



STATE EMERGENCY MANAGEMENT PLAN

LESSONS MANAGEMENT FRAMEWORK

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. This Lessons Management Framework sits under Part 2 of the SEMP.

The Lessons Management Framework can be found at: [\[insert hyper link\]](#)

The Lessons Management Framework is reviewed every two years.

The custodian of the Lessons Management Framework 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 (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.

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1. INTRODUCTION

The South Australian Lessons Management Framework (the Framework) sets out a consistent approach to sharing and learning from others to inform and develop future policy and planning, service delivery and improved decision-making.

Lessons management involves collecting, analysing and disseminating experiences from operations, exercises, programs and reviews (AIDR, 2013). Emergency management is not a static process. Lessons identified and learned support the development of a culture of continuous improvement which contributes to community safety and resilience, contemporary state arrangements and capability development.

Specifically, the Framework will contribute to continuous improvement by:

- ◆ Encouraging the sector and community to identify and share lessons that sustain positive actions and improve our arrangements
- ◆ Encouraging learning from assurance activities, contemporary good practice, reviews and experiences from other jurisdictions nationally and internationally
- ◆ Focusing on systems of work, rather than the performance of individuals

Including as many people from as many different touch points of an event as possible is critical to identifying a more diverse range of observations, insights and lessons which may not have been immediately apparent.

South Australia embraces the principle of shared/collective responsibility and has developed the Framework in alignment with the:

- ◆ **International level** – through the Sendai Framework for Disaster Risk Reduction
- ◆ **National level** – through the National Strategy for Disaster Resilience (NSDR), National Monitoring and Evaluation Framework for Disaster Recovery Programs (NMEFDRP) and the National Disaster Risk Reduction Framework (NDRRF)
- ◆ **State level** – through the State Emergency Management Committee (SEMC), South Australian Emergency Management Plan (SEMP) and the South Australian Disaster Resilience Strategy (SADRS)

The Framework also aligns with national lessons management and debrief principles and methodology and may be applied equally by state government, local government, non-government organisations (NGOs), utilities, private enterprise, community groups and individuals.

Whilst there is a focus on learning from ‘Significant Events’ i.e. a major incident, a major emergency or a disaster as per the Act, the Framework includes processes for managing lessons from an individual/group level through to multi-organisational level and provides general information about lessons management plus tools and templates for individual application and use. The Framework encourages consideration of reviews and lessons from interstate, national and international events and from internal or external exercises.

Key principles of the Framework include:

- ◆ **Shared and collective responsibility** – all parts of the community and government have a part to play in identifying and implementing lessons.
- ◆ **No-blame culture** – embrace learning and continuous improvement. Acknowledge and learn from events with a view to improve – in this respect, people need to feel free to share and discuss their experiences, both positive and negative, with others.
- ◆ **Holistic approach** – covers the Preparedness, Prevention, Response and Recovery spectrum and applies equally across all hazards (human-induced or natural).
- ◆ **Keep it simple and intuitive** – identify and use tools and processes which support and enhance existing processes.
- ◆ **An agreed and consistent approach** – we are capturing what we need, when and how we need it.
- ◆ **Seek and glean lessons from others** – we acknowledge the learnings of other sectors, jurisdictions or countries and consider how they might assist to improve our arrangements and build our resilience.

2. PURPOSE

This document describes governance and defined responsibilities and provides tools and processes to support lessons management and continuous improvement.

The Framework provides guidance on debriefs and lessons management with an emphasis on integration and scalability which identifies and addresses strategic lessons. It encourages the development of individual organisational lessons management systems without prescribing organisational-specific processes and requirements, other than those legislated in the *Emergency Management Act 2004* (the Act).

The Framework outlines key processes to:

- ◆ capture and apply lessons from **planning and mitigation to activities and exercises**
- ◆ consistently review and apply lessons from **response and recovery from significant events**
- ◆ review **interstate, national or international events of interest**
- ◆ capture and apply lessons from **state and national training exercises**

3. OUTCOMES

The intended outcomes of the Framework include:

- ◆ greater **engagement and collaboration** with stakeholders
- ◆ **integrated approach** to lessons management
- ◆ improved **collective responsibility** for identifying and implementing lessons
- ◆ **common** terminology and shared understanding
- ◆ **opportunities to share and learn** from the experiences of others and to grow in an integrated and cohesive manner in a no blame environment
- ◆ **better informed decision-making** at all phases of the emergency management cycle
- ◆ improved organisational and personal **performance and knowledge management**
- ◆ **enhanced capability**

4. TERMINOLOGY

Key terms critical to the correct interpretation of this document are defined below. A more comprehensive list of relevant terminology can be found in the glossary.

4.1 OBSERVATION

A record of a noteworthy fact or occurrence as seen during an activity or operation. In the context of an evaluation, it is the evidence or data collected by an evaluator – that is, what is seen or discovered (observed) during the evaluation. Observations can be of good practices to be sustained, or opportunities for improvement. The analysis of accumulated observations provides for the development of insights and findings from which a recommendation is developed (EMA, 2013).

An observation must address what happened, whether or not it differs from what was expected, and if so by how much (ADF).

4.2 INSIGHT

A deduction drawn from the observations collected, which needs to be further considered. Insights provide guidance for future analysis and potential action. Insights can be positive or negative and can contribute to reinforcing positive behaviour or changing practices. Insights may be developed when a single observation poses a high risk to the organisation or when several similarly themed observations have been collected (EMA, 2013).

4.3 LESSON IDENTIFIED

A lesson identified is a viable course of action, based on the analysis of one or more insights, which can either sustain a positive observation or address an area for improvement (EMA, 2013).

4.4 LESSON LEARNED

A lesson is only learned once the recommended action is implemented and embedded. Depending on the changes required, it may take several years for the change to be institutionalised. A full iteration of a lessons learned cycle would involve the identification of a lesson, an action proposed and agreed, and the solution implemented and tested/validated to ensure the desired behaviour is sustained (EMA, 2013).

5. THE FRAMEWORK

The Framework comprises five key aspects (Figure 2) detailed in the following section.

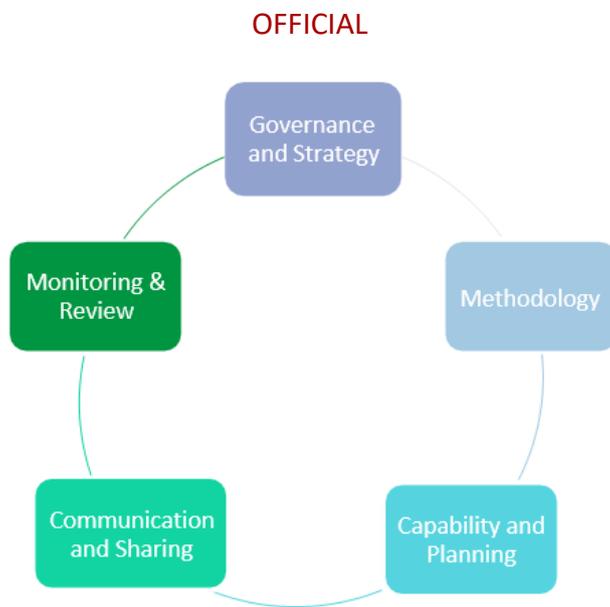


Figure 2. Key aspects of the framework

6. GOVERNANCE AND STRATEGY

Effective governance and strategy provide structure and leadership and facilitates accountability and monitoring. It supports assurance and will ensure that the process is transparent and functional.

Governance includes:

- ◆ Ensuring key **leadership** positions support, promote and reinforce lessons management activities and resources are allocated as required
- ◆ **Strategic alignment** with relevant legislation, plans and strategies
- ◆ Establishing and communicating **roles and responsibilities**
- ◆ Agreed methodology and reporting requirements
- ◆ Agreed **accountability** for allocated and/or accepted recommended actions

This Framework acknowledges that roles and responsibilities for lessons management sit both within and outside of the Emergency Management sector (Table 1) and it seeks to facilitate the collection of observations and integration of key lessons from multiple sources to improve decision-making and good public policy.

Table 1. Key stakeholders and responsibilities for lessons management

Group	Lessons Management Responsibilities
State Emergency Management Committee (SEMC)	Responsible for providing advice to the Minister on the operation of the Act and the management of emergencies; and coordinating the development and implementation of strategies and policies relating to emergency management; and monitoring and evaluating the implementation of the SEMP in relation to a 'Significant Event' (i.e. major incident, a major emergency or a disaster). Responsible for the Lessons Management Framework and Lessons Management System.
Lessons Management Faculty (under review)	A forum for lessons management practitioners engaging for the purposes of networking and maintaining up to date knowledge and links, and to identify strategic learning opportunities from the Lessons Management System, reviews

	and events to raise for SEMC’s consideration. Maintain oversight of the Lessons Management System.
Lessons Management Reference Group	An independent time-limited sub-group (i.e. not the Control Agency or Coordinating Agency) created at the direction of SEMC to deliver its responsibility to review Significant Events or provide advice on lessons from external reviews or events (Annex D).
Hazard Risk Reduction Leader	Responsible for identifying observations, insights and lessons from planning and mitigation activities and documentation for inclusion in the Lessons Management System.
Control Agency	Responsible for facilitating the investigation of the emergency and review of response activities including the effectiveness and impact of activities that occur before, during and after a Significant Event, and includes all organisations or groups involved in the event, such as NGOs and community groups.
Coordinating Agency	Responsible for facilitating the ‘hot debrief’ of operational issues and of work, health and safety issues relating to the State Emergency Centre. Responsible for facilitating a post-incident review to determine the effectiveness of agencies to work together and deliver responsibilities individually and collectively.
Functional Support Group(s)	Responsible for facilitating a post-event debrief of the activation of the functional support group as part of a Significant Event.
State Recovery Coordinator	Responsible for review of recovery activities including the effectiveness and impact of activities that occur before, during and after a Significant Event, and includes all organisations or groups involved in the event, such as NGOs and community groups.
Local Councils	Responsible for facilitating a post-event debrief of Council activities as part of a Significant Event.
Sector agencies, groups, Non-Government Organisations and the Community	Any agency or organisation may conduct an internal debrief(s)/reviews in response to a Significant Event and provide strategic or key lessons to SEMC. Insights or lessons from debriefs for training exercises can also be provided for integration into the Lessons Management System.
Central Exercise Writing Team (CEWT)	Responsible for facilitating and/or preparing and/or referring debriefs or reviews of multi-agency, state or national exercises for integration into the Lessons Management System. Facilitate the incorporation of accepted lessons from incidents and reviews into the Lessons Management System and future exercise policy.

7. METHODOLOGY

Lessons Management methodology includes processes, systems and standards for how observations, insights and lessons will be captured, analysed, validated, actioned and monitored.

Each step in the process can be undertaken at single or multi-organisational or state level.

Common terminology and an understanding of what the Framework is aiming to achieve will assist in establishing a level of consistency.

Individual entities may already have their own lessons management approach, systems and procedures. For organisations new to lessons management, guidance on processes, methods and tools have been provided in the Annexures.

An agreed process to review significant events is included at Annex A. The lessons management process is a continuous cycle (Figure 3):

- ◆ an **event occurs** (during which emergency management personnel will be using knowledge, skills and lessons learned from previous events)
- ◆ observations will be **collected**, insights will be **analysed**, and lessons identified **reported**
- ◆ actions will be implemented, monitored and evaluated
- ◆ learnings will be **embedded** in training, policy and processes, they will be **shared** and communicated and will (to be truly learned) result in **behaviour change**

This cycle will continue as future events, organisational learning and continuous improvement occur.

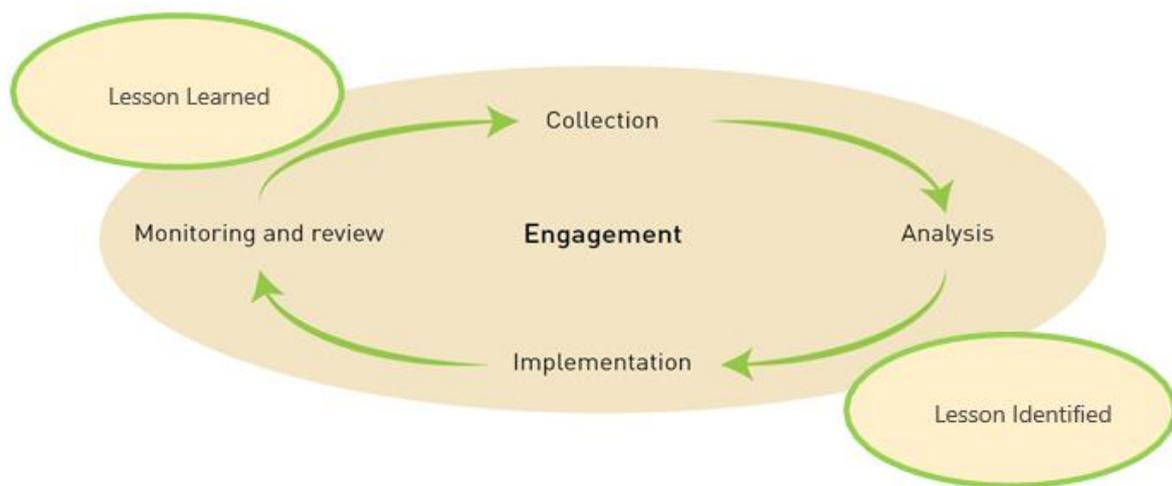


Figure 3. Lessons Management Process amended from EMA (2013).

7.1 COLLECTION

Collection is the process of gathering information and observations which will be used in the analysis stage. This can be active (personal interactions to gather observations) or passive (collecting observations from static sources such as reports).

Collection responsibilities can include activities before, during and after an event. The effectiveness and impact of activities across the prevention and hazard risk reduction, preparedness, response and recovery (PPRR) spectrum can, at least in part, be achieved through a post-incident review to assess the effectiveness of delivering those responsibilities.

For agencies with legislated responsibilities under the Act these activities are listed in the State Emergency Management Plan (SEMP).

While it is likely there will be significant backlog of work following a Significant Event, it is still important to prioritise observation collection, including debriefs, as soon as possible after an event to maximise the quality and quantity of data available.

When observations are collected it is important to identify not only what the issues or successes were but to also understand what might have caused the issue/success and what could be done

about it in the future. A standardised template to collect observations in a consistent manner is provided (Table 2).

A common challenge with recording observations is ensuring the observations and proposed action or recommendation are very clear. Often the intent is clear to the writer but is less clear to those who might be required to implement an action or recommendation or undertake a more complex analysis. In developing an action or recommendation it is useful to document the observation and why it was a problem/or an example of good practice, also express the intent of what exactly needs to be resolved. The language used should be able to be easily understood by someone who is unfamiliar with the topic or issue.

Recommendations and actions items need to:

- ◆ Be **clear and unambiguous** and not open to interpretation
- ◆ Communicate the **intent** of what needs to be resolved
- ◆ Be a **call to action** rather than an observation

Table 2. Template for consistent recording of observations

Observation (success/challenge)	Recommendation/action	Responsibility*	Action by (date)*

* Optional depending on whether the participants of the debrief (or other process) can action or influence the items or whether it needs to be forwarded to another individual/group with a suitable level of delegation

Observations can be collected from a variety of sources and in a variety of ways including:

- ◆ Firsthand observations
- ◆ Video or audio recordings
- ◆ Print and social media reviews
- ◆ Reviews or debriefs
- ◆ Logs or dairies
- ◆ Reports, articles and documents
- ◆ Training events or exercises
- ◆ Workshops or community meetings
- ◆ Surveys, interviews or questionnaires (face to face or via on-line forms, emails or phone calls)
- ◆ Submissions

For a Significant Event there are many potential sources of observations. It is important that careful consideration be given to which collection processes would be beneficial, including the level and number of debrief(s), who needs to be involved and the most appropriate format for these debriefs.

More broadly, debriefs can be used for actual incidents, precautionary activations, e.g. of a control centre, training activities or exercises.

The types of debriefs used in South Australia, when they should be held, and the responsible agent are listed in Table 3. Sample agendas for hot debriefs and specific debrief agendas can be found at Annexures E to J.

Important Note: The lessons management process undertaken by Government agencies may occur in parallel to a **Coronial or other investigation**. It is critical to ensure that relevant documentation is provided as requested through these investigations.

Table 3. Debrief types

Debrief	Description	Timeframe	Responsible	Who	Agenda
Hot debrief	A short, informal discussion to gain immediate feedback on successes, deficiencies, challenges and planning gaps that occurred during the incident/shift/activity	Immediately following an incident, shift or activity. Should occur throughout the incident and at the end of each shift	Team leader	Team members / attendees at the activity	Annex E
Team debrief	A semi-formal debrief to discuss the effectiveness of a team, section or function. Examples include an Incident Management Team, Zone Emergency Support Team, Relief and/or Recovery Centre teams, teams deployed interstate/overseas or a functional team e.g. Functional Support Group, Impact Assessment Team or Mapping Support Team	Within 14 days of completion of the event/activity	Team leader	Team members	Annex F
Control Agency debrief	A formal debrief held at the end of the response phase to gather observations from throughout the incident response and management phases up until the transition to recovery. It is strategic in nature and should pull together information from other debriefs and other agencies	Within 21 days of completion of the event/activity	Control Agency	Personnel involved in the event including other agencies. This may include the team leader from each of the teams involved (see Team debrief)	Annex G
State Crisis Centre (SCC) debrief	A formal debrief held in the State Crisis Centre following an activation in relation to a Significant Event	Within 21 days of completion of the event/activity	Duty Manager	Personnel involved in the event including other agencies	n/a
Coordinating Agency (SEC) debrief	A formal debrief held in the SEC following an activation to review the effectiveness of the Coordinating Agency responsibilities, coordination of agencies and resources including the effectiveness of the SEC	Within 21 days of completion. Triggers include when: A declaration has been made The SEC was activated	Coordinating Agency	A representative of each agency that attended the SEC	Annex H

		Requested by any agency due to the complexity or nature of the event			
DPC Security, Emergency, and Recovery Management (DPC SERM)	A formal debrief held to review and gather observations relating to the incident from the initial activation of recovery activities/personnel throughout the recovery phase.	Within 3 to 6 months of the event.	State Recovery Coordinator	DPC SERM, Community Recovery Coordinator, participating agencies.	Annex I
Community Recovery Committee debrief	A formal debrief held to review and gather observations relating to the incident from the establishment of local operations.	Within 12 to 24 months of the event.	Community Recovery Coordinator	Community Recovery Committee	
Community debrief	A debrief to provide an opportunity to provide information to the community and seek their feedback on the way and event was managed, how they were affected and what their issues are.	During or in the days following an event which had a significant effect on a community or as requested by the community.	Depending on objectives	Community members and representatives of relevant organisations, e.g., local government.	Annex J
After season or major incident review/ debrief	A formal review of organisational policies and protocols. Often an external facilitator conducts the review, which may include debriefs, interviews, surveys etc. and the feedback is written into a formal report.	Within 21 days of completion of the major incident or season.	Responsible agency	As determined by the agency	n/a

7.2 ANALYSIS

Analysis involves reviewing and validating data (both qualitative and quantitative), identifying trends and themes and identifying causes, which is then used to define the learning opportunities. Analysis informs possible solutions, strategy development and implementation options.

A key goal of analysis is to determine the root cause of the observations and insights. From there, lessons can be identified and appropriate courses of action to embed the lessons can be recommended. Analysis may require specialist skills, can be complex and can involve a variety of approaches.

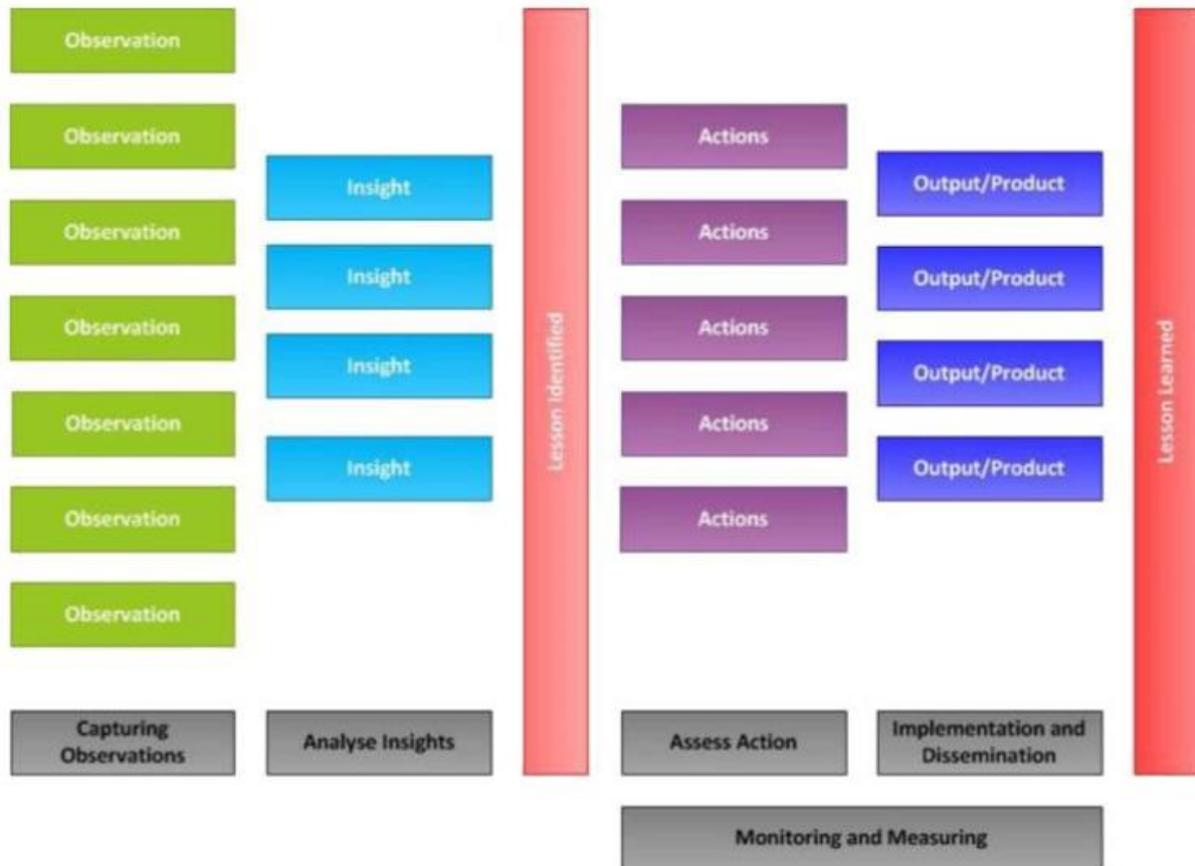


Figure 4. Analysis process (EMV 2015)

As a minimum, analysis should include:

- ◆ **data coding** observations e.g. using national themes (Annex C)
- ◆ grouping similarly themed observations to **form an insight** (or support and existing insight) (Figure 4)
- ◆ analysing observations within an insight to **identify the root cause**
- ◆ developing treatment options and recommended actions
- ◆ verifying and/or **authorising** outcomes
- ◆ **monitoring and measuring** outcomes

It must be remembered that observations are individual perceptions of a person's experience. The aim of analysis is to work through these perceptions to recognize factual evidence and ultimately identify the root cause.

The analysis of observations is a key aspect to develop insights and subsequent lessons to allow improvement. Analysis of observations and insights can support continual improvement within a single organisation or across the sector. For a more complex incident or event, the analysis process will benefit greatly from using a broad range of people who can apply their respective knowledge and skills to theming observations and developing specific or broad sector-wide actions.

There are many different analysis techniques which can be used to identify themes and root causes and to develop treatment options and recommended actions.

7.3 IMPLEMENTATION

Once the analysis is complete, the lessons identified need to be reviewed, validated and where appropriate, implemented. There may be practices identified which need to be changed or sustained. This may involve developing action plans for implementation, establishing a communication plan, and engaging with stakeholders and sharing lessons through a variety of mechanisms such as case studies, reports, exercises and multi-media products.

- ◆ The aspects required to enable effective lessons implementation include:
- ◆ **engage and communicate** consistently with others
- ◆ gain the **commitment** of stakeholders and effective change management
- ◆ develop an **action plan**
- ◆ executive and leadership support
- ◆ appropriate **resourcing**
- ◆ ongoing **updates and reporting**

7.4 MONITORING AND REVIEW

This step focuses on establishing or confirming the success or outcomes of implementation activities. It involves measuring, reporting and assurance and validation through exercising, training and operational activity.

How the lessons management model will be monitored and reviewed needs to be considered at the outset. There are several ways to determine if lessons management is effective:

- ◆ changed behaviour or culture
- ◆ increased operational effectiveness
- ◆ better resource efficiency
- ◆ improved safety
- ◆ improved community outcomes
- ◆ increased compliance with policy, processes or procedures

Monitoring the effectiveness of the implemented lessons needs to be carried out, this can indicate if implementation is on track or if changes need to be made to the plan.

Monitoring and evaluation can provide evidence as to whether a lesson(s) has been learned. It can validate if suitable changes have been made to organisational systems, practices and training and if implementation of proposed improvements has resulted in behavioural change.

The **National Monitoring and Evaluation Framework for Disaster Recovery Programs (NMEFDRP)** aims to ensure that disaster recovery programs can be evaluated for their effectiveness. By improving the quality of disaster recovery evaluations, governments will be able to improve subsequent disaster recovery programs, to the extent that the learnings from these evaluations are incorporated into program design and delivery (AIDR 2018).

The national framework provides a consistent approach to the evaluation of any individual disaster recovery program which will allow the lessons learned from each program evaluation to feed into an evidence base to improve subsequent disaster recovery programs (AIDR 2018). These will also integrate into the South Australian Lessons Management Framework.

The national framework sets out a methodological process of determining the best approach to monitoring and evaluating a recovery program. This can be equally applied to the response phase of a Significant Event or other event. The monitoring and evaluation summary template can be adapted to any stage of the lessons management cycle, noting the evaluation criteria are normally identified through development of the evaluation program (Table 4).

It is recommended that **Key Evaluation Questions (KEQ)** are identified to focus an evaluation. Common KEQ elements of recovery programs include:

- ◆ Governance of the recovery process
- ◆ Community engagement
- ◆ Effectiveness
- ◆ Efficiency
- ◆ Implementation

Examples of functions under each of these elements can be found in the national Framework.

It is likely a Significant Event in South Australia will meet support criteria under the Disaster Recovery Funding Arrangements (DRFA). In this case, the monitoring and evaluation of the Community Recovery program (Category C) is a mandatory requirement.

Table 4. Monitoring and evaluation summary sheet template

Outcome	Major activities used to achieve the outcome	Outcome indicators	Method of data collection	Notes
<p>The outcomes that were evaluable. These are usually identified in the program logic.</p>	<p>For each outcome, provide a high-level outline of the major activities carried out to achieve it as part of the program (even where these were not effective).</p>	<p>Outline the indicators by which the outcomes were measured (not the results of the measurements).</p>	<p>Outline the techniques used to collect data on the indicators (for example, community survey; secondary data from the ABS Census).</p>	<p>Outline other important considerations that should be taken into account when using these outcomes, activities and indicators in the future.</p>
<p>Example</p>				
<p><i>The community is not experiencing excessive stress and hardship arising from the disaster.</i></p>	<p><i>Provision of financial counselling through existing financial counsellors.</i></p>	<p><i>Demand for financial hardship support through NGO welfare agencies</i></p> <p><i>Number of community members registered on energy retailers' hardship programs</i></p>	<p><i>Secondary data from NGOs</i> <i>Secondary data from energy retailers</i></p>	<p><i>Need to ensure data is specifically about financial counselling and support.</i></p>

8. CAPABILITY AND PLANNING

A well-developed and mature lessons management capability requires structure, capable personnel and tools that provide the ability to achieve expected outcomes. It requires systems, processes, defined roles and responsibilities, training, development, capable personnel and resources. Maturity also involves a full circle of learning where identified lessons are embedded into plans and doctrine and are tested during exercises or in real life situations.

The critical success factors for lessons management capabilities are listed in Annex L.

The concept of lessons management may be new to some organisations and individuals. A variety of levels of maturity are likely to exist in the South Australian emergency management sector.

There may be a need for, and opportunities to, increase the levels of maturity depending on the organisation. Organisations can assess their level of levels of lessons management maturity using the tool provides in Annex M. Table 5 below provides a summary of the four levels.

To support capability development and understanding of roles and responsibilities, training, education and development opportunities will need to be determined.

Table 5. The four levels of lessons management capability

Maturity Level	Descriptor
Basic	<ul style="list-style-type: none"> • Largely reliant on individuals to implement lessons management with a limited and sporadic focus
Developing	<ul style="list-style-type: none"> • Processes and documents often in units and dissemination tends to be one way. • Reactive identification of problems and a limited ability to embed and sustain changes
Established	<ul style="list-style-type: none"> • Lessons inform and drive business and implement evidence-based practice. • Systematic, wide-spread, structured and consistent approach to lessons management and extensive engagement in lessons management.
Leading	<ul style="list-style-type: none"> • Widespread practice, shared language and continuous review. • Comfortable exploring problems that challenge existing practices. • Deep understanding of problems and their complexity. • Proactive identification of issues.

9. COMMUNICATION AND SHARING

Lessons management requires people to share their experiences and learn from others in the spirit of **no blame**. In doing so, we ensure our learnings inform and develop future policy and planning, improve community safety and result in improved decision making.

Sharing lessons and making them available to everyone ensures everyone benefits from the knowledge gained and should be a primary goal of a lessons management system. This can reduce risk, improve efficiency and increase the effectiveness of processes and operations.

Effective communication and engagement ensure the sharing of information throughout the lessons management process, ensures leadership has an understanding and ownership of the process and ensures stakeholders are engaged and kept informed of progress and outputs. Sharing within and across the sector should occur so that relevant information is available to decision makers.

Findings should be presented in a way that is suitable for the intended audience. This general point should be particularly borne in mind when the intended audience includes an affected community. A balance needs to be struck between accessibility of these findings to the affected communities and to the broader public, and the need to be sufficiently comprehensive to inform decision-making. This can be addressed by using multiple forms of publication to suit the needs of specific audiences (ANZSOG 2018).

Tools to share lessons may include:

- ◆ Briefings
- ◆ Reports
- ◆ Bulletins
- ◆ Newsletters
- ◆ Websites
- ◆ Social media
- ◆ Conference paper or poster
- ◆ Exercises
- ◆ Case studies
- ◆ A centralised database

10. MONITORING & REVIEW

A two-yearly review of the Framework will form part of ensuring the continuous improvement of the lessons management capability and the sector. The Lessons Management Faculty will maintain informal oversight of the implementation of the Framework and how it is being applied.

Other steps to ensuring successful implementation will be addressed by the Lessons Management Taskforce and may include:

1. Ensure senior leaders understand the principles embodied in the Framework and communicates to all staff the need to follow its principles.
2. Communicate the role and principles of the Framework to NGOs and other external organisations.

3. Build the lessons management capability within the sector
4. Develop a lessons management system to store, analyse and track implementation of relevant and key lessons
5. Reference the Framework in relevant material and documentation.

11. RESOURCES

The Framework it is not intended to cover all aspects of lessons management or debriefing. More information can be found by searching on 'lessons management' or 'monitoring and evaluation' at the following links:

- ♦ [Australian Institute of Disaster Resilience](#)
- ♦ [Australian Council for Fire and Emergency Services](#)
- ♦ [Bushfire and Natural Hazards Cooperative Research Centre](#)
- ♦ [Victoria Government - Reviews and Lessons Management](#)

12. REFERENCES

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13. GLOSSARY

Below are definitions for key terminology used in the Framework, which are not in the SEMP (EMA, 2013). It is essential terms are used in their correct context.

Term	Description
Analysis	To study the whole observation by thoroughly examining its parts and their interactions. In the lessons management process, the analysis phase should allow discovery of the root cause of a problem or success, identify the appropriate remedial action to correct the problem, and the appropriate action body to achieve the correction or to sustain the success.
Conclusion	A reasoned judgement based on a synthesis of empirical findings or factual statements corresponding to a specific circumstance.
Evaluation	A time-bound exercise to systematically and objectively assess the relevance, performance and success of ongoing and completed activities. Evaluation is undertaken to answer specific questions to guide decision makers and/or managers, and to provide information on whether underlying theories and assumptions used in program development were valid, what worked and what didn't, and why. Evaluation commonly aims to determine the relevance, validity of design, efficiency, effectiveness, impact and sustainability of a program.
Insight	A deduction drawn from the evidence collected (observations), which needs to be further considered. Insights provide guidance for future analysis and potential action. Insights can be positive or negative and can contribute to reinforcing positive behaviour or changing practices. Insights may be developed when a single observation poses a high risk to the organisation or when several similarly themed observations have been collected.
Issue	A matter drawn from the evidence collected (observations), perhaps during an evaluation, which needs to be further considered. Issues will generally be negative, such as problems that have occurred.
Knowledge management	An integrated, systematic process for identifying, collecting, storing, retrieving and transforming information and data assets, so they are readily accessible in order to improve the performance of the organisation. The basic tenets of knowledge management are to improve decision making, foster innovation, build relationships, establish trust, share information and improve lessons management systems.
Lessons identified	<p>A viable course of action based on the analysis of one or more insights or observations that can either sustain a positive action or address an area for improvement.</p> <p>A 'lesson identified' is distinguishable from a 'lesson learned'; a lesson identified has only the potential to add value and needs to be communicated and implemented for any benefit to be derived from it.</p>
Lesson learned	A lesson is only learned once the approved recommendation is implemented and embedded in the organisation. Depending on the changes required, it may take several years for the change to be institutionalised across the organisation. A full iteration of a lessons learned cycle would involve the identification of a lesson, an action proposed and agreed, and the solution implemented and tested/validated to ensure the desired behaviour is sustained across the organisation.

Lessons management	The management of continuous learning cycle where capturing, analysing and implementing lessons, occurs without barriers, and results in measurable behaviour modification
Learning organisation	A learning organisation can be defined as ‘An organisation skilled at creating, acquiring, interpreting, transferring, and retaining knowledge, and at purposefully modifying its behaviour to reflect new knowledge and insights’
Mature observation	An observation (see below) for which there is already sufficient data and/or understanding to identify the root causes and thus requires no further analysis.
Observation	A record of a noteworthy fact or occurrence as seen during an activity or operation; it is the evidence or data collected – that is, what is seen or discovered (observed). Observations can be positive or negative.
Real-time evaluation	Evaluation conducted during an operation or activity.
Recommendation	A course of action that addresses an insight or finding. It can either reinforce positive behaviour or address an area for improvement. A recommendation needs to be considered by a relevant authority to determine if it is accepted or rejected. It is delegated to a group/agency to deliver and must be monitored to ensure thorough follow up and implementation.
Root-cause	The analysis used to identify the root causes of raw observations.
Validation	To check or approve the accuracy of raw observations during the data analysis process.

14. ANNEX A – PROCESS FOR REVIEWING SIGNIFICANT EVENTS

GOVERNANCE

As soon as practical after a Significant Event, the State Emergency Management Committee (SEMC) will establish a time-limited Lessons Management Reference Group (LMRG), comprising between three and five members of the Lessons Management Faculty, to support and co-ordinate a review of strategic lessons from the event. A sample terms of reference, which may be adjusted to suit the event/requirements of SEMC, is at Annex D.

METHODOLOGY

The LMRG will:

- ◆ co-ordinate the event review, with a focus on multi-agency, whole of government, whole of society and strategic lessons
- ◆ identify key stakeholders, determine a lessons management process (including national coding of data and an evaluation of the process) and review schedule as soon as possible after the event (with an aim to finalised response-related aspects within three weeks of the completion of the event and recovery-related aspects at a later agreed time)
- ◆ identify key areas of interest, the information required and the organisations or entities who may be collecting this information (in addition to regulatory requirements) and any key interdependencies between these entities (to enhance sharing and reduce duplication)
- ◆ identify key collection tools and reporting requirements (in addition to those already planned by the Control Agency)
- ◆ communicate process and point of contact
- ◆ provide technical and policy advice to any organisation or entity collecting and analysing observations and insights, including attending debriefs as independent observers
- ◆ collect and collate strategic lessons from individual reviews, reports and debrief outcomes into a single, integrated report for SEMC which:
 - a) provides an independent analysis of lessons and recommendations
 - b) provides an independent evaluation of the lessons management process
 - c) verifies proposed implementation options
 - d) provides a suggested process to monitor and review lessons learned
- ◆ provide ratified lessons and actions for input to the lessons management system.

The lessons management responsibilities in response to a Significant Event are indicated in Table 6.

Table 6. Lessons management responsibilities for reviewing Significant Events

	Control Agency	Coordinating Agency	Support Agency	Functional Support Groups	DPC Security, Emergency and Recovery Management	NGOs / Utilities / Business Groups	Lessons Management Reference Group	SEMC
Collect	Conduct debriefs, reviews and other collection processes	Conduct SEC and ZEST debriefs and other collection processes	Conduct internal debriefs, reviews and other collection processes. Supply observations to both Control Agency and Coordinating Agency collection processes as required	Conduct debriefs, reviews and other collection processes	Conduct debriefs, reviews and other collection processes Conduct a debrief with the Community Recovery Coordinator and review of their report	Conduct debriefs, reviews and other collection processes	Determine LM process and requirements for additional observation collection	Verify Lessons Management Reference Group process and schedule
Analyse	As per internal processes (*confirm national coding of data with LMRG)	As per internal processes (*confirm national coding of data with LMRG)	Participate in the Lessons Management Reference Group to analyse observations	As per internal processes (*confirm national coding of data with LMRG) Participate in the Lessons Management Reference Group to analyse observations	As per internal processes (*confirm national coding of data with LMRG)	As per internal processes (*confirm national coding of data with LMRG)	Provide advice and assistance to collect and analyse data	
Validate	As per internal processes	As per internal processes	As per internal processes	As per internal processes	As per internal processes	As per internal processes	Provide advice and assistance to validate data	

Report	Prepare internal report(s) as per agency processes plus a Control Agency report for SEMC (LMRG)	Prepare Internal report(s) as required plus a Coordinating Agency report for SEMC (LMRG)	Support preparation of reports via membership of Lessons Management Working Group	Prepare Internal report(s) as required. Support preparation of reports via membership of Lessons Management Reference Group	Prepare report for SEMC	Prepare internal report(s) as per processes plus provide information/reports to other agencies as appropriate	Receive reports on behalf of SEMC. Review and validate delegation of recommendations Provide consolidated report to SEMC	Review consolidated report, validate recommendations and delegation of recommendations
Implement	Implement internal items. Implement any allocated external recommendations	Implement internal items. Implement any allocated external recommendations	Implement internal items. Implement any allocated external recommendations	Implement internal items. Implement any allocated external recommendations	Implement Internal items. Implement any allocated external recommendations	Implement internal items. Implement agreed external recommendations	Add approved actions to LM System for oversight by LM Faculty	Assign recommendations as required
Monitor and review	Internal items plus any strategic/state-level items	Internal items plus any strategic/state-level items	Internal items plus any strategic/state-level items	Internal items plus any strategic/state-level items	Internal items plus strategic/state-level items via the State Recovery work plan	Internal items	LM Faculty maintain oversight of all actions	Monitor implementation of recommendations through relevant work plans

REPORTING

The main reports required and the bodies that need to be provided with reports are depicted in Table 6. The timeframes for these will vary significantly. Debriefs and reports on recovery tend to take much longer than those relating to response due to the long-term nature of recovery. Other reports and data may be identified and requested by the Lessons Management Reference Group.

An example of what might be included in a report is provided in Annex K.

The intent of the reporting process is to provide a whole-of-sector, comprehensive approach to collecting observations and providing a high-level, strategic consolidated report to SEMC for consideration.

IMPLEMENTATION AND MONITORING

For both the response phase and the recovery phase SEMC will consider the identified lessons and recommendations, accept or decline them and delegate actions to a sub group or taskforce. Certain lessons or recommendations may be referred to the Emergency Management Cabinet Committee (EMCC) or to Cabinet as required. These phases will differ in timing due to the long-term nature of monitoring and evaluating recovery programs. As required the recovery phase reporting will align with national requirements for monitoring and evaluation, particularly if commonwealth funding has been granted under the DRFA.

The sub group or taskforce will determine the relevant lead agency for actioning a recommendation and will report back to SEMC on implementation.

Responsibilities for and monitoring of recommendations/action items are outlined in Figure 5.

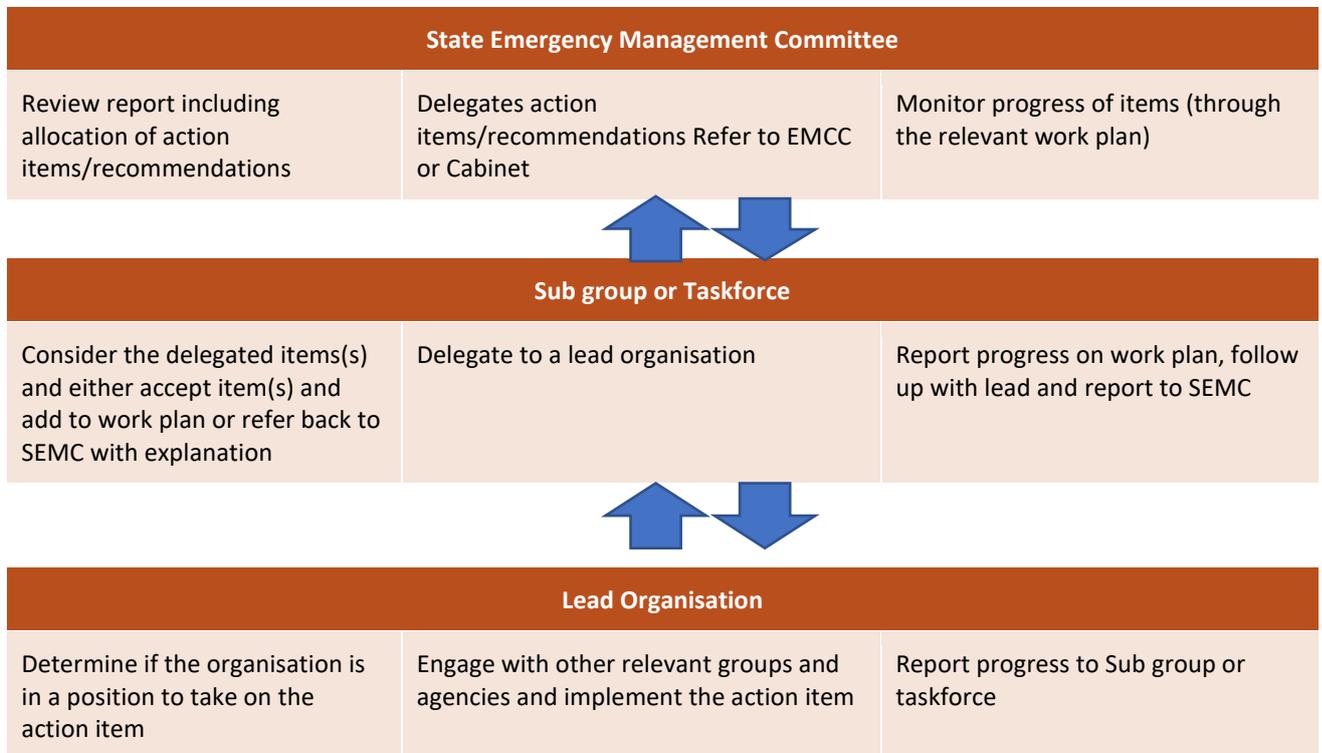


Figure 5. Delegation and monitoring of recommendations/ action items

PROCESS FOR IDENTIFYING STRATEGIC LESSONS FROM EXTERNAL EVENTS, REVIEWS OR REPORTS

Identifying and acknowledging relevant lessons from Significant Events impacting other organisations, jurisdictions or countries will provide opportunity to consider and review organisational, multi-agency and State arrangements, thereby contributing to the cycle of continuous improvement.

Any individual might identify an event and relevant report, review or other documentation which contains a lesson(s) of relevance. In this case, the individual can provide this directly to the Lessons Management Faculty for consideration and further action.

Sources of potential lessons knowledge might include:

- ◆ National Lesson Management Forum
- ◆ Peak research or sector bodies
- ◆ Online forums

From time to time the Lessons Management Faculty may communicate lessons of interest for general awareness.

In some cases, SEMC may request detailed consideration of a review or report to determine whether there are any strategic or key lessons which may contribute to the improvement of the State arrangements. These might be raised to SEMC's attention through a member agency, SEMC sub group or the Lesson Management Faculty.

SEMC may establish a time-limited Lessons Management Reference Group (LMRG) from the Lessons Management Faculty to conduct the assessment and report back to SEMC. Outcomes will be communicated throughout the sector or community as relevant.

15. ANNEX B – DEBRIEFS

DEBRIEFS

Debriefs are commonly used following an emergency or exercise and are an opportunity for individuals, teams and organisations to learn by reflecting on the activities and outcomes from an operation or activity. The primary aim of debriefing is to support the development of better practices and processes.

A debrief is a process that ‘...lead(s) individuals or teams through a series of questions that allow participants to reflect on an experience, construct their own meaning from their actions, and uncover lessons learned in a non-punitive environment (Tannenbaum & Cerasoli, 2013).

A variety of terms are used in different jurisdictions to describe debriefs, including after action reviews (AARs), post-event analysis and facilitated learning analyses. The term debrief is used in this document as the key term for all types of post-incident or activity review sessions.

The key principles of a debrief are:

- ◆ **Active participation** is essential for participants, they need to be engaged in active self- discovery rather than being passive recipients.
- ◆ The overall intent is to **learn** in a non-judgemental and supportive environment. Performance appraisals are not part of a debrief.
- ◆ It should be **focused on specific learnings** and avoid general discussions.
- ◆ It should be **informed by using multiple sources of information**. This can come from multiple team members and may also include information from external sources (AFAC, 2015 b).

Debriefs should be held **as soon as practicable after an event** to maximise the re-call of events by participants. Delaying a debrief for any length of time has a detrimental effect on the quality of information provided by participants and on the motivation of personnel to attend the debrief.

A well-structured debrief can be undertaken at the end of a task, shift, operations, incident or exercise. They can be formal or informal depending on the event and participants (Table 7).

Table 7. Formal versus informal debriefs

Formal debriefs	Informal debriefs
<ul style="list-style-type: none"> • are facilitated by an objective outsider 	<ul style="list-style-type: none"> • are conducted by those closest to the activity
<ul style="list-style-type: none"> • take more time 	<ul style="list-style-type: none"> • take less time
<ul style="list-style-type: none"> • use more complex review techniques and tools 	<ul style="list-style-type: none"> • use simple review techniques
<ul style="list-style-type: none"> • are scheduled beforehand 	<ul style="list-style-type: none"> • are conducted when needed
<ul style="list-style-type: none"> • are conducted in meetings or other ‘formal’ settings 	<ul style="list-style-type: none"> • are held at the event site

- require a more standard and thorough report
- can be covered by a less comprehensive report

Debriefs are made up of three key stages outlined in Figure 6. These are detailed in the following section.



Figure 6. Phases of a debrief (AFAC, 2015c)

STEP 1 – PREPARING THE DEBRIEF

The following steps should be undertaken to ensure that the debrief is well-planned and organised, to make the best use of attendee time (Table 8).

Table 8. Steps in preparing for a debrief

Step	Detail
Decide on debrief format	<ul style="list-style-type: none"> • formal or informal • consider the complexity of the event to be reviewed • who is the audience e.g. internal/external, volunteers and/or staff and what level should the debrief be pitched at? • when can it be held? (the sooner, the better) • prepare a list of stakeholders • how many people are likely to attend? • structure of debrief - agenda
Clarify intent and authority	<ul style="list-style-type: none"> • determine the scope and structure of the debrief • identify the reporting obligations following the debrief • consider if there are any confidentiality issues
Make logistical arrangements	<ul style="list-style-type: none"> • identify a suitable facilitator – conducting a successful debrief takes practice and requires good leadership skills to keep it on track • debrief location and timeframe • venue booking • invitations • resources (e.g. projector, butcher’s papers, whiteboards) • minute taker
Do the background research	<ul style="list-style-type: none"> • determine what information should be presented about the event (e.g. a summary of the event in the debrief introduction) • what information is needed to assist participants during the debrief • identify information sources and draw on multiple sources of information to find out about the event (e.g. situation reports, media reports, maps, photos, video footage, policies or reports) • prepare a summary of what occurred • identify if there are any key issues that have already been identified (e.g. media or political issues, conflict or major errors)

STEP 2 – DURING THE DEBRIEF

The debrief itself has three phases the opening, the sharing and discussion, and the closing (AFAC, 2015 b) (Table 9).

Table 9. Phases of a debrief

Step	Detail
The opening	<p>Set the scene</p> <ul style="list-style-type: none"> • participants should engage in some form of self-discovery, all discoveries are a valuable source of learning • acknowledge that the participants will have different perspective on what occurred • strength and learning comes from having the commitment to say what you actually think Set the ground rules: • respect each other, listen carefully and don't talk over the top of people • keep the focus on individual learnings • no judgement or blame • focus on what happened, not on the personalities involved • refer to people by their role when talking about the event, rather than names
Sharing and discussion	<ul style="list-style-type: none"> • ensure discussion remains focused • provide an opportunity for everyone to have a say and don't allow individuals to dominate at the expense of others • beware of judgemental statements and laying of blame • rephrase or repeat key learnings from participants to make sure they have been captured accurately • some key areas for discussion include successes and challenges might include: <ul style="list-style-type: none"> ○ safety ○ teamwork ○ coordination – multi-team and multi-agency ○ planning and anticipation of what could happen ○ fatigue and stress ○ logistical support ○ communication • some questions you might pose for reflection: was the understanding of our own roles in the team as well as the roles of other team members correctly understood? • were we flexible and adaptable when we needed to be? • what can we say about our AIIMS knowledge and processes during the action? • how were our management and leadership skills? • what can we say about our decision-making ability, our analytical thinking and problem solving? • were there any technical issues that need to be addressed?
Closing	<ul style="list-style-type: none"> • reiterate that the aim has been for participants to engage in some form of self-discovery, and to seek some learning and improvement in their practice • summarise the results of the debrief and key points • identify how the results will be used and what happens next • always aim to leave on a positive note • thank the participants for attending and for participating • ask each participant for a final brief reflection or comment on what the process has been like for them

STEP 3 – DEALING WITH THE OUTPUT

For all debriefs follow up activities include:

- finalise minutes
- distribute minutes to relevant parties
- prepare and disseminate action items
- provide feedback to participants e.g. in a newsletter or at a meeting

The output for the debrief will depend on whether the structure involved a formal or informal debrief. In any case there will be some form of reporting. Key points to consider when developing the debrief report are illustrated in Figure 7.

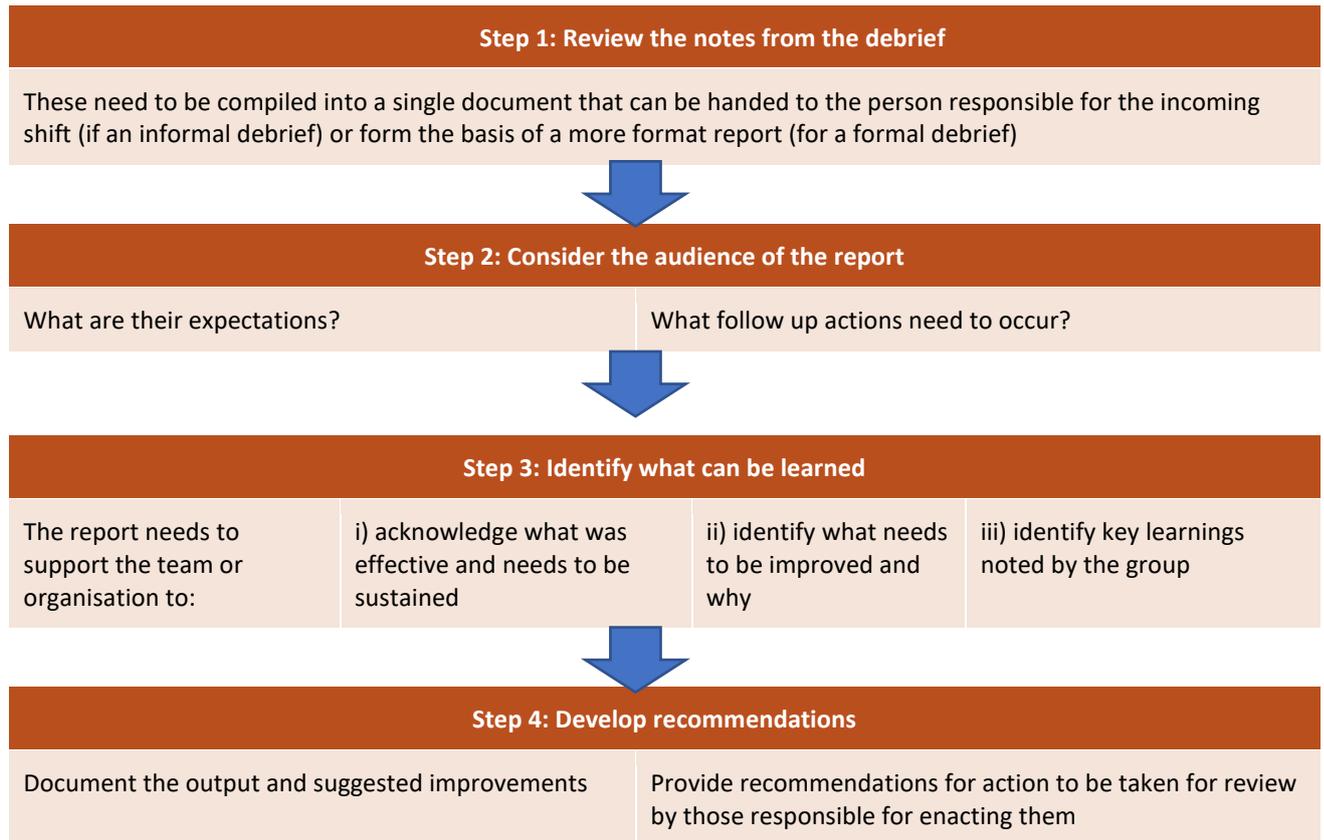
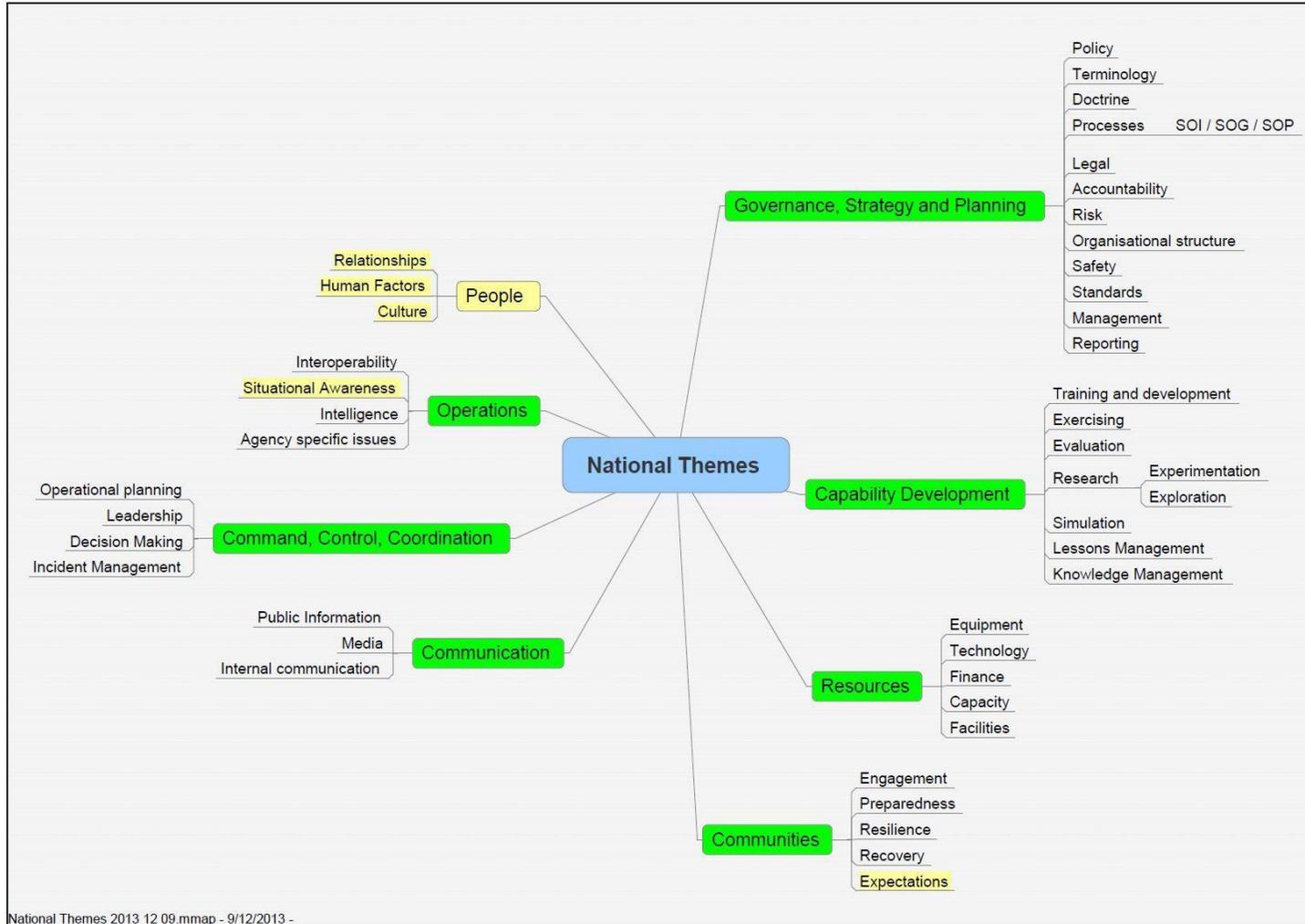


Figure 7. Steps involved in dealing with debrief output

16. ANNEX C – NATIONAL CODING THEMES (2013)



17. ANNEX D – SAMPLE TERMS OF REFERENCE AND MEMBERSHIP GUIDELINE FOR A LESSONS MANAGEMENT REFERENCE GROUP

SCOPE

The Lessons Management Reference Group (LMRG) is a short-term group formed by SEMC to coordinate and support an independent review of strategic lessons in response to a Significant Event or similar. A draft term of reference and membership guideline includes generic functions and responsibilities.

The LMRG should be named in the following format (Incident/Event/Exercise name) Lessons Management Reference Group e.g. 'Pinery Lessons Management Reference Group'.

FUNCTIONS

Functions and activities may vary depending on the specific event but may include:

- ◆ Receive a briefing from SEMC regarding the objectives and requirements for the review
- ◆ Identify key stakeholders and key collection tools
- ◆ Prepare a schedule including timeframes for agreed observation collection activities and submission of reports
- ◆ Provide technical support and advice on collection, analysis and reporting activities
- ◆ Collate strategic lessons from report(s) and prepare a final consolidated report to SEMC which:
 - a) Lists strategic lessons identified and recommended actions
 - b) Considers and validates the allocation of action items
 - c) Provides an action plan and allocation of items to SEMC
- ◆ Debrief and disband the LMRG

MEMBERSHIP

The LMRG will provide an autonomous service to SEMC. It will comprise 3 to 5 members of the Lessons Management Faculty independent of the Control Agency, Coordinating Agency or Recovery Agency. The focus will be on lessons management practitioners providing oversight, coordination, advice and support to drive a state-level process unimpeded by tactical or operational matters or command and control structures.

SECRETARIAT

The role of Chair and secretariat of the group will be determined as required.

18. ANNEX E – HOT DEBRIEF SAMPLE AGENDA

Format	An informal debrief usually held standing up or seated in a quiet and safe location immediately following an event or shift.
Facilitation	Facilitated by the 'leader' of the team being debriefed e.g. Team Leader, Incident Controller, Agency Commander, Crew Leader, Officer in Charge, Functional Head or Control Centre Manager. The Leader takes the group through the points below and ensures that everyone can contribute.
Notes	Notes should be kept by as delegated by the 'Leader' above.
Timing	Held for 15-20 minutes and immediately following the conclusion of a shift, operational period or event.

Item	Detail
Opening	Set the scene for the debrief – timing, format Acknowledge there will be different view points Acknowledge that there may be a level of fatigue and stress Describe what records/notes will be kept
Sharing and discussions	What was planned? What happened? Why did it happen?
Observations	What went well that needs to be maintained and what could be done better or differently next time
Close	Summarise the discussion Summarise what happens next and what/if any follow up is required Thank the group for participating

19. ANNEX F – TEAM DEBRIEF SAMPLE AGENDA (E.G. FSG, IMT, ZEST, RELIEF/ RECOVERY/ CONTROL CENTRE TEAM)

Facilitation	The agency responsible for the team e.g. Control Agency or Functional Support Group Lead Agency, Recovery Centre Manager will organise and facilitate the debrief. The facilitator may be an independent person or someone from the agency who was not involved in the activation.
Minutes	The agency responsible for the team.
Timing	Within 14 days of the end of the event/ incident/ activation for one to two hours duration

Item	Detail
Welcome	Facilitator
Summary of team activation	Team Leader e.g. Centre Manager, Incident Controller, Officer in Charge Dates, times and shifts Mission/Objectives for the event/team
Sharing and discussions	Facilitator What was planned? What happened? Why did it happen?
Observations	Facilitator What went well that should be maintained and what could be done better or differently next time, topics might include: <ul style="list-style-type: none"> • Management structure e.g. functional management, command • Specific activities/functions that the team was responsible for e.g. impact assessment, registration of individuals, public information etc. • Inter-agency liaison and support • Public Information • Situational information (incident information, agency support, resource availability and commitment), Intelligence, Planning • Logistics • Transition to Recovery operations • Centre/operational location administration (room functionality, access, paging notifications, ICT, records management) • Staffing and rostering • Safety and well-being
Close	Facilitator Summarise and explain what happens next in terms of follow-up activity and thank the group for participating.

20. ANNEX G – CONTROL AGENCY DEBRIEF SAMPLE

Objective	To gather observations relating to the incident throughout the incident response and management phases up until the transition to recovery (although observations should consider items across the PPRR spectrum)
Facilitation	Facilitated by a senior person from the Control Agency, preferably who was not involved in the incident, or someone from another nominated agency.
Notes	Minutes should be recorded. These will provide information for the Control Agency Report
Timing	Within 14 days of the end of the incident for one to two hours duration.

Item	Detail
Welcome	Facilitator
Summary of event	Mission/Objectives for the event
Sharing and discussions	<p>Facilitator</p> <p>What was planned? What happened? Why did it happen? What went well that should be maintained and what could be done better or differently next time? Were the responsibilities of the Control Agency effectively carried out? What are the areas for improvement?</p> <ul style="list-style-type: none"> • Command, control and the incident management structure • Liaison, communication and cooperation with all involved • Support from agencies and higher levels of command/coordination e.g. State Command Centre, State Emergency Centre • Situation and Intelligence information • Risk identification • Sharing information with all involved • Plans and strategies developed and shared and that meet the requirements of all agencies responding to the emergency • Implementation and monitoring of the incident action plan • Resources – allocation, availability and utilisation • Public Information and Warnings • Community Liaison • Impact of response on community, environment, political landscape • Investigation (if undertaken) • Transition from response to recovery • Health, safety and welfare • Preparedness • Effectiveness of prevention measures or what could be put in place in future
Close	Summarise and explain what happens next in terms of follow-up activity and thank the group for participating.

21. ANNEX H – COORDINATING AGENCY/ SEC DEBRIEF SAMPLE AGENDA

Objective	To review the effectiveness of the Coordinating Agency responsibilities, coordination of agencies and resources including the effectiveness of the SEC.
Facilitation	Coordinating Agency (an individual who was not involved in the activation)
Minutes	Coordinating Agency
Timing	Within 21 days of de-activation of SEC (allow time for agencies, including the Control Agency, to conduct debriefs for their State Control/Command facility to capture high level issues)
Duration	Up to two hours

Item	Lead
Welcome	Facilitator
Reason for opening SEC and summary of the event	Control Agency
Summary of SEC activation (dates, times and shifts)	SEC Coordinator
SEC Mission/Objectives for the event and declarations (if applicable)	State Coordinator
What went well that should be maintained, and what could be done better or differently next time?	
Control Agency – responsibilities, exercising of functions and powers, was it clear who was in control, provision of incident information	All
Effectiveness of support provided to the Control Agency	Control Agency
Interagency – notification and inclusion of relevant agencies plus communication, collaboration and liaison between agencies	All
Situational information management within the SEC (weather, incident situation, updates, agency support, resource availability and commitment)	All
Was the threat clearly understood by all agencies and actioned accordingly	All
Public Information (warnings, coordination, messaging, resources)	Public Information FSG and Control Agency
Transition to Recovery operations	All
National communication and liaison (if appropriate)	All
Comments on SEC administration, logistics and safety (room functionality, access, paging notifications, CIMS, staffing, records management)	All
Other items (by agency/Functional Support Group)	All
Close	Facilitator

22. ANNEX I – RECOVERY (LOCAL/ STATE) DEBRIEF SAMPLE AGENDA

Objective	To review and gather observations relating to the incident from the initial activation of recovery activities/personnel throughout the recovery phase (observations should consider items across the PPRR spectrum)
Facilitation	Facilitated by a senior person from the DPC Security, Emergency and Recovery Management (DPC SERM), preferably who was not involved in the incident, or someone from another nominated agency.
Notes	Minutes should be recorded. These will provide information for the Recovery Report.
Timing	As determined for the specific event for one to two hours duration

Item	Detail
Welcome	Facilitator
Summary of event	Mission/Objectives for recovery for the event
Sharing and discussions	<p>Facilitator</p> <p>What was planned? What happened? Why did it happen?</p> <p>What went well that should be maintained and what could be done better or differently next time?</p> <p>Were the recovery responsibilities effectively carried out? What are the areas for improvement?</p> <ul style="list-style-type: none"> • Transition from response to recovery • Management structure and appointment of key roles • SRCPG and SROG and Community Recovery Committee • State Emergency Relief Fund • Liaison, communication and cooperation with all involved • Recovery activities/functions e.g. housing, donated goods, outreach • Support from agencies involved • Information and sharing information with relevant stakeholders • Risk identification • Impact assessment • Plans and strategies developed and shared and to meet objectives • Resources – allocation, availability and utilisation • Public Information e.g. messaging, websites, media • Community Liaison • Impact on community, environment, political landscape • Preparedness • Effectiveness of prevention measures or what could be put in place in future • Facilities and resources • Health, safety and welfare • Monitoring and evaluation of community recovery activities
Close	Summarise and explain what happens next in terms of follow-up activity and thank the group for participating.

23. ANNEX J – COMMUNITY DEBRIEF SAMPLE AGENDA

Format A debrief usually held in a community facility such as a community hall, following an event.

Objectives The objectives will depend on the type, impact and phase of the event and the perceived success (or otherwise) of the management of the incident by the community. The purpose of the debrief may be purely to provide information or it may be more to provide an opportunity for the community to air grievances and outline what they need.

Facilitation Depending on the debrief objectives, it may be facilitated by a senior person from the Control Agency, the Community Recovery Coordinator, a local official or leader.

It may be held to communicate information to members of the community about an incident or the recovery effort, or to provide an opportunity for community members to have their questions answered or to air their grievances.

Notes Notes should be kept as delegated by the ‘Leader’ above.

Timing Held for one to two hours

Item	Detail
Opening	Set the scene for the debrief – timing, format Thank members of the community for attending Thank agency and other representatives for attending Introductions
About the event/incident	Depending on the objectives of the debrief and the circumstances of the event and impacts, a suitable spokesperson(s) from the relevant agency(ies) should provide information about: <ul style="list-style-type: none"> • The incident situation – what occurred and the status • What agencies planned to do and what happened • Key issues, risks and impacts • What is planned to occur over coming days and weeks
Sharing and discussions	What were the impacts on the community? What are the key concerns of members of the community? What actions were taken by individuals and groups? What does the community want to see happen and what do they need? What programs have made a positive impact and why?
Observations	What went well that needs to be maintained and what could be done better or differently next time
Close	Summarise the discussion Summarise what happens next and what/if any follow up is required Thank the attendees and representatives

24. ANNEX K – REPORT TEMPLATE FOR SIGNIFICANT EVENT

The Lessons Management Reference Group (LMRG) will use the following template to prepare a consolidated report for SEMC. The format and contents of a report will vary depending on the type of event or other. The aim of the report is to clearly articulate whether the emergency management arrangements were effective or not and the strategic state-level or key multi-agency lessons and recommended actions to address this.

Features of the report might include:

- ◆ Executive summary
- ◆ Incident timeline
- ◆ Summary of the incident including impacts and damage
- ◆ Agencies and organisations involved
- ◆ Effectiveness of Control/Coordinating/Recovery Agency responsibilities:
 - a) Functions and activities
 - b) Management structure
 - c) Liaison, communication and engagement with all involved
 - d) Situation and intelligence
 - e) Development, sharing and implementation of plans and strategies
 - f) Availability, allocation and suitability resources
 - g) Public information and warnings
 - h) Community engagement
 - i) Health, safety and welfare
 - j) Transition from response to recovery
 - k) Post-event review process
 - l) Lessons Identified
- ◆ Actions:
 - a) A sample format is shown at Table 10.
 - b) Include recommendations that either need to be resolved at a state level
 - c) Only include lower level/operational issues where they are relevant to other agencies or has, or may have, multi-agency or community implications

Table 10. Reporting template for a significant event

Short description	#	Recommendation/action in full	Responsible Body	Comments
			Initial indication – this may change once it is viewed at a state level	

- Recommendations

25. ANNEX L – LESSONS MANAGEMENT CRITICAL SUCCESS FACTORS

Critical success factors for lessons management capabilities are outlined below (EMA, 2013).

Critical Success Factor	Detail
Leadership	<p>Leaders need to actively engage in their lessons management capability and prioritise resources to ensure that changes occur, and lessons are learned for the creation of a safe work environment.</p> <p>Leadership needs to promote, enforce and prioritise lessons management throughout the agency. It will require accountability, ownership, but most importantly, behaviours modelled, discussed and promoted at senior management level.</p>
A learning culture	<p>A desire to incorporate learning from others into all aspects of work as well as the confidence and trust to share learning with others.</p> <p>A learning organisation embraces mistakes as an opportunity to improve. There is an underlying expectation that people feel free to share and discuss their experiences, both positive and negative, with others.</p>
Information sharing	<p>A key issue with information sharing is information assurance: the lessons information that is submitted and received from the lessons management capability needs to be trustworthy.</p>
Stakeholder involvement	<p>Everyone in the organisation needs to have the opportunity to influence how the organisation will change in response to lessons identified.</p>
Change management	<p>An integral part of lessons management is change management within the organisation. The change management process will be different for each organisation.</p> <p>An organisation's ability to change behaviour by implementing a lesson is ineffective unless that change can be observed, and it can be determined that the lesson was learned – that is, that the corrective actions taken have improved the organisation's performance.</p>

26. ANNEX M – LESSONS MANAGEMENT MATURITY MATRIX

This matrix has been developed (by the SA Country Fire Service) to assess the level of lessons management maturity of an agency.

Level of Maturity → Element ↓	Basic Ad hoc use of lessons management process. Not systematically applied	Developing Some systematic application and commitment. Reactive	Established Lesson management applied systematically across the agency	Leading Using lessons management to identify emerging risks Proactive
Governance and Strategy				
Structure - Doctrine is developed that clarifies roles, responsibilities and reporting requirements.	Doctrine for LM is not developed.	Doctrine to support LM has been developed	Doctrine for LM is disseminated and understood by those who need to implement or comply	Doctrine has been implemented, reviewed and improved
Leadership - Senior managers promote, reinforce and prioritise LM throughout the agency through supportive behaviour and active engagement.	Senior managers do not promote sharing or the use of LM in the organisation. There is little vision or understanding of LM goals	Champions are recruited. Senior managers create organisational awareness of value of LM	LM vision and goals are understood and promoted strongly across the agency by senior managers and champions. Staff are provided with support to monitor and progress lessons	Senior managers actively pursue lessons for decision making and prioritise resources for business planning. They reward staff for sharing and use of LM in their work.
Culture - There is a just and blame free environment for LM which encourages innovation and embrace mistakes as an opportunity to improve	Inconsistent application of LM. Value is queried	Value of LM is acknowledged but resourcing is limited Challenging current practices is limited Individuals don't feel empowered or safe sharing lessons.	Some challenging of current practices. Occasional innovative ideas proposed. Value of LM widely acknowledged	Everyone values LM and knows how and where it can contribute to success. Innovative ideas often proposed. Individuals use opportunities and feel safe sharing and using lessons in their work
Accountability – Actions can be allocated to individuals/teams, prioritised and monitored by a responsible group.	No group identified to develop lessons and allocate actions. Individuals work on LM.	Group identified to lead implementation of lessons and actions Group participates in discussions and meetings	Group is allocating tasks, monitoring progress and prioritising resources	LM is part of group's individual work plans. Group promotes the value and proactively manages tasking, monitoring and resourcing LM.
Methodology and Standards				
Process - A process exists for systematic sourcing, collecting, analysing and sharing data from within and across agencies	Process does not exist. Ad hoc and inconsistent process used	Process exists but not widely disseminated or applied	Process is applied using standard methodology most of the time	Process is embedded across the agency and systematically applied using agreed methodology on a routine basis.
Engagement and Communication				
Engagement and Communication - Sharing within and across agencies is systematic and broad resulting in the best information being available to decision makers	Dissemination occurs through enthusiastic Individuals who use their networks. Not acknowledged or resourced	Some systematic dissemination occurs to end-users but not linked to organisational processes. Pockets of people "in the know" but limited engagement. Dissemination is often one-way	Active and widespread engagement in learning activities and application of lessons. Occurs across agencies and occasionally occurs outside of sector	Proactive engagement within and between agency personnel. Widespread participation in integrating lessons into multiple aspects of business. Extensive internal and external engagement.
Capability and Planning				
People - There are skilled and committed personnel across the agency	Personnel bring prior skills and find own professional development Limited interest in building LM skills	Personnel have LM in role statements Limited support for LM by managers Some interest in building skills	LM practices embedded in many role statements All have opportunity to build LM skills Local and state teams are established and actively contribute to LM process	Training and exercising program is implemented, reviewed and refined, resources are available and reviewed regularly. Agency drives agenda and programs for interagency and national LM forums and local and state teams are developed and drive the LM process
Training and exercising - Personnel are trained and skilled via a structured training program and the agency actively participate in interagency and national forums	Training and exercising in LM does not occur, needs are not identified Agency is unaware of interagency and national LM forums	Training and exercising needs are identified, activities occur on an ad hoc basis and resources are not readily available Agency is aware of interagency and national LM forums and occasionally attend	Training and exercising needs are documented in a structured program. Activities occur in accordance with the program and resources are developed and available. Agency regularly participates in interagency and national LM forums	Personnel willing and skilled in LM process. Personnel openly share and use LM skills to continually improve operational efficiency
Technology - Tools are developed and maintained that support collection, storage and sharing of lessons. They are widely used by personnel.	No tools developed or sits on the shelf. Passionate individuals use them but tools disappear when they leave	Products one-off and tied to a specific project. Experience of their use is often short-lived and organisational memory of utilisation is partial Utilisation not sustained	Tools in place to monitor, review and evaluate lessons. Products are user friendly, fit for purpose and easily accessible, widely known and actively used.	Active engagement in testing and prototyping of tools. Widespread knowledge and use. Tools further developed and there is application beyond the organisation and/or sector

27. DOCUMENT CONTROL

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Classification	Official
Authority	State Emergency Management Committee pursuant to Section 9(1)(b) of the <i>Emergency Management Act 2004 (SA)</i>
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Review cycle	Biennial
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Disclaimer	Users should ensure that they have the current version before taking action based on this plan

Version	Date	Summary of change
1.0f	25 January 2019	Final Plan developed.
2.0d	7 February 2023	Terminology updated. Names of committees, government structures, and plans updated. Lessons management responsibilities for reviewing Significant Events in Table 6 expanded upon.



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