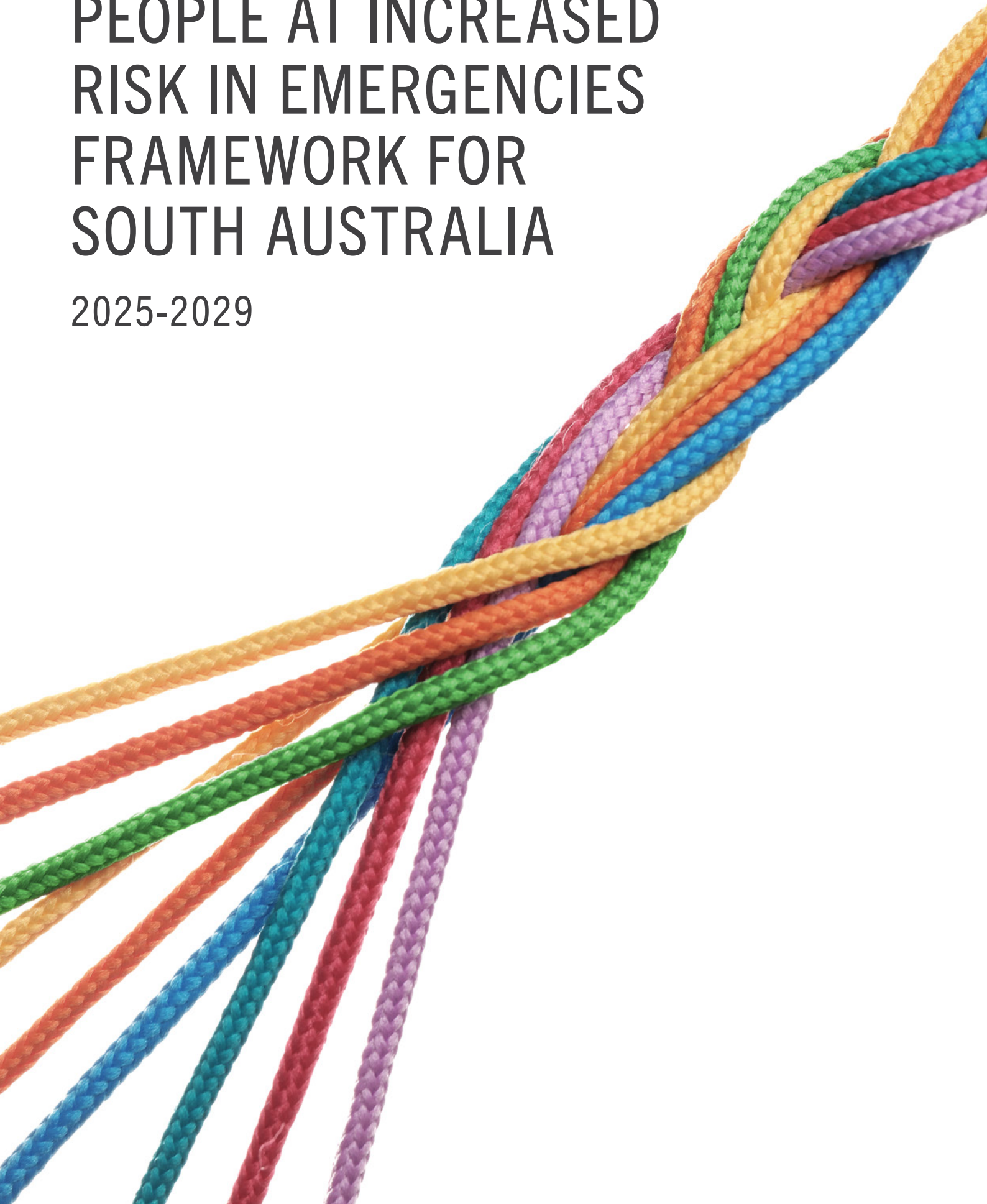

PEOPLE AT INCREASED RISK IN EMERGENCIES FRAMEWORK FOR SOUTH AUSTRALIA

2025-2029



Acknowledgements

This Framework was developed by the South Australian Council of Social Service and Australian Red Cross for the Government of South Australia. The development of this Framework was funded in round four of the Disaster Risk Reduction Grants Program by the Australian Government and South Australian Government in 2023/2024.

We would like to express our gratitude to the members of the People at Risk in Emergencies Policy and Strategy Group, and to the people, agencies and organisations that contributed to the development of this Framework, including:

Aboriginal Health Council of SA	Lived Experience Leadership and Advocacy Network
ac.care	Myalgic Encephalomyelitis/Chronic Fatigue Syndrome SA
Adelaide Hills Council	Mid-Murray Council
Alexandrina Council	Mission Australia
Australian Red Cross	Mount Barker District Council
Berri Barmera Council	National Emergency Management Agency
Bureau of Meteorology	Outback Communities Authority
Carers SA	Parkview Community Care
Centacare Catholic Community Services	Port Augusta City Council
Centacare Catholic Country SA	Primary Industries and Resources SA
City of Salisbury	SA Ambulance Service
City of Burnside	SA Country Fire Service
City of Victor Harbour	SA Financial Counsellors Association
City of West Torrens	SA Housing Trust
Commissioner for Children and Young People	SA Police
Community Justice Services	SA Power Networks
Community Living Australia	SA State Emergency Service
Community members	SA Fire and Emergency Services Commission
COTA SA	South Australian Council of Social Service
Country SA PHN	Southern Yorke Peninsula Community Hub
Department of Human Services	Strathalbyn Neighbourhood Centre
Department of the Premier and Cabinet	St Vincent de Paul Society SA
Department for Health & Wellbeing	Tailem Bend Community Centre
Flinders and Upper North LHN	Uniting SA
Flinders University	Wattle Range Council
Good Shepherd Australia and New Zealand	Women's Safety Service
HCO Disability and Community Services	Youth in Emergencies Development Program
Light Regional Council	Participants (Australian Red Cross)
Limestone Coast Veterans Hub	

Aboriginal Acknowledgement

We acknowledge the Traditional Owners and Custodians throughout South Australia and acknowledge their connection to land, waters and community. We pay our respects to the people, the cultures and the Elders past and present.

We acknowledge and honour Aboriginal peoples, who have demonstrated sophisticated ecological knowledge and practices to predict, prepare for, deal with, and survive natural hazard events over many thousands of years.

We recognise that the impacts of colonisation have enhanced the risk of Aboriginal people and communities in emergencies.

Their intimate relationship with Country, and its vital importance for health and wellbeing highlights the importance of strengthening the health of Country as a preventive measure to promote the safety and wellbeing of Aboriginal peoples.

Contents

1. Executive Summary	6
2. Foreword	8
3. Background	9
3.1 Why do we need a Framework?	9
3.2 How has this Framework been developed?	10
3.3 Who is the Framework written for?	11
3.4 Links to key documents	12
3.5 Scope	14
3.6 Hazards and risks in South Australia	15
4. We all experience risk and resilience	16
5. A framework to guide how we can work together	18
5.1 Strategic directions	18
5.2 Guiding Principles	20
5.3 Strategic approaches	21
6. Framework implementation	22
6.1 Implementation process and approach	22
6.2 Roles and/or responsibilities of stakeholders	23
6.3 Activation of strategic approaches	26
7. Monitoring and evaluation	32
8. Accountability and reporting	33
8.1 Accountability and reporting structure	33
8.2 Accountability measures	33
9. Review	34
10. Glossary	35



Government of
South Australia



SACOSS



Australian
Red Cross



Vision

Equity: All people in South Australia are informed and prepared for climate extremes and disasters and have access to resources and community supports to mitigate against, respond to and recover effectively from emergencies.

Active
collaboration

Common
agenda

Shared
responsibility

Effective
planning

Strengthen
Resilience

Long term outcomes

Reduce the disproportionate burden of injury, trauma and loss from disasters on people at increased risk

Strengthen sector, organisational, community and individual resilience, particularly of people at increased risk

People at increased risk in emergencies

Any of us can be at increased risk in an emergency at different times in our lives. For some, their increased risk can be adequately counterbalanced by their strengths, capacities and resilience, while others may require additional assistance to strengthen their capacities and resilience to be able to better prepare for, respond to and recover from an emergency.

Risk and resilience are features of all parts of our community. The responsibility to mitigate risk and strengthen resilience therefore lies with all its members, including individuals, households, communities, organisations, states and nations.

Aim 1: To embed people focused, systemic approaches to addressing the needs of people at increased risk into the plans and processes of the emergency management and other stakeholder sectors, better enabling people at increased risk to prepare for, mitigate against, respond to and recover from emergencies.

Aim 2: To strengthen human and social capital in South Australia, with a focus on emergency planning, preparedness and resilience for people at increased risk.

Guiding principles

Do no harm: All stakeholders ensure that legislation, regulations, policies and procedures do not create or enhance risk.

People focused: A people focused approach puts people, their safety and wellbeing at the centre of decision making.

Understanding & empowerment: Understanding empowers people and communities to prepare for, respond to and recover from emergencies, and grows sector stakeholder capacity to work collaboratively.

Everyone has the right to contribute: Every individual contributes particular capabilities, experience, local knowledge, cultural diversity and history to their community, which in turn support the development of individual and community resilience.

Equitable access: People's diverse locations, cultures, languages, abilities and capacities are acknowledged in how we provide information and support.

We are in this together: No level of government, sector or community can work in isolation to address the needs of people at increased risk. We work collaboratively with stakeholders and show respect for local knowledge and leadership, recognising community agency in sharing responsibility.

In South Australia, we are all too familiar with the impact of natural hazards and disasters including heatwaves, bushfires, floods, and storms.

With the impacts of climate change starting to bite, the severity of these events are also increasing, requiring additional resources and new ways of responding.

These events can disproportionately affect those who have the least capacity to prepare for, mitigate, respond to, or recover from emergencies. Recognising these vulnerabilities is essential in building a stronger resilient community.

Factors such as age, ability and literacy influence an individual's ability to manage their needs during a crisis. As we all experience vulnerability in different ways, it is essential to consider support to meet diverse needs.

Understanding these factors is also important to ensure that all community members receive the support they need.

South Australia is leading the way in developing collaborative approaches to addressing the needs of people at increased risk in emergencies.

Building upon the *People at Risk in Emergencies Framework* first produced in 2018, this *People at Increased Risk in Emergencies Framework 2025–2029* provides an approach that will serve South Australia well.

I extend my gratitude to the South Australian Council of Social Service and Australian Red Cross for their collaboration with stakeholders in developing this framework through funding provided by the Disaster Risk Reduction Grant Program.

Hon Rhiannon Pearce MP

Minister for Emergency Services



3.1 Why do we need a Framework?

The People at Risk in Emergencies (PaRE) Framework for South Australia 2018-2023, funded under the Disaster Risk Reduction Grants program and forming an annex to the State Emergency Management Plan (SEMP), provided the scaffolding to drive collaborative action to address the needs of people at risk in emergencies. Important progress has been achieved, but much has changed since 2018, and a new framework is required.

Some of the key changes since 2018 include:

- Changing climate and more frequent and intense emergencies and disasters
- Experience of the COVID-19 pandemic
- Improved awareness of the health and community sector's role in emergency preparedness, response and recovery
- Strengthened connections between all levels of government and the health and community sector
- Increased peri-urban sprawl without appropriate consideration of risk
- Implementation of the National Disability Insurance Scheme support model
- Ageing population remaining in their homes
- Increased rates of people living alone
- Declining rates of long-term volunteering
- Increasing evidence of the importance of social capital and social infrastructure in strengthening community resilience

The numerous sectors and agencies involved in emergency management all have clear responsibilities that are often enshrined in legislation and policy. While this has its benefits, particularly during emergency response, it can also create silos, gaps and grey areas, since particular agencies and organisations are assigned responsibility for discrete emergency stages, hazards or populations. This creates an environment that provides the potential for people at increased risk to fall through the gaps.

A framework that brings agencies and sectors together and puts people at the centre of decision making, with a focus on those at increased risk, provides vital scaffolding to build and deliver on a common agenda.

This common agenda and a systemic, collaborative approach between emergency management, the health and community service sector and others will best address barriers for people at increased risk in emergencies and strengthen their resilience and capacity to prepare for, respond to and recover from emergencies.

Through a renewed framework and ongoing collaborative action to minimise and address risk, it is anticipated that people at disproportionate risk will build resilience, adaptive capacity and/or preparedness, reducing the severity of impacts from emergencies and disasters.

3.2 How has this Framework been developed?

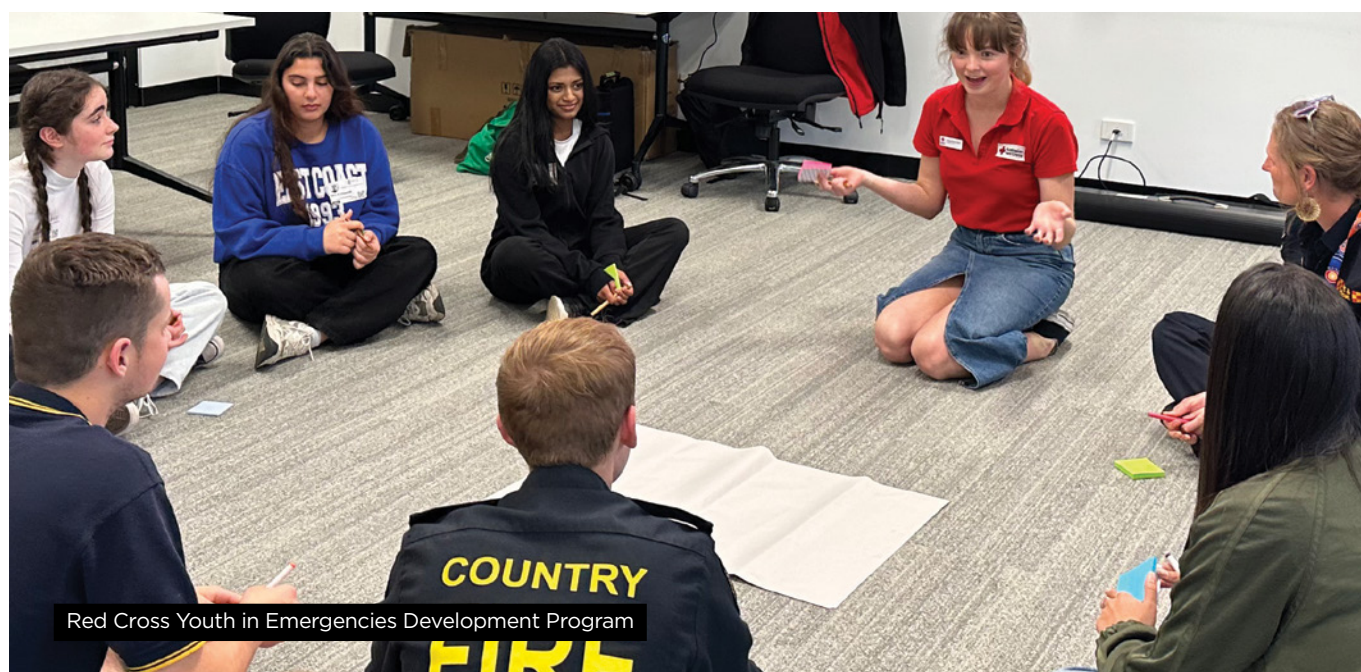
This document has been developed in a collaboration between the South Australian Council of Social Service and Australian Red Cross, funded by the Disaster Risk Reduction Grants Program administered by South Australia Fire and Emergency Services Commission (SAFECOM).

The Framework has been informed by:

- Desktop research on similar frameworks, nationally and internationally
- Review and evaluation of the previous PaRE Framework and projects
- Statewide consultation utilising a 'Tomorrow Party' process that focused on the future that participants wanted to create, involving:
 - » South Australian emergency service and support agencies
 - » Health and community service providers
 - » Local government
 - » Essential service providers
 - » Community leaders
- A second round of consultation inviting feedback on the draft Framework from round one participants, and testing the language, principles and ways of working identified in the Framework with young people, older people, people with disabilities, and the carers and organisations that support them.

A background paper has been prepared detailing the findings and recommendations from the desktop research, review and consultation.

The development of the draft Framework was supported and guided by the People at Risk in Emergencies Policy and Strategy Group.





3.3 Who is the Framework written for?

The Framework has been written for the agencies and organisations involved in risk reduction, resilience building and emergency management, planning, response, and recovery. These agencies are located primarily within state, local and national government, with the support of non-government agencies. It is also written for the organisations that support people and communities that experience additional risk. Primarily, this includes organisations involved in funding, policy, advocacy and service delivery in the health and community service sectors. These stakeholders may be from any level of government, not-for profit organisations, social enterprises or businesses. Essential service providers are also important stakeholders.

This document aims to drive action and accountability amongst stakeholder sectors, so the language and level of detail in the document reflects this intent. In this Framework, there has been a shift in language from 'people at risk' (PaRE in the previous Framework), to 'people at increased risk' (PaIRE), in recognition that we can all be at risk in emergencies, but this Framework is designed to address the needs of those at increased risk, as further described in section 4.

We recognise the central role of individuals and communities in addressing the needs of people at increased risk in emergencies. They have essential roles to play in taking care of themselves, their families and communities in emergencies, and they have knowledge, connections and capacities that are depended on before, during and after emergencies. It is recommended that community facing documents be prepared to engage them in this collaborative effort and enhance the essential role they play, starting with a shorter, more accessible, easy English version as a sister document to this Framework.



3.4 Links to key documents

An effective framework aligns with state and national strategic plans, frameworks and strategies. This Framework has strong links with the following documents:

State Emergency Management Plan (SEMP)

The PaIRE Framework forms an annex of the [State Emergency Management Plan](#), with principle 2 highlighting people at disproportionate risk:

‘Emergency management safeguards people at risk during and following an emergency with specific consideration given to the needs of Aboriginal and Torres Strait Islander peoples, people from culturally and linguistically diverse backgrounds, older people, people living with disability and people who are experiencing family or domestic violence.’

State Emergency Management Committee 2023-2026 Strategic Plan

The PaIRE Framework addresses objectives 9-12 of the [SEMC 2023-2026 Strategic Plan](#):

- Obj 9: Government, community, business and not-for-profits understand and plan for emergencies
- Obj 10: Public information relating to emergencies is accessible, timely and relevant
- Obj 11: Communities and people at increased risk from emergencies are engaged in prevention and planning for emergencies
- Obj 12: Community vulnerability and exposure is reduced through preparedness for and adaptation to climate change

State Strategic Risks

The PaIRE Framework addresses a number of state strategic risks including:

- Individual and community preparedness

‘Individuals and communities are not adequately prepared for, or resilient to, emergencies or security threats, risk or vulnerabilities.’

- At risk groups

‘People at risk in emergencies are not adequately engaged by the emergency management sector in planning processes or resilience measures.’



National Disaster Risk Reduction Framework and the Second National Action Plan for Disaster Risk Reduction

The Framework addresses the following priority areas in the [National Disaster Risk Reduction Framework](#) and outcomes and actions in the Second National Action Plan:

Priority 1. Understanding disaster risk

Outcome 1: An increased understanding of disaster risk across Australian society (actions 1-2)

Outcome 2: An effective and connected disaster risk reduction knowledge system that provides a solid foundation for action (actions 3-5)

Priority 2. Accountable decisions

Outcome 3: Disaster risk is addressed in all relevant decisions (actions 6-9)

Outcome 4: More decision makers are informed, empowered and capable of reducing risk and building resilience (actions 9-11)

Priority 4. Governance, ownership and responsibility

Outcome 8: Disaster management arrangements are inclusive, networked and aligned, supported by meaningful partnerships (actions 19-20)

Outcome 9: Increase recognition of shared ownership and responsibility for risk management (actions 22-23)

Stronger Together: SA's Disaster Resilience Strategy

The Framework includes links to the following cross cutting themes and focus areas in [SA's Disaster Resilience Strategy](#):

- Neighbourhoods and communities
- Strategic and connected networks
- Health and wellbeing
- Diversity and inclusion

3.5 Scope

This Framework is designed to guide South Australia's efforts to reduce disaster risk for people at increased risk in emergencies through improving emergency planning, response and recovery policy and practice, and strengthening stakeholder and community resilience.

The Framework particularly applies to South Australian government agencies, the health and community services sector, local government and essential service providers.

Working according to the Framework's guiding principles and strategic approaches will likely benefit all South Australians, however the needs of people at increased risk are at the forefront of decision making in the Framework.

The Framework's vision, goals and priorities broadly align to a range of state and national plans and frameworks, including the Second National Action Plan for Disaster Risk Reduction and South Australia's Disaster Resilience Strategy.

It is based on a consequence management and consequence thinking approach, aiming to build social capital and resilience, and planning for and responding to the consequences of emergencies for people at increased risk.

Consequence management is the process of predicting, identifying, then managing and minimising, the negative social, economic, and environmental outcomes from an event.

Consequence thinking is future thinking and planning to anticipate the future consequences of an event, with consideration of the wider ramifications of an emergency event and the coordination of agencies, businesses, non-government organisations and communities.

Consideration will be particularly given to the most common hazards that threaten South Australians, and generate significant consequences for people at increased risk.

An implementation plan will be developed with actions and timelines outlined for implementation by identified stakeholders.

The Framework has been developed for the five year period from January 2025 to December 2029 and will be reviewed annually for progress by the PaIRE Policy and Strategy Group with the support of SAFECOM.





3.6 Hazards and risks in South Australia

The main natural hazards currently experienced in SA are bushfires, floods, storms and heatwaves.¹ Each of these hazards are expected to become more frequent and intense as a result of climate change. With changing conditions, it is also not out of the realm of possibility that other hazards might increasingly emerge, leading to significant disaster impacts for people at increased risk, especially if we are not prepared for them.

Although South Australia has not experienced a recent earthquake emergency situation, there are fault lines across the State, including through the middle of greater Adelaide, which could potentially cause a significant incident. Although they are much longer in duration than most emergency events, pandemics must also be considered a hazard within this Framework, particularly given the disproportionate impact they have on people at increased risk. Power and telecommunications outages may result from natural hazards or other causes, but whatever the cause, their impacts can be significant for people who depend on power or communications/data devices for sustaining health and life.

In the South Australian community there are cohorts disproportionately exposed to risk, harm and impacts of disasters, who may also not have equitable access to information, resources and supports that might aid them to adequately counterbalance that risk. Therefore, people at increased risk often require additional support to prepare for, respond to or recover from emergencies. Health and community service providers are well placed to provide this assistance. As climate change increases the frequency and intensity of climate related events, it is important to have systems, plans and processes and relationships in place to effectively address their needs. The consequence management approach will assist in achieving this.

Our population profile increases risk in SA, as we have the highest proportion of older people among the mainland states and territories, with 37% of the population aged over 50. While 95% live independently, one in four people aged 85 and over live in aged care accommodation. People over 65 are 12.8 times more likely to die from weather-related events.²

In 2021, 6.7% of the SA population reported needing help in their day-to-day lives due to disability indicating increased vulnerability to hazards.³

Racism, discrimination, health inequities, poverty, language and cultural barriers increase risk for Aboriginal and culturally and linguistically diverse populations.

1 Government of South Australia 2018 [Zone Emergency Management Plan](#)

2 SA Health 2020, [South Australia's Plan for Ageing Well](#)

3 Australian Bureau of Statistics 2022, accessed through [Profile ID](#)

4

We all experience risk and resilience

All South Australians are shaped by our life experiences. What we have been through contributes to our individual and collective resilience. These experiences also contribute to how we prepare for, cope with, adapt to and recover from emergencies.

We are all more at risk at different points in our lives. There is an inherent fluidity of vulnerability and resilience, and our circumstances are always changing. This means the extent to which we can prepare for, cope with and recover from emergencies also changes from time to time.

Some people experience having little control over the decisions affecting them and this may undermine their ability to make decisions and take actions to prepare for emergencies. Understanding that people have distinct capacities and capabilities and experience elements of risk and resilience differently, highlights that we need to tailor the way we support people to prepare for, respond to and recover from emergencies. We can best achieve this through collaboration; mobilising appropriate wrap around supports to enable all people to manage and minimise their risk in an emergency.

It is also important to recognise that risk and resilience are features of, and therefore the responsibility of, households, communities, organisations, states and nations as well as individuals. Where there are relationships of mutual trust and respect within and between these jurisdictions and their leaders, there is increased likelihood of better, more accessible communication, improved decision making and increased resilience.

With this in mind, People at Increased Risk in Emergencies refers to people who may face barriers or challenges because:

- Risk communication and emergency messaging is not available in a range of accessible formats that suit their needs
- Emergency housing or transport, and relief and recovery centres may not be sufficiently accessible or adequately accommodate the needs of people with physical mobility or health challenges
- Experience and expectations of racism and discrimination can lead to avoidance of relief and recovery centres and other necessary social supports
- Poor construction standards, high housing costs, and homelessness mean some people are living in housing or conditions that are not climate/hazard safe
- Risk adaptation/amelioration through home modifications, including insulation, double glazing, and installing solar panels and batteries are too expensive for people experiencing poverty or on low incomes, and further, they cannot afford to heat or cool their homes
- There is declining or insufficient social capital in communities to tackle the rising rates of social isolation or enable emergency preparedness





In describing these cohorts, we often refer to people who are:

- Living with a disability
- Experiencing homelessness
- Experiencing poor health
- Experiencing poverty
- Experiencing family and domestic violence
- Aboriginal people and communities
- Culturally and linguistically diverse people and communities
- LGBTIQ+ community
- Older people
- Children and young people
- Unfamiliar with local hazards: tourists, itinerant workers, recent arrivals to a regional area



We have identified these specific cohorts because they are known to face increased risks and more frequently experience the challenges described above when an emergency occurs. Further, there are specialist support agencies established to meet the needs of different population groups, and it is therefore helpful to identify their target client populations in order to identify their role in preparation, response and recovery from emergencies and disasters.

5

A framework to guide how we can work together

5.1 Strategic directions

Vision

Equity: All people in South Australia are informed and prepared for climate extremes and disasters, and have access to resources and community supports to mitigate against, respond to and recover effectively from emergencies.

Aim 1.

To embed people focused, systemic approaches into the plans and processes of stakeholder sectors, better enabling people at increased risk to prepare for, mitigate against, respond to and recover from emergencies.

Objectives

Facilitation processes used to support the People at Risk in Emergencies (PaIRE) Policy and Strategy Group purposefully enable achievement of Framework aims efficiently and with good cross sectoral involvement

- 1.1. Facilitation processes used to support the People at Risk in Emergencies (PaIRE) Policy and Strategy Group purposefully enable achievement of Framework aims efficiently and with good cross sectoral involvement
- 1.2. Education and awareness-raising activities support health and community service providers to increase their understanding of climate and disaster hazards and risks for their client populations and how to address them
- 1.3. Clear communications mechanisms are developed to strengthen cross sectoral relationships
- 1.4. Shared measurement indicators are developed to deepen sector collaboration and inform outcome data collection that will drive improvements for people at increased risk
- 1.5. Strategies are put in place to ensure climate and disaster risks inform decision making by all stakeholders
- 1.6. Sector stakeholders strengthen policy and practice, including emergency planning, mitigation, response and recovery processes to better support people at increased risk to prepare for climate extremes and disasters.
- 1.7. Education and awareness-raising activities about data sharing legislation and policy enables improved understanding of how data sharing can be used in preparation for emergencies
- 1.8. Increased understanding is built among the various stakeholders supporting people at increased risk about each other's roles, capacities and capabilities
- 1.9. Collaborative strategies are implemented more often to improve outcomes for people at increased risk in emergencies

Aim 2.

To strengthen human and social capital in South Australia, with a focus on emergency planning, preparedness and resilience for people at increased risk.

Objectives

- 2.1. Lived experience involvement and community consultation in emergency planning and decision making is increased
- 2.2. More communities are engaged in place-based or community-led emergency preparedness activities including people at increased risk
- 2.3. Emergency information is more useful, practical, easy to find, and accessible and is more frequently used to inform decision making by/with people at increased risk before, during and after an emergency
- 2.4. More health and community service providers are supporting people at increased risk to develop personal emergency plans
- 2.5. Disclosure of disaster risk to inform community and sector decision making processes and planning is improved.

5.2 Guiding Principles

Do no harm

Stakeholders ensure that legislation, regulations, policies and procedures do not create or enhance disaster risk or impact.

People focused

A people focused approach puts people, their safety and wellbeing at the centre of decision making and is informed by consequence thinking.

Understanding and empowerment

Understanding empowers people and communities to make informed decisions, to prepare, respond and recover from emergencies. It also grows stakeholders' capacity to work collaboratively, with an understanding of each other's roles, capacities, capabilities and connections. It is best achieved when information is accessible and provided by people/organisations that are known and trusted.

Everyone has the right to contribute

Every individual contributes particular capabilities, experience, local knowledge, cultural diversity and history to their community. Collectively, these capacities and strengths support the development of individual and community resilience.

Equitable access

South Australia has a diverse population, and features many different landscapes. We acknowledge people's locations, cultures, languages, abilities and capacities in how we provide information and supports to enable them to prepare for, respond to, and recover from emergencies.

We are in this together

With climate extremes and disasters becoming more frequent, intense, cascading and compounding, no level of government, sector or community can work in isolation to address the needs of people at increased risk. Cross sector collaboration increases reach and capacity. Partnering with community stakeholders shows respect for local knowledge, recognizes community agency and supports local leadership in shared responsibility.

5.3 Strategic approaches



Figure 3: PaiRE Framework Strategic Approaches

6.1 Implementation process and approach

The approach for implementing this Framework is underpinned by the following points that were identified through consultation:

- The guiding principles and strategies within this Framework are applicable to multiple stakeholders, which includes all levels of government, emergency management agencies, health and community sector organisations and essential service providers.
- There is strong interest and need for improved communications and collaboration within and between organisations who have a commitment to the safety and wellbeing of people at increased risk in emergencies.
- Leadership, and a multifaceted approach, including mechanisms for communication and collaboration, are needed to support communications, knowledge sharing and collaboration.
- The consequence management and thinking approach correlates well with the strategic approaches articulated in the Framework, particularly around planning, collaboration, strengthening human and social capital and shared responsibility.

During 2025 the existing Second Implementation Plan for the Framework 2018-2023 will be continued, and a new Implementation Plan for Framework 2025-2029 developed.

Development and activation of the Implementation Plan will be led by the People at Increased Risk in Emergencies (PaIRE) Policy and Strategy Group, with the support of project staff from South Australian Council of Social Services (SACOSS) and Australian Red Cross.

We acknowledge the importance of leadership and resourcing to achieve the aims of the Framework, and that the roles of SACOSS and Red Cross are dependent on sustainable funding. To date, that funding has come through the Disaster Risk Reduction Grant Program. Funding has now been secured through the Disaster Ready Fund to support implementation of the Framework into 2027.

While external funding may be required and used for larger and multi-stakeholder initiatives, individual agencies and organisations are expected to undertake and/or participate in initiatives to improve their own policy and practice in addressing the needs of people at increased risk in emergencies.

6.2 Roles and/or responsibilities of stakeholders

There are a range of roles and responsibilities for governments and sectors before, during and after disasters. The links between them should form a comprehensive system. The table below demonstrates some broad roles of stakeholders. It is not an exhaustive list and does not include projects and actions that will formulate the Implementation Plan.

Stakeholder roles include, but are not limited to:

Federal government



- » Minimise the impacts of climate change through legislation, regulation, policy development and investment
- » Provide information, education, plans and resources to build the capacity of states to manage hazards and risks effectively
- » Help individuals and communities recover from disasters with financial support
- » Distribute additional resources to the States when a disaster is beyond the capacity of the State's resources to respond and recover effectively

State government



- » Provide whole of government leadership for the Climate Change Strategy
- » Make risk informed decisions to minimise risk and harm for the community, particularly those at increased risk in emergencies
- » Embed disaster risk reduction and resilience building principles in planning and delivery of infrastructure, housing development and service provision
- » Embed disaster risk reduction principles and include emergency planning, preparedness, response and recovery in service contract deliverables, with flexibility to adjust other deliverables
- » Collaborate across government and across sectors to share knowledge and make well informed, strategic decisions to address risks
- » Embed systems and strategies to maximise the capacity of people most at risk in emergencies to mitigate against and adapt to climate extremes and hazards

Local governments



- » Proactively contribute to the identification and mitigation of local climate and emergency risks
- » Provide representation on the Zone Emergency Management Committee and contribute to effective zone emergency management planning
- » Support and amplify key climate and emergency risk messaging to build community awareness, resilience, readiness and action
- » Prepare and maintain local government owned assets and infrastructure that avoids the creation of new risk, reduces existing risks and manages residual risk
- » Collaborate with and provide coordinated support to emergency management agencies while responding to and recovering from emergencies
- » Undertake advocacy in response to community concerns and needs

Community and individuals



- » Use capabilities to take responsibility for own safety
- » Develop, communicate, practice, enact and continuously review emergency plans
- » Engage in community resilience and preparedness activities
- » Encourage and support others to be prepared
- » Check on and support family, friends and neighbours who may be at increased risk
- » Seek support when needed

Emergency management sector



- » Provide overarching mechanisms, guidance, coordination and provision of emergency management leadership, resilience strengthening, preparedness, response, and recovery
- » Put people at the centre of decision making in planning for, responding to, and recovering from disasters
- » Empower communities, engaging in place based and community development initiatives to strengthen human and social capital and foster community resilience
- » Provide state and zone emergency plans that specify zone risks and hazards with practical information to inform community decision making and actions
- » Provide communications and community education that empowers people to prepare effectively and make effective emergency plans
- » Work collaboratively across agencies and with a range of stakeholders, including communities
- » Coordinate support services in disaster recovery
- » Learn from, and collaborate with stakeholders utilising Aboriginal cultural practice in hazard management and caring for Country
- » Develop strategies to build engagement in structured and unstructured volunteering

Health and community service sector



- » Develop and apply business continuity plans
- » Assist in locating/ identifying people who may be at increased risk
- » Develop and apply policies and procedures for planning and management of risk and response to hazards relating to staff and people at increased risk
- » Inform and support individual emergency planning
- » Share information and communication with people at increased risk
- » Engage in human and social capital initiatives
- » Engage in and contribute to emergency preparedness, response and recovery activities
- » Connect people at increased risk with relief and recovery support services
- » Provide health and care services during response and recovery



Essential service providers



- » Make risk informed decisions in the management of essential services
- » Maintain resilient energy and telecommunications infrastructure and systems to ensure reliable communication during emergencies
- » Provide education to the community on service related hazard and risk management strategies
- » Collaborate with local stakeholders to identify higher risk community members and inform priorities and decision making

Disaster Relief and Recovery Organisations



- » Undertake clean up, repair and make properties safe after disasters
- » Provide free legal education, assistance, referrals and support around insurance claims and disputes
- » Provide emergency relief, including financial support or food relief
- » Provide psychosocial support to impacted communities
- » Foster and support social capital initiatives
- » Assist impacted people and communities with service navigation
- » Provide veterinary care for pets or livestock
- » Support community or place based approaches to recovery



6.3 Activation of strategic approaches

Common agenda

A common agenda enables all sectors, communities and people to play their part and act together to maintain the wellbeing of people at increased risk in emergencies. It enacts a commitment to achieving our vision together.

This Framework provides the foundation for development of a common agenda to address the needs of people at increased risk in emergencies. Our common agenda will be developed by working together to identify risks, issues or gaps, and to develop principles, priorities, and strategies to achieve our vision of equity in emergency preparedness and the burden of impacts in disasters.

Our common agenda will inform planning and preparedness at a state-wide level, and at the level of zones, local government areas, towns and communities. It is important that all stakeholders, including people at increased risk, have an opportunity to participate in an environment of mutual respect when working together to develop the agenda.

Shared responsibility

No single level of government has the capacity or capability to effectively manage all phases of emergencies for all people in South Australia. We all have responsibility for our own safety, and for the safety of those in our care.

People at increased risk live, work or play in various locations and communities and can contribute to, as well as draw on, community knowledge, skills and resources to best support them to plan, prepare, respond and recover effectively.

Local communities can identify and engage with people at risk in their communities and may have the personal connections that enable them to assist people at increased risk to plan, prepare, respond and recover effectively.

Governments have responsibility for ensuring that people, care providers and communities have access to the information, data and resources they need to make informed decisions and take responsibility for their wellbeing and that of people at increased risk before, during and after emergencies.

This Framework has identified key roles and responsibilities for the various stakeholder sectors (see 6.2), and the Implementation Plan will further build on this and facilitate collaborative actions and projects.

The existing relationships health and community service providers and local governments have with people and communities at increased risk in emergencies makes them well placed to assist those people and communities to plan, prepare for, respond to, and recover from emergencies.

Collaboration

There are many stakeholders that work to address the needs of people at increased risk in emergencies, including:

- Community
- Community and business leaders and members
- Federal, state and local governments
- Emergency management agencies, including their volunteers
- Health services
- Community service providers
- Community legal services
- Disaster recovery providers
- Essential service providers

Collaboration in emergency preparedness and management enables the pooling of resources, sharing of critical information, and alignment of strategies and policies, which can collectively improve emergency response and mitigation efforts to achieve greater impact for people at increased risk. Collaboration helps build and sustain the necessary proactive trust among actors, ensuring that when emergencies occur, the groundwork for cooperative action is already in place.

Effective management of, and response to, climate extremes and emergencies requires that all stakeholders communicate and collaborate to maximise the impact of their skills, knowledge, connections and resources.

Through collaboration we can build capacity, improve decision making and utilise people and financial resources more efficiently and effectively.

Collaboration should occur during all phases of an emergency, but it is most effective if relationship building and collaboration occur before disasters happen.

Acknowledgement and respect for local knowledge is an important aspect of collaboration with community in all phases of an emergency.

Effective planning

Effective planning is an essential feature of preparedness. Planning occurs at many levels as indicated below:

- State Emergency Management Plan
- State Bushfire Management Plan
- Zone Emergency Management Plans
- Hazard specific plans, eg.(Bushfire Management Area Plans)
- Healthy Country Plans
- Business Continuity Plans
- Town or Community Plans
- Carer and Household Emergency plans
- Personal Emergency Plans

Effective plans are accessible, communicated, coordinated and understood by all relevant stakeholders. They are practical, and regularly reviewed and practiced to ensure effectiveness. It is important to have plans that address contingencies such as absence of key personnel, power or communications outages, and cascading or compounding of emergencies.

Effective plans will identify relevant hazards, risks, stakeholders and their needs and responsibilities. Linking, coordination and adherence to plans reduces risk and the likelihood of harm.



Resilience strengthening

We strengthen resilience through fostering human and social capital and utilising information and knowledge sharing, collaboration, community or place-based approaches and effective planning.

Strengthening human capital builds the knowledge, skills and capacity of individuals to take responsibility for their own needs in an emergency. We support this through provision of accessible information and community education. One website as a key source may be the cornerstone of information provision, but we understand that language, literacy, culture, ability and location all impact on where and how people access information. We work collaboratively and utilise a variety of strategies, technologies and media to achieve equitable access to information.

Human capital consists of the knowledge, skills, and health that people invest in and accumulate throughout their lives, enabling them to realise their potential as productive members of society

Strong connections within and between communities and within and between sectors and levels of government strengthen resilience.

High rates of social capital indicate community resilience and may be reflected in structured or unstructured volunteering, or participation in community or place-based initiatives. Online communities and online volunteering extend the ways people connect, and supporting this engagement maximises its effectiveness.

Resilient systems are based on effective communication and coordinated planning.

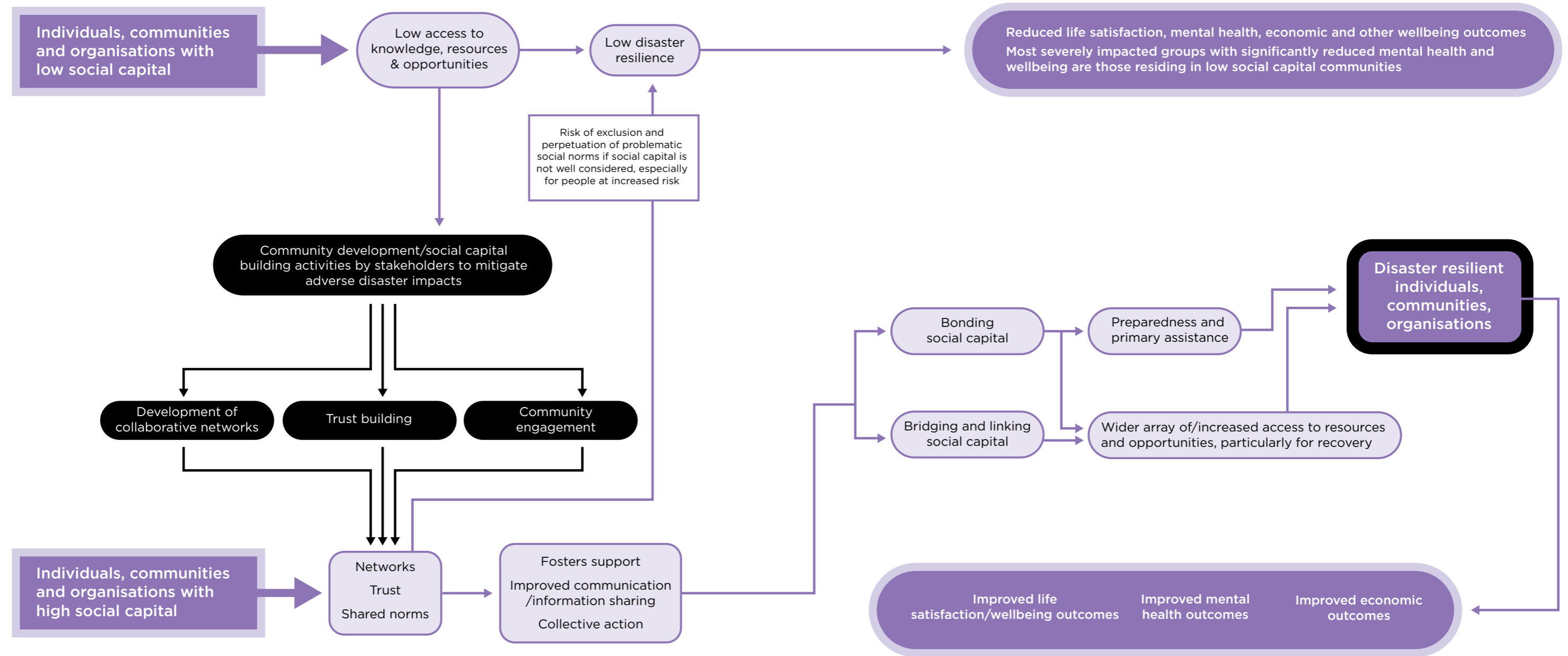
Resilience refers to the ability of a system, community or society exposed to hazards to resist, absorb, accommodate, adapt to, transform and recover from the effects of a hazard in a timely and efficient manner

We value the opportunity to strengthening both human and social capital through personal and organisational connections developed through capacity building initiatives.

Social capital is reflected in the relationships that drive people to look after each other and work together. This could be through personal, community or organisational connections.

Social Capital refers to the relationships and connections between people. People and places with high social capital have strong bonding ties with family and friends, broader bridging ties with their wider community and there are positive, respectful linking ties between and across people, communities and decision makers/governments.

The moderating* role of social capital in disaster resilience



*there is also likely a mediating role of social capital in disaster resilience that needs more exploration

Figure 4: Image of the impact social capital on disaster resilience⁴

Based on findings from research conducted by Deakin University and Australian Red Cross, the above diagram demonstrates that through the development of collaborative networks, trust building and community engagement activities, initiatives aimed at increasing social capital have been shown to strengthen disaster resilience, leading to improved life satisfaction/wellbeing, mental health and economic wellbeing outcomes.

In bushfires, greatest benefits found for people at increased risk: e.g. older people (value of higher social capital \$396pp/pa), unemployed, divorced, remote areas (value of higher social capital \$3808pp/pa).

4 Department of Economics & Centre for Disaster Resilience and Recovery, Deakin University & Australian Red Cross 2024, The hidden power of community: Unveiling social capital's role in Australia's disaster resilience. Chief Investigators: Mehmet Ulubasoglu, Hemant Pullabhotla, Lan Tong, Aaron Nicholas



7

Monitoring and evaluation

Monitoring and evaluation of cross sectoral implementation of the Framework is overseen by the People at Increased Risk in Emergencies Policy and Strategy Group.

This group includes representation from across the stakeholder sectors including emergency management and other state government agencies, local government, and the health and community service sector, and will develop and use shared measurement indicators to inform evaluation of the Framework.

The Implementation Plan will have an associated monitoring and evaluation strategy with an annual review and evaluation process.

An annual evaluation report/ presentation will be prepared for the relevant subcommittee/s of the State Emergency Management Committee which will address the impact of the Framework and progress against the Implementation Plan.

Grant funded projects will have additional evaluation requirements as contracted.

8.1 Accountability and reporting structure

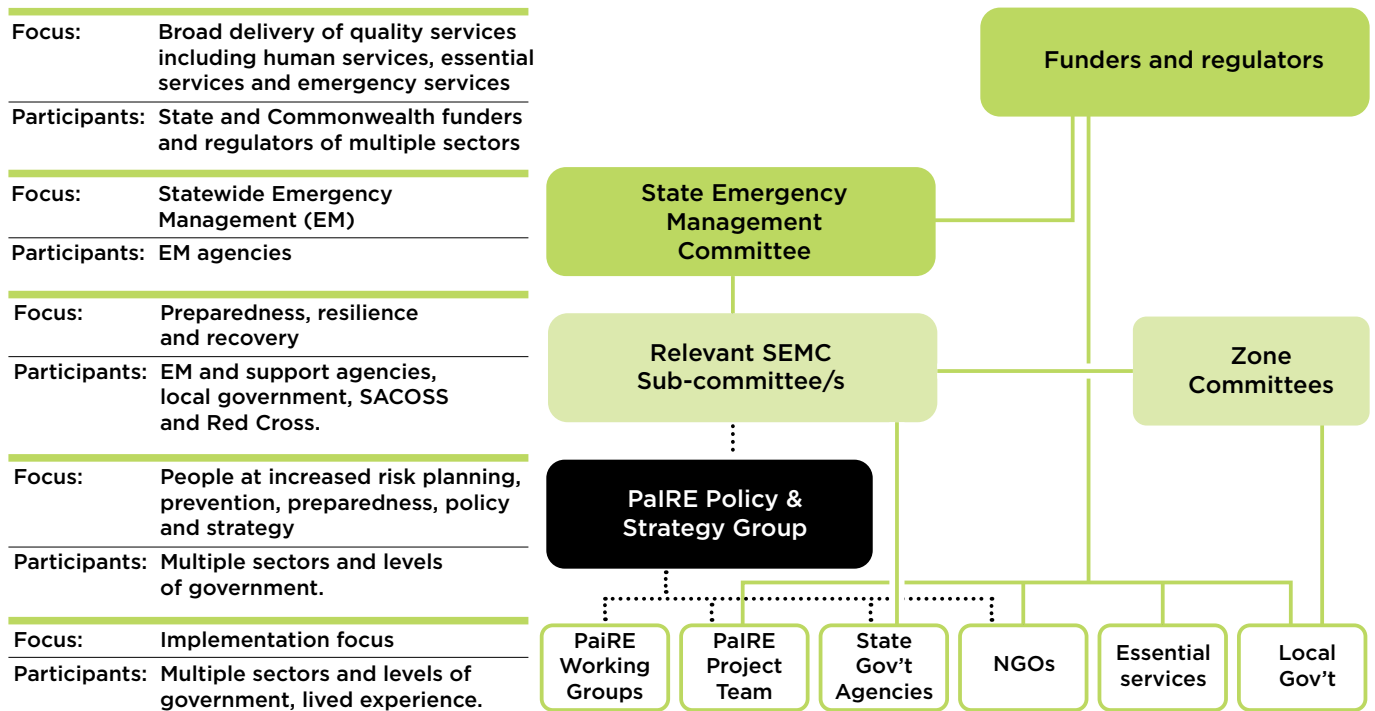


Figure 4: PaIRE Framework Accountability and Reporting Structure — ACCOUNTABILITY REPORTING RELATIONSHIP

8.2 Accountability measures

PaIRE Implementation and Monitoring and Evaluation Plans will be developed.

PaIRE Policy and Strategy Group members will develop key performance indicators, goals or projects to address people at increased risk in emergencies, and report progress to the group as evidence of Framework impact.

Working group reports will be provided to the PaIRE Policy and Strategy Group regarding achievement against the PaIRE Implementation Plan and Framework Strategic Directions.

Overall progress against the Framework and Implementation Plans will be reported to the relevant subcommittee/s of the State Emergency Management Committee through Australian Red Cross and the South Australian Council of Social Service

There will be an annual update with the Department for Premier and Cabinet regarding progress or change to the State Strategic Risk Register.

There will be additional accountability to any funders of the implementation of the Framework.

9

Review

The Framework will be reviewed in five years' time (June-December 2029).



A range of definitions are used to describe important concepts about emergencies as they relate to people at risk. The following definitions have been identified as most useful for creating a common language for multiple sectors. These definitions are drawn from the Australian Institute of Disaster Resilience (AIDR) glossary, United Nations Office for Disaster Risk Reduction and other sources.

Collaboration in emergency preparedness and management enables the pooling of resources, sharing of critical information, and alignment of strategies and policies, which collectively improve the efficiency of emergency response and mitigation efforts. Furthermore, collaboration helps build and sustain the necessary proactive trust among actors, ensuring that when emergencies occur, the groundwork for cooperative action is established.⁵

Community refers to a social group with a commonality of association and generally defined by location, shared experience or function, and with a number of things in common such as culture, heritage, language, ethnicity, pastimes, occupation or workplace.⁶

A Community based approach is where issues are derived from external organisations/agencies and the community is invited to participate in a facilitated process to design and implement interventions (e.g. the need for disaster preparedness). A community led approach is where the issue is determined and led by the community, independent of leadership by an agency or organisation.

Community sector organisations are government, not-for-profit, private sector and community-based organisations that promote, provide or carry out activities, facilities, services, support and social contact to enable people to lead independent and fulfilling lives.

Consequence management 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.⁷

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.⁸

A **Disaster** is a serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts. It's important to remember that disasters are not natural, they result from human choices.⁹ In this document, the term 'disaster' is generally used in association with 'risk reduction', or 'resilience'.

5 Rune Elvegard, Natalia Andreassen and James Badu 2024, [Building Collaboration and trust in emergency preparedness: a model for planning collaboration exercises](#)

6 Australian Government 2024, [Australian Institute for Disaster Resilience Glossary](#)

7 South Australian Government, Department for Premier and Cabinet 2023, [Consequence Management Guidelines](#)

8 South Australian Government, Department for Premier and Cabinet 2023, [Consequence Management Guidelines](#)

9 United Nations Office for Disaster Risk Reduction 2022, [Prevention Web](#)

Disaster Relief and Recovery Organisations are non-government organisations with a mission to support communities during and after disasters. They are usually heavily dependent on a volunteer workforce. They use their particular skills or capacities to address a range of issues during or after disasters including, but not exclusive to: environment clean up, fencing repair and replacement, psychosocial support, service navigation, financial and legal support, food relief or assistance with veterinary care of pets or livestock.

Disaster resilience is the capacity of communities to prepare for, absorb and recover from emergencies and to learn, adapt and transform in ways that enhance these capacities in the face of future events. Four important capabilities that underpin disaster resilience are wellbeing, knowledge, connection and security.¹⁰

Disaster Risk refers to the potential loss of life, injury, or destroyed or damaged assets which could occur to a system, society or a community in a specific period of time, determined probabilistically as a function of hazard, exposure, vulnerability and capacity. It is important to consider the social and economic contexts in which disaster risks occur and that people do not necessarily share the same perceptions of risk and their underlying risk factors.¹¹

Emergency is defined as an event, actual or imminent, which endangers or threatens to endanger life, property or the environment, and which requires a significant and coordinated response. Emergencies are sometimes referred to as **disasters**. This Framework adopts the language of emergencies, as consultation identified that people at risk more readily identify with the term emergency than disaster. This means people at risk are more likely to take actions to prepare for emergencies, rather than disasters, which can appear to be outside a person's control or something they perceive they would never experience.¹²

Emergency management refers to the range of measures to manage risks to communities and the environment; the organisation and management of resources for dealing with all aspects of emergencies. Emergency management involves the plans, structures and arrangements which are established to bring together the normal endeavours of government, voluntary and private agencies in a comprehensive and coordinated way to deal with the whole spectrum of emergency needs including prevention, response and recovery.¹³

The **Emergency management sector** includes all people, agencies, organisations and groups that contribute to emergency management across resilience, prevention, preparedness, response, relief and recovery.¹⁴

Hazard is a process, phenomenon or human activity that may cause loss of life, injury or other health impacts, property damage, social and economic disruption or environmental degradation. Natural hazards are predominantly associated with natural processes and phenomena.¹⁵ In South Australia, the most frequent natural hazards are heatwaves, floods, fires and storms.

Health and Community Service Sector includes the funders, policy makers, advocacy organisations, peak bodies and service providers that address the practical, social, physical and mental health needs of people.

Human capital consists of the knowledge, skills, and health that people invest in and accumulate throughout their lives, enabling them to realize their potential as productive members of society.¹⁶

10 Australian Government, 2023, [Bushfire and Natural Hazard Cooperative Research Centre](#)

11 United Nations Office for Disaster Risk Reduction 2022, [Prevention Web](#)

12 Australian Government 2024, [Australian Institute for Disaster Resilience Glossary](#)

13 Australian Government 2024, [Australian Institute for Disaster Resilience Glossary](#)

14 South Australian Government 2019, [Stronger Together](#), South Australia's Disaster Resilience Strategy 2019-2024

15 Australian Government 2024, [Australian Institute for Disaster Resilience Glossary](#)

16 World Bank 2022, [Human Capital Brief](#)

People at increased risk is used to refer to individuals who may need additional assistance to prepare for, respond to, or recover from an emergency event because they are experiencing conditions that undermine their wellbeing, understanding, connectedness and/or security.

Place-based approaches to emergency preparedness or disaster recovery bring together members of a local community or town to identify issues, make plans and utilise their connections and resources to strengthen resilience, preparedness or recovery. The process may be led by a resilience or recovery organisation.

Resilience refers to the ability of a system, community or society exposed to hazards to resist, absorb, accommodate, adapt to, transform and recover from the effects of a hazard in a timely and efficient manner, including through the preservation and restoration of its essential basic structures and functions through risk management.¹⁷

Social Capital refers to the relationships and connections between people. People and places with high social capital have strong bonding ties with family and friends, broader bridging ties with their wider community and there are positive, respectful linking ties between and across people, communities and decision makers/ governments.

Stakeholder Sectors refers to sectors that are involved in risk reduction, resilience building and emergency management, planning, response, and recovery or the funding, policy, advocacy and service delivery of health, community services, legal or essential services for people at increased risk. These stakeholders may be from any level of government, not-for profit organisations, social enterprises or businesses.

Underlying risk drivers are the processes or conditions, often development-related, that influence the level of disaster risk by increasing levels of exposure and vulnerability or reducing capacity.¹⁸ These include poverty and inequality, climate change and variability, unplanned and rapid urbanization, weak governance, and the lack of disaster risk considerations in land management and environmental and natural resource management.¹⁹

Zone Emergency Management Committees are part of the emergency management structure in South Australia. The State is divided into 11 Emergency Management Zones, with each Zone having a Zone Emergency Management Committee (ZEMC) made up of Local and State Government and emergency management staff. These committees have a risk assurance role and provide regional leadership in emergency management in their Zones. One of their main roles is the development of a Zone Emergency Management Plan.²⁰

17 United Nations Office for Disaster Risk Reduction 2022, [Terminology](#)

18 United Nations Office for Disaster Risk Reduction 2022, [Terminology](#)

19 United Nations Office for Disaster Risk Reduction 2022, [Prevention Web](#)

20 State Emergency Service of South Australia 2024, [Zone Emergency Management Plans](#)

Appendix 1: People at Increased Risk in Emergencies Framework for South Australia 2025-2029: Framework on a page

Vision

Equity: All people in South Australia are informed and prepared for climate extremes and disasters and have access to resources and community supports to mitigate against, respond to and recover effectively from emergencies.

Long term outcomes

Reduce the disproportionate burden of injury, trauma and loss from disasters on people at increased risk

Strengthen sector, organisational, community and individual resilience, particularly of people at increased risk

People at increased risk in emergencies

Any of us can be at increased risk in an emergency at different times in our lives. For some, their increased risk can be adequately counterbalanced by their strengths, capacities and resilience, while others may require additional assistance to strengthen their capacities and resilience to be able to better prepare for, respond to and recover from an emergency.

Risk and resilience are features of all parts of our community. The responsibility to mitigate risk and strengthen resilience therefore lies with all its members, including individuals, households, communities, organisations, states and nations.



Aim 1: To embed people focused, systemic approaches to addressing the needs of people at increased risk into the plans and processes of the emergency management and other stakeholder sectors, better enabling people at increased risk to prepare for, mitigate against, respond to and recover from emergencies.

Objectives

- 1.1. Facilitation processes used to support the People at Risk in Emergencies (PaIRE) Policy and Strategy Group purposefully enable achievement of Framework aims efficiently and with good cross sectoral involvement
- 1.2. Education and awareness-raising activities support health and community service providers to increase their understanding of climate and disaster hazards and risks for their client populations and how to address them
- 1.3. Clear communications mechanisms are developed to strengthen cross sectoral relationships
- 1.4. Shared measurement indicators are developed to deepen sector collaboration and inform outcome data collection that will drive improvements for people at increased risk
- 1.5. Strategies are put in place to ensure climate and disaster risks inform decision making by all stakeholders
- 1.6. Sector stakeholders strengthen policy and practice, including emergency planning, mitigation, response and recovery processes to better support people at increased risk to prepare for climate extremes and disasters.
- 1.7. Education and awareness-raising activities about data sharing legislation and policy enables improved understanding of how data sharing can be used in preparation for emergencies
- 1.8. Increased understanding is built among the various stakeholders supporting people at increased risk about each other's roles, capacities and capabilities
- 1.9. Collaborative strategies are implemented more often to improve outcomes for people at increased risk in emergencies

Aim 2: To strengthen human and social capital in South Australia, with a focus on emergency planning, preparedness and resilience for people at increased risk.

Objectives

- 2.1. Lived experience involvement and community consultation in emergency planning and decision making is increased
- 2.2. More communities are engaged in place-based or community-led emergency preparedness activities including people at increased risk
- 2.3. Emergency information is more useful, practical, easy to find, and accessible and is more frequently used to inform decision making by/with people at increased risk before, during and after an emergency
- 2.4. More health and community service providers are supporting people at increased risk to develop personal emergency plans
- 2.5. Disclosure of disaster risk to inform community and sector decision making processes and planning is improved.

Guiding principles

- Do no harm
- People focused
- Understanding & empowerment
- Everyone has the right to contribute
- Equitable access
- We are in this together



This Framework was developed by the South Australian Council of Social Service and Australian Red Cross for the government of South Australia, and with the support of many and varied stakeholders. The development of this Framework was funded through the Disaster Risk Reduction Grants Program by the Australian Government and South Australian Government.



**Government of
South Australia**



SACOSS



**Australian
Red Cross**