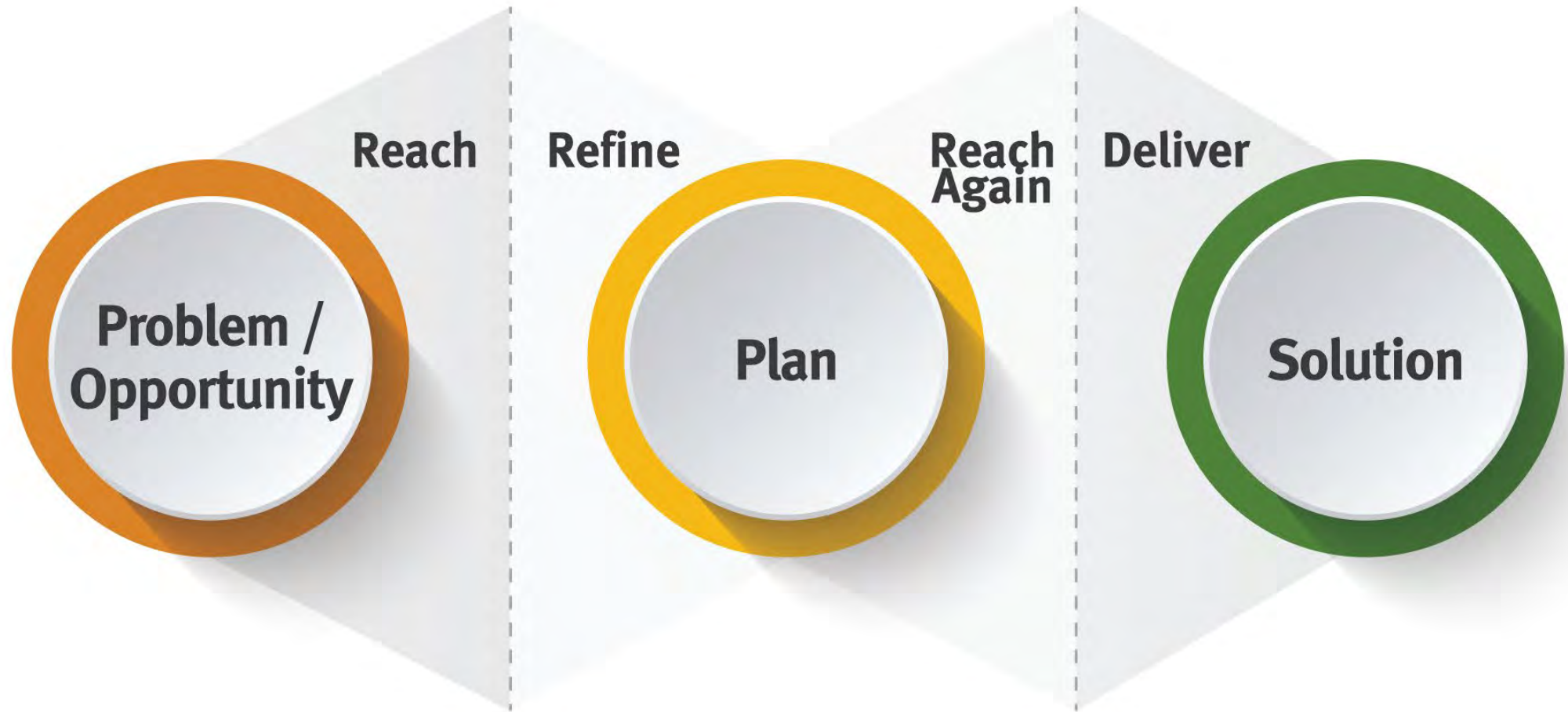
- ✓ K'Gari Fraser Island bushfire was an opportunity for QFES to strengthen relationships with the Butchulla Aboriginal Corporation and traditional owners
- ✓ Ensure their involvement in fire management groups and discussions about future hazard mitigation programs



- ✓ More training at local and regional level by employing an Indigenous Bushfire Safety Officer.
  - Improve staff and volunteer understanding of traditional burning
  - Assist with future engagement of first nations people and the various land management groups
  - Assist with policy development and engagement with first nations people during major bushfires
- ✓ Strategy development to support embedding this knowledge within QFES and across partners.







Thank you

