



STATE EMERGENCY MANAGEMENT PLAN

CONSEQUENCE MANAGEMENT GUIDELINES

PART 2: STRATEGIES, GUIDELINES AND FRAMEWORKS



**Government
of South Australia**

STATE EMERGENCY MANAGEMENT PLAN (SEMP)		
Part 1 Arrangements	Part 2 Strategies, Guidelines and Frameworks	Part 3 Supporting Plans
Governance arrangements, roles and responsibilities, and structures in place to reduce risk from hazards, and to plan and prepare for, respond to and recover from emergencies.	Various strategies, guidelines and frameworks that support the state's emergency management arrangements.	Required plans that support the state's emergency management arrangements (including hazard risk reduction plans, capability plans, control agency plans, functional support group plans, zone emergency management plans and operations manuals).

Figure 1: The SEMP is a series of documents split over 3 parts with accompanying annexes. These guidelines sit under Part 2 of the SEMP.

The Consequence Management Guidelines can be found at:

<https://www.dpc.sa.gov.au/responsibilities/security-emergency-and-recovery-management/state-emergency-management-plan>

The Consequence Management Guidelines are reviewed biennially.

The custodian of the Consequence Management Guidelines is the State Emergency Management Committee (SEMC) who may delegate this responsibility to a sub-committee of SEMC. At the time of publication, the Strategic Advice and Coordination Sub-Committee has been delegated this responsibility.

AUTHORISATION

All emergency management arrangements in South Australia are governed by the *Emergency Management Act 2004 SA* (the Act).

The State Emergency Management Plan (SEMP) is prepared under Section 9(1)(b) of the Act to guide the management of all emergencies. It is a function of the State Emergency Management Committee (SEMC) to prepare and keep the SEMP under review, and to ensure arrangements reflect best practice.

PURPOSE

These Guidelines were developed to help agencies and organisations interpret and apply consequence management principles to reduce the consequences of emergencies. The Guidelines support the development of a shared understanding of consequence management so principles can be embedded into practice in a way that enhances leadership and decision-making and delivers better outcomes for the community. A more thorough assessment of decisions and the risks and second order impacts associated with these decisions should reduce unintended consequences for the government and the community.

SCOPE AND AUDIENCE

The Guidelines provide a basis for the integration of consequence management into emergency management plans, strategies and systems established for managing future emergencies.

Although the Guidelines have been developed for government agencies, it may also be helpful for businesses, non-government organisations, as well as for communities and the public.

WHAT IS CONSEQUENCE MANAGEMENT?

Consequence management (including consequence thinking) is the process of predicting, identifying, then managing and minimising, the negative social, economic, and environmental outcomes from an event. Consequence management involves planning for the outcomes of unforeseen and unlikely events, including multiple concurrent events and cascading events, which may have extreme or catastrophic consequences.

Consequence thinking underpins the process of consequence management and is primarily a shift in attitude and mindset. It shifts the focus of emergency management thinking from the here and now, toward more future thinking and planning to anticipate the future outcomes and consequences of an event.

Consequence thinking considers the wider ramifications of an emergency event and the coordination of agencies, businesses, non-government organisations and communities.

THE BENEFITS OF CONSEQUENCE MANAGEMENT

Consequence management enables a focus on:

- ◆ Building community safety and resilience prior to an event occurring
- ◆ Managing the effects of an emergency event regardless of cause
- ◆ Reducing an emergency event's negative impact on communities
- ◆ Advancing opportunities for rapid and resilient recovery
- ◆ Building stronger communities

APPLICATION OF CONSEQUENCE MANAGEMENT

Consequence management is to be applied in line with the principles of the State Emergency Management Plan.

Agencies and organisations should ensure consequence management and consequence thinking are applied to all aspects of emergency management across prevention and hazard risk reduction, preparedness, response and recovery.

Control agencies and support agencies are responsible for continually assessing an emergency situation and identifying, assessing and managing consequences. Consideration should be given to what may happen, how consequences may play out in the short, medium and long term, and the possible effectiveness of emergency arrangements in addressing identified consequences.

Relevant agencies and organisations should ensure consequence management and consequence thinking are applied in:

- ◆ Development of emergency management strategies, systems, and processes.
- ◆ Development of hazard risk reduction plans, functional support group plans, capability plans, control agency plans, zone emergency management plans and operations manuals.
- ◆ Implementation or execution of strategies, systems and plans.
- ◆ The lessons learned, feedback and debrief processes, and the review and update of strategies and plans to meet community needs.

APPROACHES TO CONSEQUENCE MANAGEMENT

The application or use of consequence thinking should be more than a narrow consideration of issues and may be applied using a range of different approaches and methodologies. Below are two examples of specific approaches that may enable consequence thinking.

Applying Lessons Learned

The emergency management sector must continually learn and improve to deliver more effective operations. Agencies and organisations must be able to apply lessons learned from past situations and flexibly adapt to meet new challenges.

The South Australian Lessons Management Framework (which can be found in Part 2 of the SEMP) sets out a consistent lessons management approach that can inform and develop future policy, planning, and service delivery, and improve decision-making. It sets out guidance on debriefs, evaluations and lessons management processes. A lessons management methodology includes processes, systems and standards for how observations, insights and lessons will be captured, analysed, validated, actioned and monitored.

Scenario Planning

A range of future-orientated approaches exist that may be applied within consequence management to enhance strategic planning and decision making. Scenario planning is one of the most prominent existing methodologies.

“Scenario planning is a methodology that uses the inherent human capacity for imagining futures to better understand the present situation and to identify possibilities for new strategy”¹

The application of scenario planning involves an analysis of plausible ways under which an operating environment might change under different future states. Scenario planning evaluates a range of hypothetical outcomes by considering alternative plausible future contexts (scenarios) based on certain assumptions and constraints². This process of scenario formation enables a reframing of the present and allows new opportunities for action¹.

Scenarios can be used to explore the spectrum of probable, plausible, and possible futures³. This should include consideration of plausible, but dramatically different futures. Scenarios should reflect the uncertainty of the world, challenge conventional wisdom about the future, and explore alternatives that may test “business-as-usual” assumptions².

Readily accessible guidance to applying a scenario planning approach includes:

- ◆ Strategic Reframing: The Oxford Scenario Planning Approach
https://books.google.com.au/books?id=6hqHCwAAQBAJ&printsec=copyright&redir_esc=y#v=onepage&q&f=false
- ◆ Climate and disaster risks: 04 Guidance on Scenarios,
<https://knowledge.aidr.org.au/resources/strategic-disaster-risk-assessment-guidance/>
- ◆ The Use of Scenario Analysis in Disclosure of Climate-related Risks and Opportunities,
<https://www.tcfhub.org/scenario-analysis/>
- ◆ Learning from the future, <https://hbr.org/2020/07/learning-from-the-future>
- ◆ Using Scenario Planning to Reshape Strategy, <https://sloanreview.mit.edu/article/using-scenario-planning-to-reshape-strategy/>

¹ Ramírez, R., and A. Wilkinson. 2016. Strategic Reframing: The Oxford Scenario Planning Approach: Oxford University Press. Oxford, United Kingdom.

² Taskforce on Climate Related Financial Disclosures. 2017. The Use of Scenario Analysis in Disclosure of Climate-Related Risks and Opportunities.

³ Australian Government, Department of Home Affairs. 2019. Climate and Disaster Risk: What they are, why they matter and how to consider them in decision making. 4 Guidance on Scenarios

APPENDIX A

Acronyms used in the Framework, Guidelines and Procedures

Term	Definition
SEMC	State Emergency Management Committee
SEMP	State Emergency Management Plan

DOCUMENT CONTROL

Version	Draft Version 1.0
Classification	Official
Authority	State Emergency Management Committee pursuant to Section 9(1)(b) of the <i>Emergency Management Act 2004 (SA)</i>
Managed and maintained by	The Department of the Premier and the Cabinet
Review cycle	Biennial
Issued	8 February 2023
Scheduled review date	8 February 2025
Disclaimer	Users should ensure that they have the current version before taking action based on this plan

Version	Date	Summary of change
1	8 February 2023	Version 1
2	[date]	



Government
of South Australia