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RISKY BUSINESS: WHY DIVERSITY AND INCLUSION MATTER

Into the future: building skills and capabilities for a diverse and inclusive workforce, workshop synthesis and key research findings

Celeste Young and Roger Jones (Victoria University and Bushfire and Natural Hazards CRC)

With contributions from Janine Taylor (Queensland Fire and Emergency Services), Mal Connellan (NSW Fire and Rescue), Peter Button (South Australia Metropolitan Fire Brigade), Steve O'Malley (Metropolitan Fire Brigade) and Kelly Martin (Yosemite National Park)



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Executive summary

Effective diversity and inclusion (D&I) is at the heart of what emergency management organisations (EMOs) are and do. It is now clear that if they are not inclusive of the difference that diversity brings, they are placing at risk their organisations and the communities they work with.

Australian communities and the risks they face are changing. For the Emergency Management Sector (EMS), this emphasises the importance of building resilience and developing community partnerships. EMOs need to see themselves represented within the community and communities need to see themselves represented within EMOs. As a result, effective D&I, which can support these activities, is starting to be seen as a core capability. There is also a growing recognition that if EMOs are to become agile, learning organisations who can effectively manage diversity and change, D&I will need to move from a peripheral activity to a central focus. A clear message from this project is that the key to this is for EMOs to focus on developing an inclusive culture.

A key barrier to achieving effective D&I is a limited understanding of how to join conceptual aspects of D&I to practical application and tasks, and to use that to develop a set of focused activities capable of achieving their goals. Specifically, understanding **why** D&I is important for core business and **how** it enhances service delivery – particularly in lower levels of organisations. Without answers to these questions, it can be difficult to develop the strategies needed to support and guide the multiple areas of activity required to achieve a diverse and inclusive workforce.

The workshop ‘Into the future: building capabilities and skills for inclusive and diverse organisations’ held in December 2018 at Victoria University, aimed to explore these issues. In particular, it aimed to understand:

- The attributes, skills and capabilities needed to support D&I practice and implementation of activities
- How these might change in the future, and
- How D&I related to current tasks at the service delivery level.

Twenty D&I practitioners from ten EMOs, the community, research and D&I-related industry bodies and agencies attended. The workshop took participants through a structured process using three scenarios representing D&I ‘shocks’.

- **Scenario 1** involved a large influx of climate refugees from different cultures into a high-risk environment
- **Scenario 2** outlined a social media storm due to a lack of cultural awareness in a local brigade, and
- **Scenario 3** posed a policy reversal on D&I that required a sector-wide response in relation to the benefits.

Participants were asked to propose interventions, list their benefits, and prioritise the most important attributes, capabilities and skills needed to support those interventions.

Key findings were:

- The highest level of allocations in the programmatic action category was given to capacity building.
- The highest level of allocations in the strategic action category were given to change management/integration of D&I (e.g., the integration of D&I into organisational frameworks and practice).
- The specific nature of D&I practice, particularly in relation to the management of the social elements associated with natural hazards, means specific skills are needed in addition to current generic and technical skills (e.g., community safety for diverse cohorts).
- All three workshop discussion groups chose interventions that prioritised community safety, security, trust and engagement.
- Risk was a key theme in terms of activities and interventions.

A critical finding was the workshop conclusion that D&I shocks can lead to risks serious enough to threaten the ability of EMOs to perform their functions. Although there were multiple manifestations of this, the primary points of origin for these risks were:

- from within a community
- from within an organisation
- between an organisation and the community, and
- from an external influence, such as government.

D&I risks may also occur due to inaction in the face of issues that arise from poorly managed or poorly implemented D&I activities. The consequences of these risks can have a profound effect on organisational sustainability and community safety. The most commonly identified consequences identified in the workshop related to:

- increased conflict
- competing agendas
- increased risk to both organisations and the community
- erosion of trust in between the community and EMS, and
- a reduction in ability to respond effectively.

Responses to the scenarios indicated that these shocks were recognised and not uncommon. Many workshop participants had a collective, almost visceral, reaction to the scenarios recognising aspects such as:

- how easily such shocks could occur
- the degree of damage they could produce, and
- the extent of time and resources that would be required to recover from the shocks.

Management of these risks for EMOs is complex, as aspects lie outside their direct areas of responsibility. It is important to identify where EMOs have direct agency to act and where they need to collaborate and influence, so limited resources can be effectively managed.

These risks have been present for some time but are not explicitly recognised or managed in formal risk processes within EMOs. Their pervasive nature and ability to amplify existing risks or to create new risks indicates a need to more clearly define these risks and to ensure they are being properly owned and managed. As a result, it is recommended that D&I risks be included on organisational risk registers as an explicit category.

‘We are in a difficult time and people need leaders they can trust. People won’t listen or follow someone, if they don’t feel safe with – why would they?’ — Workshop participant

D&I implementation activities also need to be supported by the development of specific capabilities. Attributes (or qualities as they are often referred to) are the raw clay which organisations shape through the development of skills into organisational capabilities. Traditionally EMOs have focused on skills related to effective response to an array of hazards. The workshop reinforced the need to develop skills and capabilities that reach beyond the usual technical and generic skills sets currently in use.

Attributes such as empathy and skills such as cultural competency, listening and reflectiveness were seen as particularly important (Table 1). Notably, some did not feature in frameworks assessed in Phase 1 of this project, and may indicate the growing maturity amongst D&I practitioners.

Table 1: Most allocated and most prioritised attributes, skills and capabilities from the workshop

	Attributes	Skills	Capabilities
Most allocated (>2)	Empathy Emotional intelligence Integrity Trustworthy	Communication Listening	Agility and adaptiveness Collaborative
Greatest importance (>2)	Empathy Emotional intelligence Inquisitive	Listening Reflective	Agility and adaptiveness Cultural competency

Thirty-five benefits were listed by participants, with sixteen allocated to the community, ten to organisations and nine shared. It is notable that in view of the community-based benefits being given the highest allocation, our previous research has found few, if any, D&I indicators existed in this area.

Building the future workforce

‘Creating a mentally healthy workplace requires authentic commitment and sustained effort and resourcing. It requires valuing mental health equally with physical health and occupational and public safety. But the effort is worth it because, mentally healthy workplaces keep everyone safer.’

— Julia Gillard, Chair, Beyond Blue (Beyond Blue Ltd, 2018, p7)

Extensive research has shed light on the impact of poor inclusion on wellbeing and resilience in organisations and communities. In terms of organisations, Worksafe has also clearly outlined that all organisations have a legal responsibility to ensure a **physically** and **psychologically** safe work environment (Worksafe Victoria, 2017). It has highlighted that safe and inclusive environments and behaviours which support the development of connectedness and belonging are critical to organisational resilience. However, achieving this is a reflective process, which opens our hidden selves up to scrutiny, requiring **personal** and **organisational** growth, and the changing of identity and entrenched ways of thinking. Uncomfortable conversations and rethinking and reshaping of institutional and organisational structures are part of this process. We are still learning to how to have these conversations, and the awareness and skills that support this capability are still being developed. Focused and inclusive leadership that keeps its ‘foot on the pedal’ across all levels of EMOs is critical if they are to address this agenda effectively.

This workshop has highlighted the need to more fully understand the risks associated with D&I and the impact of these on EMOs and their core business. It also reinforces related project findings that D&I is central to emergency management of natural hazards and is not a problem to be ‘fixed’, rather a situation that requires ongoing management that is systemic and strategic.

D&I is indeed ‘risky business’, but EMOs need diverse and inclusive workforces if they are to be sustainable into the future. The question is no longer **if** it is necessary, but **when** it will become fully integrated into EMOs.

The purpose of this report

This report covers three areas:

- It reports on a workshop entitled 'Into the future: building capabilities and skills for inclusive and diverse organisations' held on 5 December 2018 at Victoria University.
- It introduces and describes D&I-related risks as they apply to EMOs.
- It links attributes, capabilities and skills to the management of these risks and day-to-day activities.

It contains insights from six focus group interviews with members of brigades and units from EMOs in Victoria, New South Wales and South Australia.

A key finding of the workshop was that D&I shocks can result as a substantial organisational risk. This report provides some of the groundwork for understanding what these risks are and how they manifest in an organisational context. The aim is to provide a starting point for EMOs to think about how to incorporate D&I risk more formally into their operational frameworks.

Background

Emergency Management Organisations (EMOs) are complex. Their scope of activity spans the prevention, preparedness, response and recovery (PPRR) spectrum of emergency management, requiring a range of activities that contribute to the wellbeing of communities. Yet this diverse set of tasks is often not reflected in the workforce or behaviour. Recognition that EMOs have 'unacceptably low levels of diversity' and need to better reflect the communities they work to serve (National Strategy for Disaster Resilience, NEMC, 2011), is driving the need for EMOs to diversify their skills, workforce and services to meet the changing needs of their communities.

The context in which these organisations operate is changing due to:

- The increasing intensity and frequency of events due to climate change
- Greater damage and loss from these events, resulting in higher costs
- Changing demographics
- New technologies, particularly digital
- Resource constraints and decreasing volunteer numbers, and
- The need to build resilience within EMOs and their communities to reduce the impacts of future events.

These dynamic and systemic drivers are shifting the focus of EMO's activities across the PPRR spectrum – from short-term tactical approaches to stopping potential disasters, to long-term strategic approaches focussed on future outcomes involving community health and wellbeing. They are also driving the need for innovation as new services are developed to increase the resilience of EMOs and their communities. This means fundamentally changing the nature of the relationship EMOs have with their communities, from delivering a service (transactional), to working with them (relational) (Young et al., 2018).

EMOs have already recognised the need to become more inclusive in their practice, and to think and act beyond organisational boundaries to encompass the whole emergency management system. This is enacted through internal and external relationships and effective management of these. The key barrier to achieving this, identified in Phase 1 of our research, is organisational culture and the key need is for management – and the development of new skills. In a diversity and inclusion context, management extends beyond formal 'managers' to management of self (Young et al., 2018). Leadership also extends beyond 'nominated leaders' to leaders at all levels in the organisation. Top-down, bottom-up approaches are needed to support development and growth of these new skills and capabilities.

EMOs are working towards building more inclusive work cultures and to better understand of the process of implementation, organisational and individual attributes, and the capabilities and skills required for effective diversity and inclusion. With greater understanding, new narratives and characteristics that contribute to an inclusive culture can be developed. The challenge for EMOs is how best to do this in a changing environment, so the outcome enhances their overall effectiveness.

Diversity and inclusion: building strength and capability project

'Diversity and inclusion: Building strength and capability' is a three-year project which has been funded by the Bushfire and Natural Hazards Collaborative Research Cooperative (BNHCRC). The key purpose is to understand what effective D&I is, and what this means for EMOs in terms of practice and measurement. The project aims to develop a framework that supports improved management and measurement of D&I by providing a basis for more effective evidence-based decision making, that can be built upon by EMOs as practice progresses.

The project has three stages:

- Phase 1: Understanding the context in which D&I exists in EMOs and the community.
- Phase 2: Development of a D&I framework suitable for EMOs.
- Phase 3: Testing and utilisation of the framework.

Phase 1 has been completed, and four reports have been released that provide the basis for development of the draft framework and improved understanding of what underpins best practice in this area.

Key activities for Phase 2 of the research are:

- Interviews within brigades and units to understand how D&I relates to day-to-day tasks and context to inform the development of the D&I framework.
- Two case studies examining community capability.
- Two economic studies of D&I programs.



Understanding diversity and inclusion risk

‘If only senior managers dealt with these issues in the same way they do the emergency incident – by giving it their full attention.’

— Ex-firefighter, Dr Dave Baigent

The need for organisations to consider D&I from a risk perspective is not a new concept. Holzmann and Jorgensen (1999) presented a set of conceptual components making up social protection and applied them to social risk management. It makes particular reference to equity and measurement of risk through a welfare lens. The *Opening up on Diversity* report PWC (2017) also explored reputational risk, stating: ‘Your record on diversity and inclusion is now a key, though generally under-managed, source of reputational risk as it comes to play an increasingly powerful role in shaping stakeholder perceptions’.

More recently, a focus on wellbeing has provided another lens, where inclusion plays a role in ensuring the wellbeing of workers, covering their physical and psychological safety in the workplace (Worksafe Victoria, 2017). These are creating new responsibilities and liabilities for all organisations.

In the EMS, these risks are further complicated by the fact that EMOs have a hybrid paid and unpaid workforce, and their core business requires active involvement and collective action with their communities. D&I risks can exist in multiple domains and have multiple owners, and the management of some aspects of this risk will be outside an organisation’s jurisdiction. It is also likely that many of these risks are currently unidentified, unacknowledged or unowned.

The nature of diversity and inclusion risks

D&I risks can be **chronic** or **acute** in nature. Acute risks are created when shocks are the result of a short-term event that can have a high impact. For example, a directed and destructive behaviour (such as physical assault or threatening actions towards an individual). With chronic risks, impacts build over time until they cross a threshold, resulting in a shock that elevates the impact level from low to high. For example, sustained low-level discrimination or micro-aggressions, which are directed at specific cohorts or individuals, can lead to long-term psychological issues and potential litigation. It can also lead to a negative view becoming institutionalised in an organisation.

A similar way of classifying risks is **direct** and **indirect**. Acute risks are obviously direct, but chronic risks can either be direct or indirect. An example of an indirect risk is if an EMO loses the trust of their community, the resulting fallout can leave that community more exposed to natural hazards. What complicates this further is that there can be inherited or residual impacts from past actions. Specific attention is needed to ensure these risks are acknowledged, managed and addressed so that potential future damage is minimised or mitigated.

How these risks are generated

D&I shocks can be internally or externally generated, or a combination of the two. Internally generated D&I risks can be the result of behaviours from within the organisation, or the result of organisational structures and processes that shape culture and behaviour.

The primary points of origin found for these risks were:

- from within a community
- from within an organisation
- between an organisation and the community, and
- from an external influence, such as a government.

Externally-generated risks stem from situations beyond an organisation’s control, for example, where policy is imposed by another level of government or where there is ineffective inclusion of diverse groups in a community. These risks can affect an organisation’s ability to understand or respond effectively to an emergency event, which can increase the damage and loss experienced from such events.

Poorly managed D&I shocks at micro and macro-levels can have powerful and potentially long-term impacts upon organisations, communities and individuals. These risks are often complex, and ownership of these can be shared between organisations and the community.

What is at risk?

When assessing values at risk from D&I shocks, it helps to focus on different types of capital. This capital provides a basis for understanding essential assets needed to support future sustainability. The five capital assets outlined in the UK Department Foreign International Development Livelihood Framework 2000 (Carney, 1999, p57) are:

- financial
- physical
- human
- social, and
- natural.

These are useful because they include the major forms of capital that align and support D&I and resilience building activities, and they also align with the National Emergency Risk Assessment Guidelines categories.

The role of social and human capital

Social and human capital are the areas most at risk in terms of direct impacts resulting from D&I shocks. They also hold the key to the types of skills, capabilities and attributes, and interactions that need to be developed to support diversification and inclusive practice in EMOs.

Human capital can be defined as ‘... the knowledge, skills, competencies and attributes embodied in individuals that facilitate the creation of personal, social and economic wellbeing’ (OECD, 2016a, p29). This is of individual or collective value, and encompasses skills that support D&I and the growth of new knowledge.

For most organisations, human capital is usually an internal consideration, but EMOs need to extend that notion to the community. This is important for two reasons: the substantial role volunteers play in service delivery, and the role of the community in partnering with EMOs in order to build resilience and exercise risk ownership.

Social capital is described by Woolcock (2002) as: ‘... the basic idea is that one’s friends, family and associates constitute an important asset, one that can be called on in a crisis, enjoyed for its own sake or leveraged for material gain’ (p20).

Social capital is seen as pivotal to social cohesion and equity. It is also defined as ‘networks together with shared norms, values and understandings that facilitate cooperation within or among groups’ (OECD, 2016b, p103). Effective relationships generated by interactions are central, and these manifest between different networks and groups **within** organisations and communities and **between** organisations and communities. The quality of these interactions determines whether social capital is positively or negatively impacted. In particular, they determine the level of trust generated by the building of social capital that is critical for the delivery of effective services and organisational development.

Three main categories are proposed for this type of capital are (OECD, 2016b, p103):

- **Bonds:** Links to people based on a sense of common identity (‘people like us’), such as family, close friends and people who share our culture or ethnicity.
- **Bridges:** Links that stretch beyond a shared sense of identity – for example, to distant friends, colleagues and associates.
- **Linkages:** Links to people or groups further across both organisational as well as society.

Understanding impact of behaviours

‘Everything is bullying now, no one knows what it means anymore, it is everything and nothing.’

— Workshop participant

Implementing D&I requires substantial change, and challenging behaviours from individuals and cohorts are a well-known part of the process. These behaviours pose a risk, and can have impacts within organisations and communities. Anecdotal evidence strongly indicates that management of these behaviours is not well understood and can be poorly enacted in areas in EMOs. Processes for addressing these issues are also seen as ‘time consuming’ and ‘not very effective’ – particularly in relation to addressing organisational impacts.

How well negative behaviours that arise during implementation are managed can determine whether a program does or doesn’t work. Proactive and informed management of these behaviours is also an important part of reducing the potential risks that may manifest if such behaviours are left unattended and become normalised in the work culture. Figure 1 outlines key behavioural determinants identified in Young et al., (2018). These can help managers identify key types of behaviours and combinations of behaviours, which can support the development of appropriate management strategies.

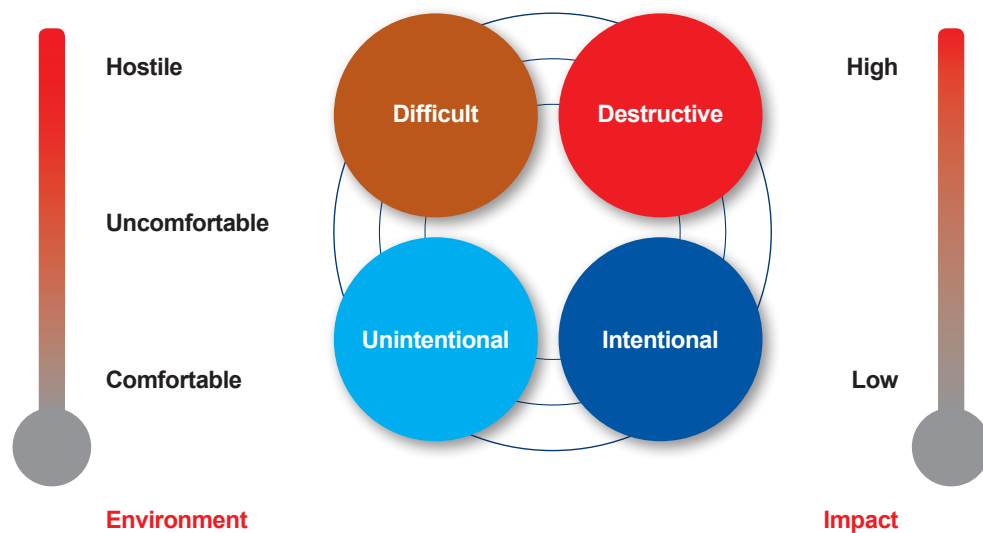


Figure 1: Different behaviours related to impact and environment

Behaviours can be entrenched, arise in response to change, or as reactions to specific programs within D&I implementation processes. They can manifest in a number of ways, and it is important to differentiate between the following (Young et al., 2018):

- **Difficult behaviours** cover inappropriate behaviour that can lead to discomfort where there is potential for harm to others, or D&I-related activities.
- **Destructive behaviours** cover inappropriate behaviour that directly harm others, or negatively impact D&I-related activities.

The other important factor is whether the actions are directed or reactive, as this determines how this should best managed.

- **Reactive behaviours** are uncontrolled responses to a situation where a person may not be fully aware of their behaviour or the outcome.
- **Directed behaviours** are deliberate and intentional actions where a person is fully aware of their behaviour and the outcome.

Different combinations of these types of behaviours are likely to be experienced by most D&I practitioners and managers. Some of these combinations are shown in Table 2.

Table 2: Summary of behaviours concerning diversity and inclusion with examples and outcomes

Type of behaviour	Example behaviour	Potential outcome
Reactive difficult	Becoming upset or angry in response to being challenged	Uncomfortable
Directed difficult	Inappropriate comments or jokes to a specific cohort or person due to discomfort	Very uncomfortable
Reactive destructive	Malicious gossip about a cohort or individual	Becoming hostile
Directed destructive	Bullying or discriminatory actions against an individual or cohort	Openly hostile

Behaviours are also interactive, potentially creating feedback loops that reinforce and can create environments that are hostile and harmful to others. For example, behaviours such as ongoing micro-aggressions (such as snide comments and withdrawal of support), can lead to high-impact outcomes that reduce welfare and cause psychosocial damage to a people. This may in turn lead to litigation for organisations and other costs to the community, government and immediate family.

Whether a **behaviour** is reactive or directed can help determine the most appropriate intervention. For example, inappropriate language use around someone from a different culture may be addressed through education, whereas direct discrimination may require legal action. Whether an **action** is reactive or directed does not determine the level of impact on others, as both types of actions can have equally damaging effects. Managers will need to consider carefully how they fulfil their duty of care to those exposed to the behaviours, and ensure appropriate support is provided as part of the intervention process.

Types of risk that arise from D&I shocks

The systemic and pervasive nature of D&I risks make classification difficult. D&I shocks result in diverse risks arising that result in two primary types of risks in relation to EMOs:

- **Direct risks** to the organisation are the result of a specific action(s) from within the organisation or from external parties. An example of direct risk would be due to a directed destructive action that impacts an organisation, for example, behaviour with a cultural or gendered bias resulting in damage to a specific individual or cohort within the organisation.
- **Indirect risks** result from a flow-on effect from a direct impact – either in the community or the organisation – that reacts with areas in the organisation and community creating new risks that can impact them.

The impact of indirect risks can be just as severe as those from direct risks. An example is breakage of trust, which can reduce the ability of EMOs to take part in and encourage collective behaviour. This can reduce community safety and effectiveness of service delivery.

D&I risk can also affect multiple areas through risk contagion. This is when a risk ‘infects’ another area beyond the initial impact. This type of risk contagion can result in compound risk (the combination of two or more risks). For example, a lack of inclusive practice in organisations can result in vulnerable community fragmentation, causing increased levels of risk. It can also result in longer term impacts such as a negative image of a community, which can have economic impacts on local businesses. Pre-existing risks can also become amplified as a result of a diversity shock. For example, resistance to an increase of diverse cohorts in organisations or communities can increase the vulnerability of these cohorts.

Table 3 lists a variety of risks where the origin is predominantly related to D&I. A more detailed classification, along with impacts and consequences, treatments, tasks, attributes, skills and capabilities is included as Appendix D.

Table 3: D&I-related risk categories (direct or indirect), the major capitals at risk and risk examples

Risk category	Impact type	Primary capital at risk	Risk example
OHS	Direct	Human	Decreased wellbeing of workforce
Reputational	Indirect	Social	Poor public perception of organisation, loss of social licence with community
Operational (service delivery)	Direct	Human	Reduced service and response capability
Regulatory and legal	Direct and indirect	Human	Legal action for discrimination
Innovation	Direct	Human	Reputational damage and disengagement due to perverse outcomes
Programmatic risk (D&I program implementation)	Direct	Social	Inability to fulfil future community needs due resistance to programs
Strategic	Direct	Human	Inability to transform and secure organisational sustainability due to lack of strategic vision
Political	Direct and indirect	Social	Disruption of D&I programs and strategies due to changing political agenda
Social (community livelihoods)	Indirect	Social	Reduction in community safety and increased vulnerability in diverse cohorts
Economic	Indirect	Financial	Unforeseen liabilities from D&I failure (e.g. increased costs of insurance premiums due to discrimination claims)
Cultural	Indirect	Social	Breakage of trust, cultural values at risk
Environmental	Indirect	Natural	Increase in community risk due to loss and degraded natural environment

Note: Pre-existing risks associated with D&I, and those exacerbated by the poor implementation of D&I programs and strategies, are not included.

Managing D&I shocks

D&I shocks can result in a myriad of risks ranging from perceived risks that have social, moral and ethical aspects to physical risk through to social and political aspects of D&I itself. They can be readily amplified through word-of-mouth, and social and conventional media. They are also subject to a range of psychological biases, such as the loss versus gain effect and sunk costs fallacy, where investments in poor decisions are justified and perpetuated. The consequences of these for EMOs and their communities can be profound and long lasting. It is something that organisations ignore at their own peril.

‘People don’t resist change as such, they resist loss and they are afraid of changes if they think they are going to lose something.’

— Pete Buttigieg, Van Jones interview, CNN, March 2019

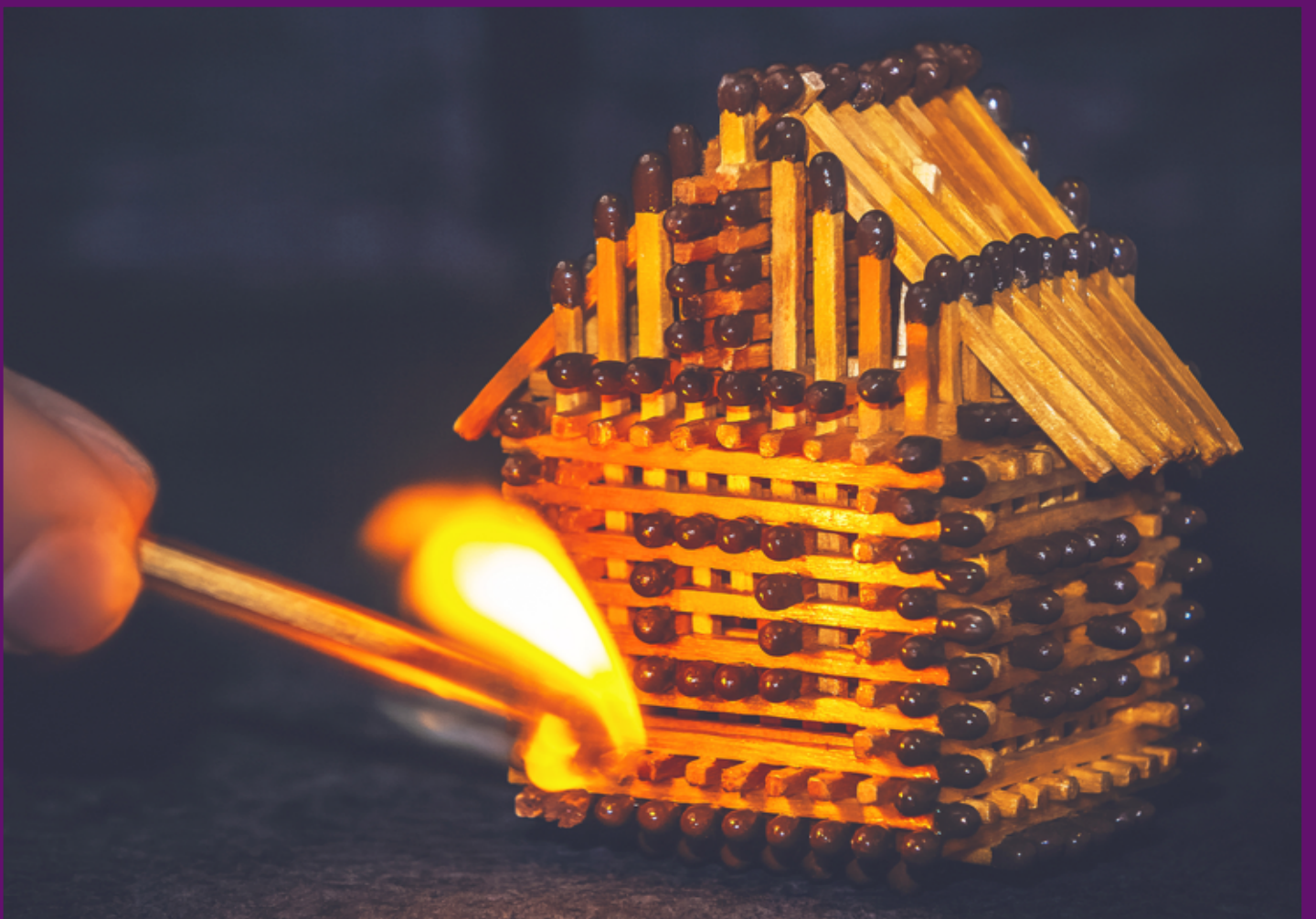
As workforces become more diverse, it is important to ensure different types of people are well integrated into organisational structures so they do not become the focus of negative attention. Managers also need to assess how current social and organisational systems and formal and informal structures have contributed to or resulted in existing behaviours, as they are often the visible symptoms of more complex issues. These types of assessments will also help identify what other issues may need to be addressed as part of an overall management strategy.

‘I feel terrible, just terrible.’

— Focus group participant response to the question ‘How do you feel when you can’t solve something?’

The systemic nature of D&I risks means that they are often not amenable to being placed within a single typology or classified into neat boxes, and need ongoing management that is systemic and strategic. This may make them seem unmanageable to people who are used to well-bounded linear risk. As a result, it is preferable to avoid notions of failure and success and focus attention on what works and what doesn’t.

D&I shocks are not always avoidable, so having effective diversity in place, with its inclusive environments and practice, is central to managing the risks that may arise. This is a critical capability that can also be used to enhance current services, increase participation and build community resilience.



The workshop

‘Being able to think these situations through and talk honestly as a group was really reaffirming. Sometimes you get so bogged down in the difficulty of doing this, you can forget why you do it and what is possible.’

— Workshop participant

A key finding of Phase 1 of this project was that there is little understanding in practical terms as to what specific capabilities, skills and attributes are needed for D&I – particularly in relation to the current and future workforce and the tasks they undertake. This workshop was designed to explore this issue.

The workshop aimed to improve understanding within the EMS context, to support effective practice within organisations and throughout the sector, and how it related to specific tasks. The outcomes of the workshop will support the further development of the Diversity and Inclusion Framework.

The workshop was attended by 20 people representing 10 agencies from across the EMS. Representatives from industry, not-for-profit (NFP) organisations and research also participated. There was a varied representation of gender and ethnicity, and a mixture of executive, management and officer levels in attendance. All participants were active in areas of D&I practice and had been invited due to their expertise in this area. The workshop was designed for a small group to allow for greater depth of discussion.

Workshop format

The key questions for the workshop were:

- What skills and capabilities are needed for inclusive practice in EMOs?
- Do these skills and capabilities change during specific aspects of the transformation process? If so, how?
- What specific skills and capabilities are needed to solve D&I issues that people and organisations may encounter?

The workshop used a mixed format approach using structured activities and scenario exercises.

Two presentations framed the context for the day. Celeste Young from Victoria University provided an overview of D&I work capabilities, skills and attributes, and the change process and decision making from research that has been undertaken by the project to date. Victoria McDonough, Project Consultant, provided a practical insight into the management of intersectionality and inclusive practice from the NFP sector's perspective.

Exercise 1: Mapping capabilities, skills and attributes

Participants were asked to map the various capabilities, skills and attributes that they believed were important.

Exercise 2: Scenarios

Three scenarios presented plausible D&I situations:

- **Scenario 1** outlined a change in policy in 2030 that resulted in a large influx of two cohorts of migrants with different cultural backgrounds, who are then settled in a risk-prone rural area they have little experience of.
- **Scenario 2** outlined the unintended consequences of a lack of cultural awareness in a local brigade and a resulting blow-up in the online media.
- **Scenario 3** posed a retrospective policy change by a government minister that reversed policy on D&I, so the sector needed to respond to manage that reversal (see Attachment A for details).

Three groups were given a different scenario to work with, and templates were developed to capture the data from the exercises. Feedback was received from each group at the end of each activity.

Part A

Participants were asked to read the scenarios, respond individually in relation to their first response to this situation, and document what their immediate action/reaction might be.

They were then asked as a group to consider the following:

- 1) What are the possible consequences of the scenario for individuals, groups, organisations and the community if no action is taken?
- 2) What consequences may arise as a result of this scenario?

Part B

Participants were asked to determine the following:

- 1) What are the strategic and programmatic interventions you can take?
- 2) Select one intervention to work with (what you think will be the most effective).

Part C

Using the intervention selected and using a new template, participants undertook the following activities:

- 1) List the key tasks for each intervention.
- 2) List the possible consequences (positive and negative – organisational, team, individual, community) associated with each intervention.
- 3) List the potential benefits associated with each intervention? (organisational/community).
- 4) Place a dot next to the greatest benefit for each intervention.

Exercise 3: Prioritising attributes, capability and skills

Participants were asked to reconsider the previously listed attributes, capabilities and skills, and add any that they considered were missing. They were then given three dots and asked to select what they thought was the most important for D&I practice from each group.

Methodology

The data collected during exercises 1, 2 and 3 were coded and statistical analysis was undertaken to ascertain weightings in relation to responses. The scenario exercises were categorised using a grounded theory approach to extract key themes and look for synergies and patterns of decision making across the three groups. Due to the small size of the sample group and the interviewees, the findings are indicative only, and may be subject to bias and do not represent the EMS as a whole. Key tasks identified in the workshop were further examined through semi-structured interviews undertaken to examine understandings of D&I skills and connections to task with six focus groups consisting of members of brigades or units.

Response to scenarios

Initial responses to reading the scenarios

Individual responses were varied and participants regarded the scenarios as plausible. Some participants commented that they had experienced similar situations to those outlined in Scenarios 2 and 3. This was reinforced during the feedback from the groups. Feedback from Scenario 1 (forced migration of diverse cohorts in the future) was seen as plausible, but not yet experienced in Australia. It had, however, been observed overseas by one of the participants from a NFP organisation.

Emotional responses included being:

‘overwhelmed’, ‘overwhelming’, ‘frustrated’, ‘anger and eyerolling’, ‘horrified’, and feeling ‘apathy’.

Emotional responses were implicit in statements such as:

‘Short-sighted – not long-term’, ‘Seen that before’, ‘Missed opportunity’, ‘The plan looks neat on a page but not real life’, and ‘State of the world and politics must be shitty to make this a good idea’.

Other responses were pragmatic and participants automatically went into management of the issue:

‘Who are the community leaders?’, ‘What is the message we want to be heard in the media?’ and ‘Do the current D&I schemes apply here?’

‘This poses a real risk.’ — Workshop participant

Concern and awareness of the possibility of increased risk and impacts for EMOs and the community were the most predominant responses:

Scenario 1: ‘What are the highest risks?’

Scenario 2: ‘One incident, many fallouts across the community’, ‘Erosion of trust’, and ‘The community is at risk if there are emergencies as there will be a lack of trust’.

Scenario 3: ‘Fear response to moral panic’, and ‘Reduction in services delivery and quality’.

One workshop participant responded to it as ‘an opportunity’.

The first actions participants thought they would undertake fell into the following broad themes (Table 4).

Table 4: Summary of first anticipated actions in response to the scenarios

Action	Example
Reconcile	Apologise for the action
Communicate	Strong people-based campaigns, communicate with different community groups and government, instil confidence not fear, work with stakeholders directly and have community-based narratives
Connect	Connect with key stakeholders, government and community influencers, connect key people by building empathy
Educate	Educate people about risks, evidence-based lens on risk, invite the minister out into the field to experience it and its benefits first-hand
Collaborate and unite	Get the community/organisational stakeholders to work together, galvanising and bring the community together, develop unified response units, and D&I champions
Governance	Enforce current regulations, develop new policies

Community consequences of scenarios

Twenty-one perceived consequences for the community were broad-ranging, but all three scenarios were felt to increase risk to the community and negatively impact public safety. Eighty percent of all consequences were directly related to risk. Themes that were common to all three scenarios were:

- Increase and amplification of community risk and impacts, particularly psychosocial impacts
- Decrease in public safety and community cohesion
- Loss of trust in EMS and reputational damage to EMS
- Increase in conflict, community tensions and factions
- Program failure, and
- Negative effect on regional sustainability.

For details see Attachment B.

Organisational consequences of scenarios

Out of the 32 organisational responses, 65% of these were directly related to risk. There was also less commonality between the scenarios in terms of the consequences. Scenario 3, which outlined a political shock, identified the most risks to organisations.

Common themes that arose across all three scenarios were:

- increased conflict
- competing agendas
- increased risk
- erosion of trust in between the community and EMS, and
- a reduction in ability to respond effectively.

For details see Attachment B.

Tasks linked to diversity and inclusion

Tasks were elicited from exercise B1 (strategic and programmatic interventions) and exercise C1 (actions related to a selected intervention). Ninety-five tasks identified during the scenario exercises were divided into two categories – programmatic and strategic. The subcategories for each were similar across the two categories but showed different priorities. The top three themes in terms of programmatic tasks were capacity building, community engagement and partnering and collaboration (Figure 2).

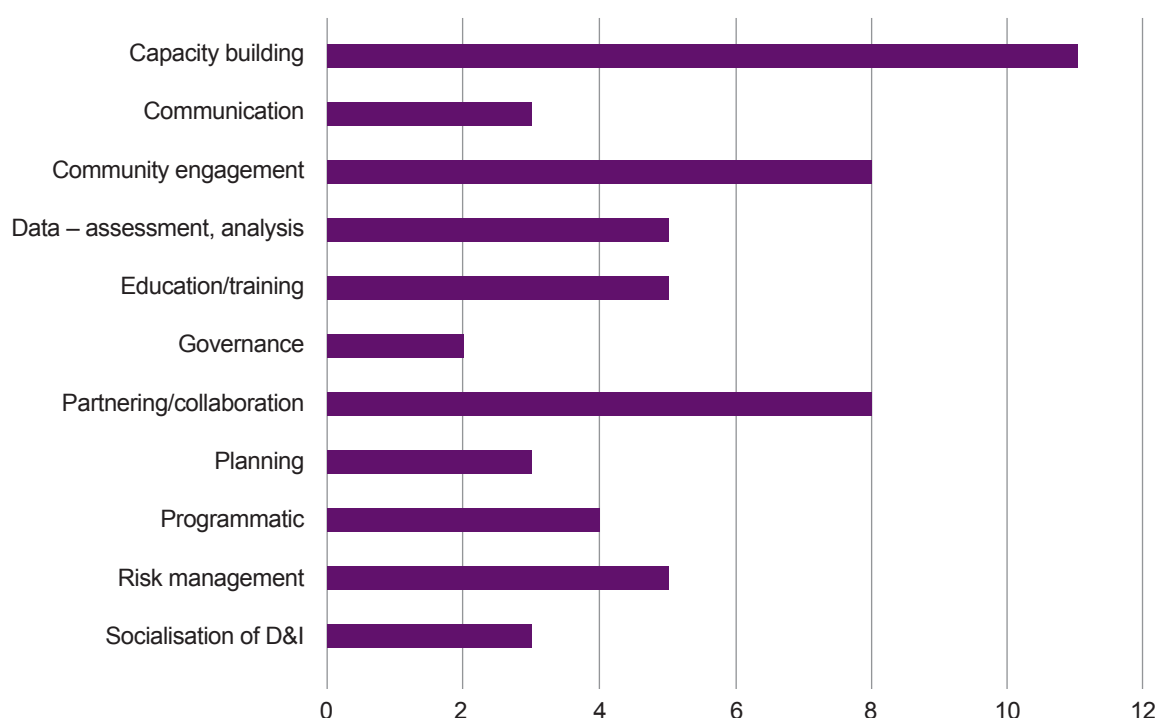


Figure 2: Allocations of D&I tasks from the scenario exercises to programmatic activities

For strategic tasks, the top three themes were change management/integration of D&I into organisations, risk management and capability building (Figure 3).

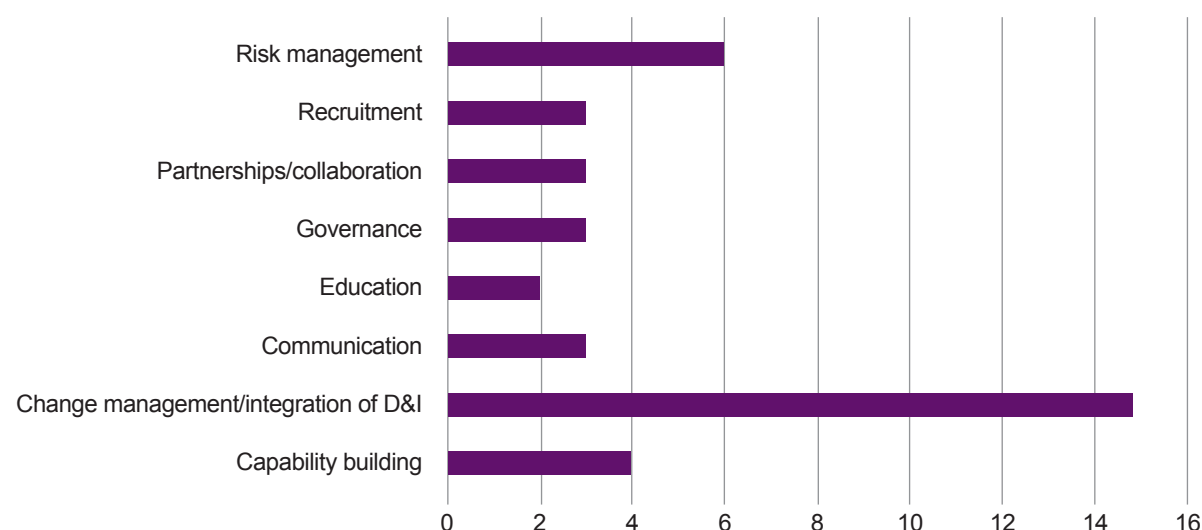


Figure 3: Allocations of D&I tasks from the scenario exercises to strategic activities

These differences in emphasis raise some interesting questions as to how well tasks are currently being translated from the strategic to programmatic areas. It may also indicate that EMOs currently lack the organisational infrastructure to link these two areas.

Consequences from individual activities

The three activities selected by the groups were the following:

- Scenario 1: Understanding the new situation to achieve an outcome of a more resilient and relevant response.
- Scenario 2: Joined-up community and emergency services and local government to support community services.
- Scenario 3: Workforce planning – what is the future community-centric organisation and what are the capabilities required?

The majority of the 24 consequences identified across the three activities were organisational consequences that provided challenges to the tasks identified (Table 5). Consequences related to social licence and loss of trust – critical for the effective delivery of emergency services – were also identified. Technology, external factors and behaviours were areas seen as challenging actions. Positive organisational action of such scenarios included championing and sustaining impetus for improvement and broader acceptance of the community.

Table 5: Identified issues from specific activities proposed as a result of the scenario exercise

Action	Example
Behaviours	1. Power plays 2. Loss of control of identity 3. Apathy and backlash 4. Fixed mindsets
External factors	5. Over dependence on services leads to inadvertent lack of resilience 6. Industrial relations/unions 7. Competition between agencies
Organisational	8. Management of risks 9. Championing and sustaining impetus 10. Governance 11. Data out of date or irrelevant to changed environment 12. Money and resources constraint 13. Changing roles 14. Lack of understanding of community factions 15. Culture of EMS 16. People blocking change 17. Tension – paid vs volunteer model 18. Acceptance of the community 19. Lack of understanding of community factions
Technology	20. Social media – feral public domain, separate conversations that could undermine what is happening. 21. Technology – community may bypass EMS
Social licence	22. Loss of trust between community members due to pre-existing cultural perceptions 23. Tensions between different communities 24. Perverse outcomes – reinforcing power structures and traumatising traumatised groups

Benefits

The 35 benefits identified from the exercises fell across three categories (Table 6, overleaf):

- Benefits for the organisations
- Benefits for the community, and
- Mutual benefits for both.

The highest level of benefits found were for the community. These included social benefits, such as a reduction of risk, increases in resilience, ability to recover and social cohesion. Economic benefits, such as increased investment, a more integrated and healthier economy and increased business were also identified. In terms of the organisations, trusted economic benefits were also identified.

The majority of these benefits are currently unmeasured within the community and EMOs. Our previous research has shown that there is little, if any, measurement of community benefits related to D&I, and that most measurement is focused on the diversity aspects within organisations. This further reinforces previous research that identified the need for development of understanding and better measurement of D&I benefits, particularly at the community level.

Table 6: Identified benefits from specific activities proposed as a result of the scenario exercise

Organisations	Community	Mutual benefits
1. Better targeting of resources to risks 2. Expanded capabilities across sector 3. Continuous improvement through assessment 4. Engaged workforce 5. Trusted economic benefits 6. Identified gaps 7. Better engagement and understanding of community values to steer activities 8. Effective relationships 9. Social licence 10. Increased trust in government agencies	11. Ability for individuals to manage their own risks better 12. Better engagement 13. Inclusive communities 14. Increased resilience 15. Community cohesion, capital, connectedness, engagement 16. Increase business 17. More integrated economy 18. Sustainability 19. Social cohesion 20. Harmony 21. Increased investment 22. Greater capacity to recover 23. Healthier economy 24. Attractive place to live 25. Community agency 26. Increased community resilience and connectedness 27. Confidence in public safety	28. Clearer mutual understanding and increased trust 29. Shared responsibilities 30. Empowerment 31. Non-political 32. Self-sustaining 33. Threat proof 34. EMS part of the social fabric of the community 35. Safe by design

Attributes, capabilities and skills

Attributes

Attributes are qualities or features that are defined as inherent parts of someone or something. They are essentially the raw clay from which organisations build capabilities. Of particular interest was that empathy (which is rarely a feature in D&I frameworks), was allocated the greatest importance (Figure 4). The other attributes selected as most important – emotional intelligence, inquisitive, integrity open minded and trustworthy – are consistent with inclusion frameworks, including *Diversity Council of Australia Building Inclusion: An evidence-based model for inclusive leadership*, (2015).

Notably, although they were implicit in the scenarios, attributes such as cultural awareness and sensitivity were not nominated in this exercise.

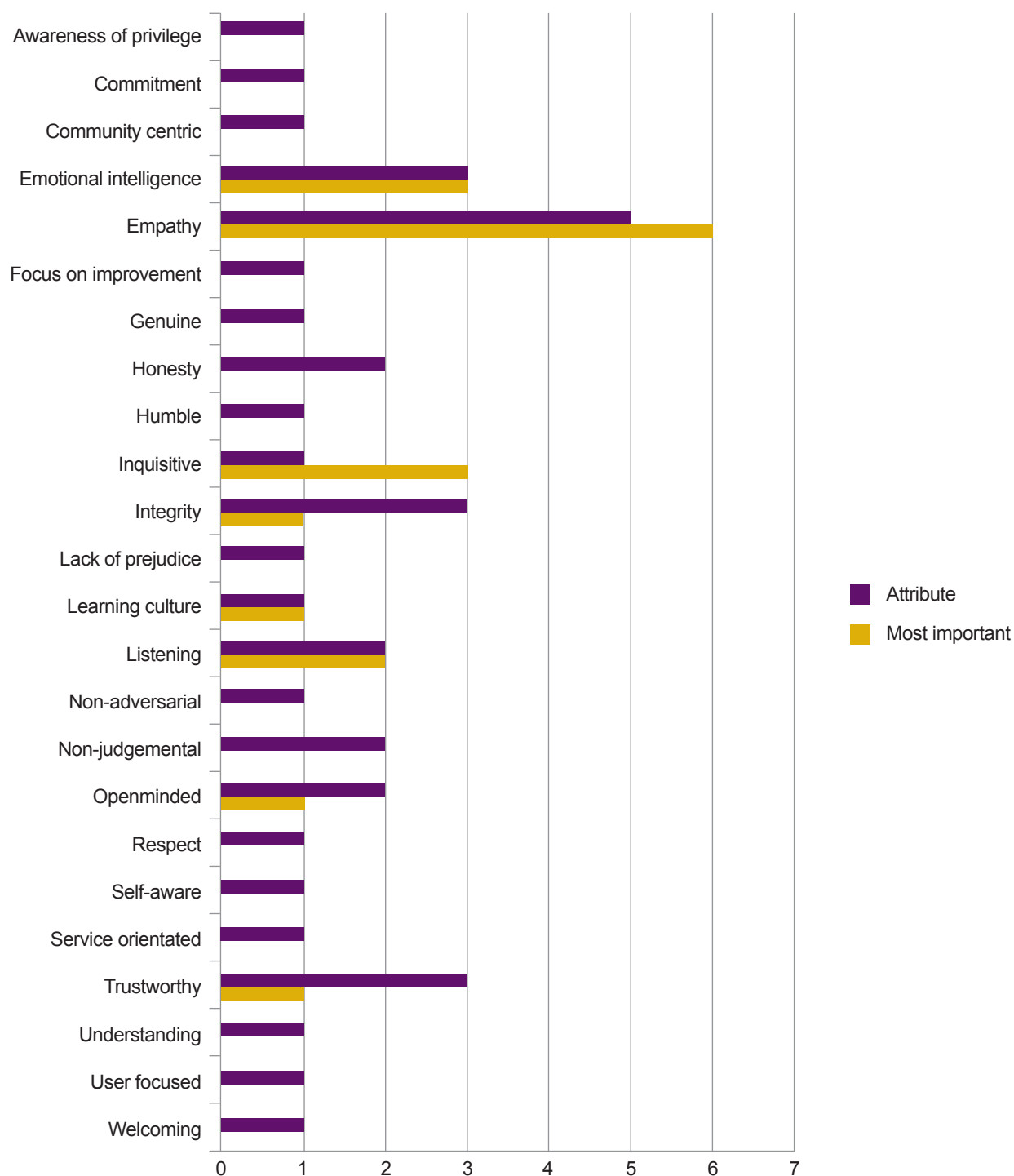


Figure 4: Selected attributes from individual scenario actions

Capabilities

Capabilities can be defined as ‘qualities, abilities or features that can be used or developed’ or ‘of being capable and having capacity and ability’ (Oxford Living Dictionaries). Both definitions are relevant to D&I in organisations, and are applicable to individuals and organisations.

When allocating importance, agility and adaptiveness received the most votes (Figure 5). Cultural competency, collaborative, inclusion, strategic, systemic and visionary capabilities were also nominated as important. These are consistent with current capabilities outlined in models such as the Diversity Council of Australia model.

The nomination of courage and self-care was of particular interest. These are specific needs directly related to the ability to grow and sustain D&I practice. Both are often characterised as attributes or traits and not in terms of capabilities.

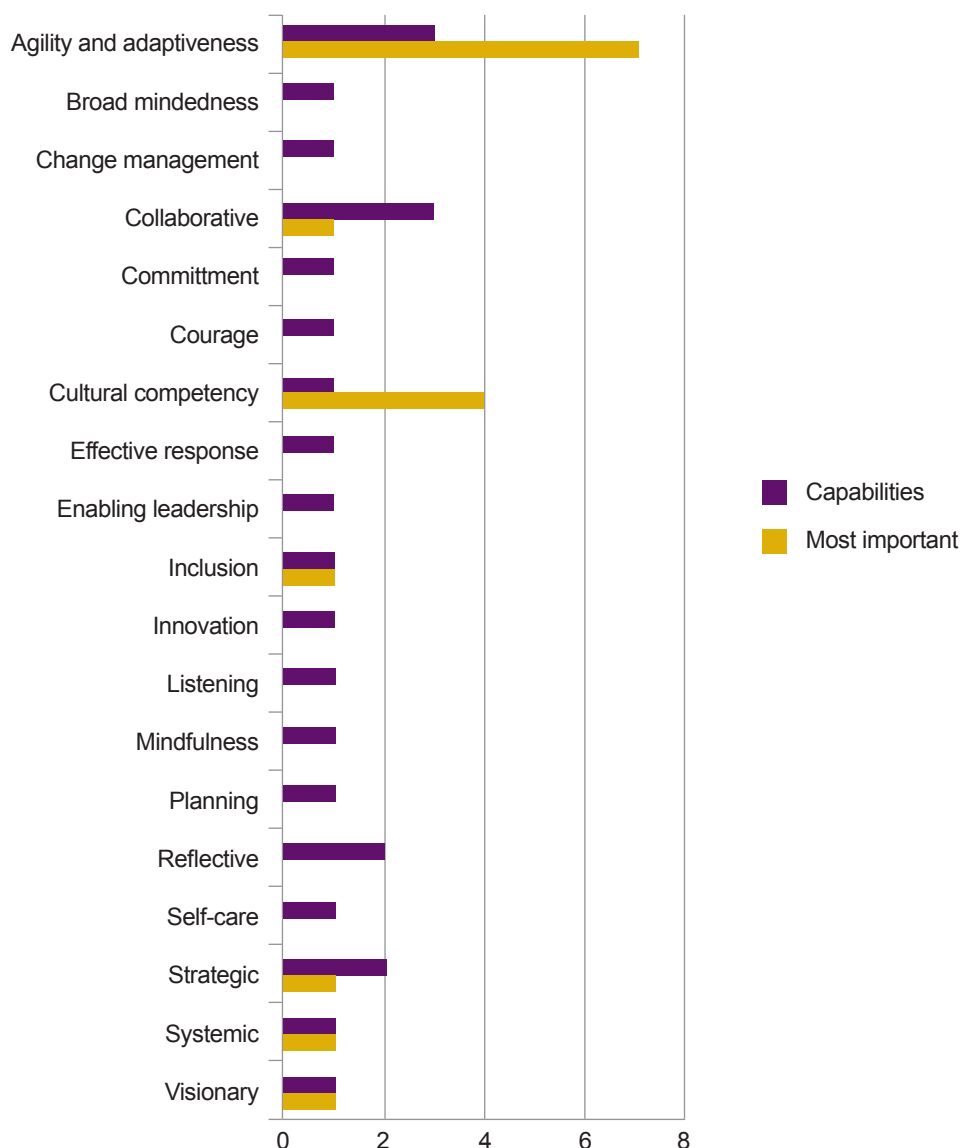


Figure 5: Selected capabilities from individual scenario actions

Skills

Listening and reflection were rated as the most important skills needed. Communication was given equal allocations as a recognised skill, but received fewer allocations as to its importance. Cultural competency, emotional intelligence, observational, self-awareness and systems thinking were also nominated as important (Figure 6).

Other skills nominated were being collaborative and analytic, and applied skills such as engagement, negotiation and being able to manage unconscious bias. These skills are generally recognised as important in organisational environments, but have not been specifically developed in relation to D&I in most EMOs.

Communication as a skill is already widely recognised as crucial for D&I practice, but the nomination of listening and reflective skills indicate the need for the development of specific social skills to enhance inclusion.

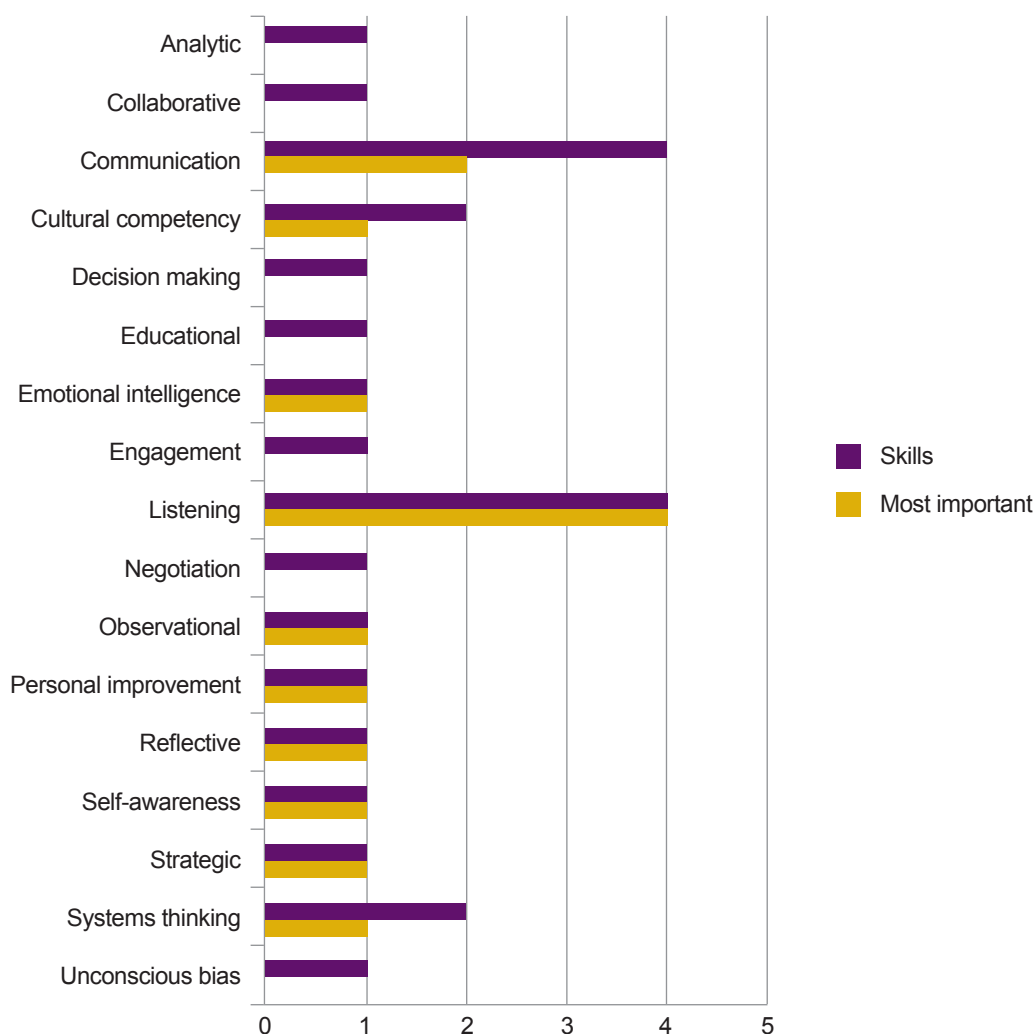


Figure 6: Selected skills from individual scenario actions

Although risk was a prominent theme in the workshop responses, there was an absence of skills associated with risk management and mitigation, including skills such as problem solving, which has previously been identified with management of D&I risk (Price Waterhouse Cooper, 2017). This may indicate a disconnect between specific D&I skills and core tasks undertaken within EMOs.

Joining the dots: the role of D&I in emergency management

‘It is going to take a lot of work to work this out.’ — Workshop participant

Through its application of scenarios and decision-making exercises, this workshop has shown that diversification of the workforce and inclusive practice are central to managing the changing risk landscape facing EMOs. It has also identified how pervasive D&I risks are, the different ways they can manifest and the serious implications of the consequences of poor management of these.

Recognising the risks and benefits of D&I, is a valuable starting point for understanding the role it can play in strategic planning across the PPRR spectrum. Diversity of thought, roles and people, and an inclusive approach to practice that builds relationships and trust within and beyond organisations, are important aspects of this process.

The risks associated with D&I can be a significant barrier to achieving success. A large shock, poorly managed, can negatively impact relationships, break existing social contracts that underpin effective service delivery, and place communities at significant risk. Providing a risk management structure and process can help join the dots between D&I and its value as a mechanism for managing and mitigating aspects of risk associated with natural hazards and other emergency events. It can also help pinpoint the specific nature of the skills, capabilities and attributes needed to support this and the key tasks that pertain to these. Detailed mapping across these areas of D&I-related risks is shown in Attachment D and can be used to link the identified tasks to day-to-day tasks across organisations. An abridged example of this is shown in Table 7.

Table 7: Abridged example of linking D&I risk to day-to-day tasks across organisations

Risk category	OHS
Risk	Exclusion or discrimination due to difference
Consequences	Low morale, disengagement, WorkCover/liability claims
Treatment	Develop inclusive culture program, education, measurement of wellbeing
Benefits	Decrease in insurance premiums, increase in trust, wellbeing and community safety
Key tasks	Monitoring and evaluation, engagement/communication, program development, project and risk management, innovation, education
Attributes	Cultural and emotional intelligence, sensitivity, trustworthy, empathy
Skills	Engagement, communication, educational, strategic, innovation, project and risk management
Capability	Risk management, self-care, cultural and emotional capability

Summary

‘Often you are competing for space to be heard and it is more about having the loudest voice and being told what to do, rather than listening and learning from people who actually work in this space.’

— Workshop participant

The workshop was predominantly designed to examine skills, attributes and capabilities required for D&I. However, it also brought to light the risks associated with D&I. The shocks described in the scenarios, although severe, were seen as plausible by participants. In particular, Scenarios 2 and 3 were recognised within some participants’ direct experience. Therefore, these risks could be described as having been in plain sight, but there is little indication of EMOs addressing them formally in risk management processes. Similarly, the opportunities for applying D&I practice to improve strategic and operational outcomes may be being overlooked.

Most of the attributes, capabilities and skills identified aligned with frameworks such as the Emergency Management Victoria, Diversity and Inclusion Framework. For example, agility and adaptiveness were nominated as the most important capability. Interestingly, empathy was seen as the most important attribute, and self-care was also raised as a capability. While these have not been found by our previous research to feature strongly in D&I frameworks, there is a growing conversation across the EMS in relation to empathic leadership.

The identification of tasks related to D&I are also a starting point for linking day-to-day tasks of employees, and provide a potential pathway for integrating D&I in organisations. Proactive and sustained leadership and management are critical to this process. Measurement is a key aspect of improving visibility of D&I. Current measurements do not capture benefits such as improved community safety which is central to core EMO business.

Generic skills such as communication and engagement recognised as crucial for D&I practice also need to be given greater attention in order to navigate its complexity. The focus on listening and reflection highlights the need to move from messaging and information transfer to deep engagement, which prioritises how communication is given, perceived and received by the listener and presenter. It is also a critical aspect of inclusive leadership and building effective partnerships. This reinforces the importance of the current initiatives in EMOs that are working to build more people-centric skills and develop D&I as a specific capability.

Conclusion

‘Don’t change the question because you don’t like the answer.’ — Workshop participant

In previous reports, this project has outlined how D&I has moved beyond being a moral imperative to being core business for EMOs. This is particularly the case as EMOs diversify to expand the types of activities they have traditionally undertaken in a context of constrained resources. The increasing diversification of communities and emerging needs in relation to the changing nature of natural hazard risks are also strong drivers.

Diversity and inclusion was shown to be both a cause of risk and the cure. Poorly managed diversity or D&I shocks and poor implementation of inclusion, could create risks and increase impacts. However, the opposite also applied, in that effective management of diversity and implementation of inclusion was seen to reduce risk, enhance service delivery and build resilience.

The major outcome of the workshop was the finding that D&I shocks can lead to risks so severe that they can threaten the ability of EMOs to perform their functions, and potentially place the community at greater risk by damaging the capacity of EMOs and communities to work together to mitigate and manage future risks.

It has also shown that the social aspects that underlie D&I are not a ‘soft’ side option, they are central to managing the dynamic risks that EMOs now face with their communities. How to do this effectively is a challenging question, but one that will need to be answered if EMOs are to become the organisations their communities need them to be for the future.

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Terminology

Diversity: 'The way we all differ and how those differences enable, enhance or inhibit the ability of individuals, groups and organisations to achieve individual, collective and/or organisational goals and objectives' (Davidson and Feilden, 2003, p60).

Inclusive organisation: 'Values and uses individual and intergroup differences within its work force, cooperates with and contributes to its surrounding community, alleviates the needs of disadvantaged groups in its wider environment, collaborates with individuals, groups, and organisations across national and cultural boundaries' (Mor Barak, 2000, p339).

Effective diversity: the result of interactions between organisations and individuals that leverage, value and build upon characteristics and attributes within and beyond their organisations to increase diversity and inclusion, resulting in benefits that support joint personal and organisational objectives and goals, over a sustained period of time (Young et al., 2018, p19).

Diversity and inclusion risk (organisational): the potential for harm to an organisation or its members where the origin of the risk is related to diversity or inclusion.

Acute risks occur as a result of an instantaneous or short duration exposure to the effects of an incident.

Compound risks are caused by one or more events occurring closely together and can result in the development of a new risk.

Chronic risks are due to increasing stress over time until a threshold is crossed that elevates the level of risk.

Risk contagion occurs when risk spreads, and causes changes or disturbances from one region to others.

Cascading risks are when multiple risks interact and cross from one domain into another creating a new risk.

Diversity and inclusion shock: a situation that may result in D&I-related risks that could result in disruption, change or damage to organisations or communities.

Diversity and inclusion practice: the use of knowledge, experience and evidence to implement D&I-related programs and projects and to engage in day-to-day inclusive conduct and behaviour.

Diversity and inclusion practitioner: a person with specific D&I skills, knowledge and expertise who is tasked with activities that relate to diversity and inclusion practice, management and or implementation.

Diversity and inclusion implementation: the practice of implementing policy, programs, activities or processes designed to provide effective diversity.

Diversity and inclusion benefits (organisational): the positive outcomes for an organisation provided through having effective diversity. These can range from employee wellbeing, improved lifelong learning and internal productivity through to improved trust within the community and the delivery of a broader range of more effective services and partnership.

Inclusive leaders: those 'who are aware of their own biases and preferences, actively seek out and consider different views and perspectives to inform better decision making. They see diverse talent as a source of competitive advantage and inspire diverse people to drive organisational and individual performance towards a shared vision.' (Employer's Network for Equality and Inclusion, Inclusive leadership webpage, <https://www.enei.org.uk/diversity-inclusion/inclusive-leadership> (accessed 30 June 2019).

Empathetic leadership: a leader with the ability to understand another person's experience, perspective and feelings. (Gourguechon, 2017).

Attachment A: Scenarios

Scenario 1

It is approaching 2030 and Australia has adopted the Orderly Settlement Policy. Climate change and environmental pressures are leading to humanitarian disasters in vulnerable parts of the world. The UN has brokered an agreement from Annex 1 (developed countries) that as part of the Bogota Protocol they will resettle communities who have been identified as being environmental refugees. The recognition that the uncontrolled movements of millions of refugees would harm developing and developed countries has led to efforts to resettle people in a more organised way.

Australia is resettling environmental refugees in regional areas where accommodation is cheaper and there is demand for unskilled labour for food production. The global demand for food is resulting in small-holder agriculture becoming more profitable, so emergency immigrants resettled in rural areas are provided with rudimentary accommodation and building materials. Land is made available for Resettlers to grow their own food and some seasonal work is available. Cultural groups who have been brought in under the scheme include Uighurs from China (who have Islamic beliefs) and Congolese people from central Africa.

The region they are moving into has catastrophic fire risk, heatwaves (which have recently become worse), and flash flooding risk due to intense rainfall. For cost-related reasons, the Resettlers are placed on the most marginal land, and they face higher risk than the locals. While the extra labour is welcome, there is community concern about the sudden influx of people.

This scenario sets up problems at two scales:

1. The emergency services have to manage these changes from a strategic point of view. Funds are tight and with the Resettlers, the government has given them a new problem, but not new funds. Areas that they might have sanctioned off with new planning laws to manage fire risk are now being occupied by Resettlers. For the past decades, agencies have been running D&I programs and strategies but the Resettler issues make D&I much more urgent. Some actions have been successful, others not so.
2. Emergency services at the local level now have an issue with two cohorts of people who do not speak English well, have little knowledge of the country, and have been put in harm's way. On the other hand, they are mostly able and keen, so would make good volunteers.

Scenario 2

Ashborough is a regional community made up of farming and local businesses that rely on domestic and international tourism. The local town is expanding rapidly and has an established Chinese community as well as a growing Filipino community. There has also been a recent influx of Somalian refugees.

The Upper West Ashborough Fire Brigade is one of the best in Australia. They win pretty much every hose reel race they enter, and have won the Golden Hose award three years in a row. Their captain is an ex-SAS captain who runs a tight ship, and keeps his paid and volunteer crew at peak fitness. The volunteers all come from the same social group within the local community, and are all from established farming families who have been in the region for generations.

In comparison, the Lower South Ashborough Special Emergency Services are a diverse crew. They have managed to recruit a range of young people from the Somalian and Filipino community and their captain is a Chinese woman who is also on the local council. They are an effective crew who have a high level of digital capability and have developed a special taskforce who develop apps. They also come together during natural hazard events to support other emergency services in the region to manage social media and volunteering activities.

The annual Ashborough ball had a fancy-dress theme of come as your favourite sporting star. Three of the Upper West crew came dressed as Serena Williams, including donning black face. With iPhone snaps in the local paper going nationwide, the brigades captain was quoted as saying, 'We came as Serena because we admire her tenacity and drive and willingness to stand up for herself as a woman.' The SES captain has commented in her role as a council member that the brigade should apologise. A secret source has also given a journalist a number of Facebook posts from private accounts of the brigade. These posts reveal humorous but racist comments relating to Asians and Africans.

This has divided the community. Some find it highly offensive, while others think people should be able to take a joke and they should just get over it. A cartoon is circulated from an anonymous source, which depicts the local fire crew as Neanderthals and this goes viral. Although nothing can be proved, there is speculation that someone from the local SES crew was responsible. Relations between the SES and the brigade have become increasingly strained which is impacting SES and Fire Brigade crews across the region.

The region has experienced a number of heatwaves, and an increase in fire danger and extreme weather events. This year is projected to be worse than the last few years (which were no picnic), and the tourist season is about to start.

Scenario 3

A new state government has been elected on a platform of a muscular response to disasters. The party that won ran a scare campaign in papers such as *The Daily Terrorgraph*, claiming that worsening disasters cannot be stemmed by the focus on diversity. The party accused the emergency services of kowtowing to identity politics and costing lives, although there is no evidence to support this. They oppose appointing people of lesser strength and those whose first language is not English who 'may be misunderstood in an emergency'. They want to return the emergency services back to the traditional heroic service-client model.

There is talk about bringing in a suitability test that dictates strict height and weight limits, and a test for those whose first language is not English. This would disqualify many women, people of smaller stature and those who speak in accented English (though not those whose first language is English such as Irish and Scottish immigrants). However, diversity reporting obligations are still required under the Public Service Act.

The new Minister of Emergency Services has just been appointed but is yet to bring in these regulations. This has caused great concern within the sector, who are convinced that the opposite of the scare campaign is true. There may be a small window to reverse or modify these new policies.

D&I is becoming established in EMOs, who have invested considerable money and time in developing programs to train staff and increase inclusive practice. Trusted partnerships are being developed with many diverse communities and some benefits are starting to be realised.

However, there are still pockets where D&I is not fully accepted and it is seen to be a waste of time. Some do not like the changing narrative of what an emergency worker is, as they feel it undermines their traditions. Emboldened by the current political narrative, these factions are agitating within organisations and communities 'to make the emergency services great again'.

There is considerable concern at leadership level in all EMOs who have come together to address this as a sector.

Attachment B: Scenario consequences

Scenario 1	Scenario 2	Scenario 3
Community		
1. Increase in community risk 2. Chaos 3. Risk of failure of the scheme 4. Local community may feel this increases their risk 5. Breakdown of community 6. Possible levels and schisms in the two groups. 7. Possible conflict between the two groups 8. Failure of program 9. Local community tensions 10. Psycho-social impacts – mental health of refugees	1. Public safety impact 2. Riots 3. Amplification of issues 4. Ostrich management 5. Limitation of group think 6. Ignorance 7. Negative impact on tourism 8. Potential for lasting damage 9. Escalation – racial tensions explode 10. Issue of race – need differential response 11. Increase in social inequity	1. Increasing emergencies if community divided 2. Minority voices dominate 3. Loss of trust in EMS 4. Implications for prevention and preparedness 5. Disruption of community cohesion – all community not just some groups 6. Community feeling less safe 7. Communities form their own groups 8. Communities lose trust and confidence in EMS 9. Mismatch between media and public perception 10. Negative effect on sustainability in regional areas
Organisational		
1. Overwhelmed overstretched services 2. Insufficient resources to manage risks 3. Organisation needed within and between individual government agencies 4. Organised and enabled additional volunteers 5. Vastly increased risk – what happens after flood or fire or they move out of the area? What about really big events? 6. Poorly informed actions due to lack of knowledge about the makeup of refugee communities 7. Need to make new networks 8. Need to find the right partners 9. Need to work together	1. Lack of interest in diversity and inclusion – apathy 2. Reactive vs proactive responses 3. Different culture different measures of success 4. Disparity in views/tools – social media, other tools 5. Reputational damage 6. Division of roles – people have to wear multiple hats 7. Risk to community access and trust 8. Problems with distancing between public/private outside emergencies 9. Erosion of trust 10. Generational and exclusive vs inclusive 11. Proactive and adaptive risk management	1. EMS lose capacity to influence 2. Internal conflict – conflict between non-traditional and traditional approaches in organisations 3. Negative perception of the EMS workers by community 4. Have to start momentum again 5. Impact on agility and preparedness to change 6. Alienation of current staff, morale down, absenteeism up, bullying and harassment claims up. 7. Reaffirming of stereo types in relation to culturally diverse peoples 8. Women seen as a threat, personal, reinforcing hero positions in workplace and wives 9. Can affect progress and default organisations back to previous stages of the change process 10. Leaders start to harness capability to move people through change 11. Minority dictate 12. Increased complaints

Attachment C: Actions allocated to scenario

Combined actions from exercise	
Programmatic actions	
Data – assessment, analysis	1. Engage with evidence – test and measure 2. Prove economic benefits 3. Assessment and evaluation – assessment, evaluation, redesign 4. Information gathering re: community leaders, minorities (new arrivals) 5. Monitor for unexpected things
Community engagement	6. Engage the community, galvanise and get onside 7. Create understanding of the benefits and engage people emotionally with these 8. Consult with the communities to find leaders and needs 9. Community calendar 10. Develop multilingual apps 11. Community festival, attend as individuals 12. Festival and events calendars 13. Ascertain how high a priority emergency management is for the refugees
Programmatic	14. Organisational capabilities resources (physical and financial) – run a pilot 15. Summer safe town program 16. Place based co-designed programs 17. Local government drive to change public safety
Socialisation of D&I	18. Taking ministers into communities 19. Break down gender stereo types 20. Recognising good behaviour awards night
Capability building	21. Build capabilities in brigades 22. Reimagining volunteering – spontaneous volunteering 23. Understand capabilities of the new communities – resources and asset mapping 24. Existing communities – strengths, resources 25. Assess capacity of new community – resilience 26. Community consultation – needs and capabilities 27. Identify capabilities – individuals, organisational 28. Capacity audit 29. Leverage off the strength of other community organisations 30. Assessment of skills and services 31. Role in supporting communities across factors – connectedness, resilience – not just about disasters
Risk management	32. Identify hazards and risks 33. Understand the potential risks that have now emerged 34. Preparedness 35. Map new risk profile across social, cultural and environmental landscapes 36. Risk data analysis and likelihood assessment
Partnering/collaboration	37. Identify influencers of government 38. Co-design units and brigades 39. Undertake and partner in community development work 40. Coordinate through other refugees 41. Reaching out to existing refugee community in Australia 42. Pairing Fire Brigade and SES personnel 43. Stakeholder mapping 44. Agencies have their own partnership plans for community safety
Communication	45. Use of social media 46. Use of interpretive services (fill the language gaps) 47. Local government drive to change public safety
Education/training	48. Use the knowledge of the local community to educate the new communities 49. Educating the community about refugees and their culture 50. Cultural competencies of EMS – ensure education 51. Filling the gaps – training 52. School programs
Governance	53. Legislative and regulatory changes 54. Community Advisory Board (Chamber of commerce, schools, sporting clubs, essential services)
Planning	55. Agencies develop their own partnership plans for community safety 56. Design and resource change management process 57. Take event-based plan to full living public safety plan with partnerships

Strategic tasks	
Capability	1. Define emergency service personnel capabilities for the future 2. Build capabilities amongst refugee volunteers to work as emergency volunteers 3. Build community resilience and capability 4. Look at required future capabilities
Governance	5. Engage regulatory bodies 6. Define (restate) accountability 7. Develop ownership of diversity
Risk management	8. Undertake exercises of practical scenarios 9. Assess types of training and structures needed for communities to help address own risks 10. Develop strategies to address new risks to social, cultural and environmental landscapes 11. Develop effective all hazards preparedness 12. Mapping hazard, vulnerability, exposure risk profile – social, environmental, cultural 13. Work with children, young people
Partnerships/collaboration	14. Build community partnerships 15. Build local economic diversity with different groups 16. Build community partnerships
Change management/ integration of D&I	17. Obtain commitment from leaders 18. Change thinking around diversity 19. Build pride in commitment recruitment from diverse communities 20. Create critical mass to change organisations 21. Develop intelligence in the organization, 22. Assess what we have, connect with this, leverage it 23. Change cultural values – organisations 24. Redefine values, KPIs 25. Communication 26. Problem solving 27. Vertical integration within organisations of D&I 28. Integration with community through: Local Government, Chamber of Commerce, sporting clubs, business 29. Develop strategy 30. Develop vision statement
Recruitment	31. Become employer of choice 32. Build strong pipelines of underrepresented groups 33. Country recruitment to become reflective of community, such as LA where they worked to have 40% representation of Hispanics and make sure this is sustained
Education	34. Education of arid farming, emergency risks 35. Education with children
Communication	36. Ensure media strategies are working together to counter message 37. Develop strategy to sell benefits 38. Develop understanding the cultures and details and demographics of different groups

Attachment D: Organisational risks, impacts and consequences, benefits, skills attributes and capabilities

Risk category	Type	Primary capitals at risk	Risks	Impacts and consequences	Treatment	Benefits	Key tasks	Attributes	Skills	Capabilities
OHS (primary)	Direct	Human Social Financial	• Bullying • Interpersonal conflict • Exclusion from tasks or roles on grounds of difference • Decreased wellbeing	• Low morale • Disengagement • Decrease in wellbeing • Long-term psychosocial impacts • Increased WorkCover/ liability claims • Reputational, legal and operational risk	• Develop programs to support inclusive environment where psychosocial safety • Behaviour awareness programs	• Increased workforce wellbeing • Reduction of insurance premiums • Improved retention	• Monitoring and evaluation • Communication • Problem solving • Assessment	• Situational awareness • Cultural sensitivity • Emotional intelligence • Responsible • Trustworthy • Proactive • Empathy	• Technical skills • Language skills • Educational • Analytical • Strategic • Legal • Auditing	• Risk management • Cultural intelligence • Self-care • Emotional intelligence • Caring
Reputational	Indirect External	Social	• Damage to reputation due to either inaction or poorly implemented actions becoming public, loss of trust • Increased negative media attention due to individual or group actions	• Loss of community trust and social contract with EMOs • Negative perception of EMS • Under-represented cohorts less likely to apply/volunteer for jobs • Disengagement of community • Increased community risk	• Proactive communication • Language skills development of communication team • Develop communication partnerships in diverse communities • Increase engagement with diverse communities • Build community capability	• Increased trust between diverse communities and EMS • Increased collaboration • Improved control of public narrative • Greater engagement of diverse communities • Attraction of more diverse recruits	• Strategic communication and engagement • Negotiation • Leveraging • Building trust • Proactive management • Maintaining cultural standards • Management of media • Communication mapping	• Proactive • Communicative • Authenticity • Transparency • Communicative • Strategic • Political acumen • Adaptive • Responsive	• Public relations • Social media skills • Language skills • Analysis • Policy analysis • Strategic planning • Listening • Translational • Stakeholder management	• Effective communication • Negotiation • Leveraging • Strategic • Political • Bridging • Collaboration
Operational (service delivery)	Direct	Human Social	• Team breakdown, poor coordination • Diminished internal cohesion and organisational agility reduces service and response capability • Negative conflict • Lack of retention of diverse employees • Toxic cultures which causes harm to others	• Reduced engagement with community, increasing their risk • Poor emergency response, greater recovery needs • Increased injury and trauma in organisations and the community • Poor retention of workforce	• Socialisation of D&I • Partnerships • Targeted recruitment program • Identification and leveraging of capabilities of volunteers/ community • Development and management of transitional action to support change • Exposure to difference • Develop D&I skills • Reward D&I skills	• Enhanced service delivery • Engaged workforce • Increased trust across the workforce • Increased engagement and collaboration between areas of organisation • Improved work culture • Increased innovation	• Proactive management coordination • Communication • Team building • Monitoring and evaluation • Engagement • Inclusive leadership • Creation of safe work environment • Management of conflict • Building value for D&I	• Openness • Willingness to learn • Authenticity • Integrity • Respect for difference • Inclusive • Empathy • Decisive • Responsible • Proactive	• Adaptive • Reflective • Responsive • Translational skills • Decision making • Strategic planning • High level communication • Listening • Supporting	• Bridging • Strategic • Leveraging • Collaboration • Networking • Strategic • Planning • Diplomacy • Innovation • Self-care
Legal	Indirect Direct	Social Financial	• Sued by employees or public for discrimination • Post-event judicial enquiries where D&I is in terms of reference or provides material evidence • Loss of trust EMS due to the above • Increased cost due to increased insurance premiums and legal costs	• Unbudgeted financial liabilities • Reputational risk • Political and legal directives to reform • Loss of trust between the community and agencies, and within organisations • Reduction in transparency • Defensive management • Resources diverted away from other areas	• Inclusive culture programs • Education of all employees in relation to legal liabilities and link to D&I • D&I governance • D&I training and education programs	• Reduction of legal actions • Improved culture • Less diversion of resources • More ethical and equitable decision making • Decrease in insurance premiums	• Policy and practice oversight • Case law/research • Understand regulations • Translate and advise others in relation to legal requirements • Input into inclusive culture programs • Monitoring and evaluation	• Detail focused • Analytical • Relational • Integrity • Transparency • Responsible	• Legal • Technical • Analytical • Strategic • Auditing • Communication • Policy development • Governance	• Inclusion capability • Communication • Program development • Negotiation • Governance
Innovation	Direct	Social Human Financial	• Failure to socialise innovation • Perverse outcomes of novel initiatives and strategies • Risk-averse leadership • Industrial relations environment favouring status quo	• Impressions of failure • Disengagement of internal and external stakeholders • Reduction of available resources • Reputational risk (if public) • Perverse outcomes that negatively impact desired D&I outcomes	• Develop flexible continuous learning cultures • Socialise programs and research • Adaptive management • Develop and pilot D&I programs • Develop innovation management skills • Development of feedback mechanisms	• Increased innovation • Focused use of resources for innovation • Decreased reputational damage • Increased engagement and empowerment	• Communicating experience • Team building • Monitoring, evaluation and assessment • Expectation management of programs • Reflection • Change management • Leadership	• High risk tolerance • Adaptive/agile • Reflective • Analytical • Creative • Curious • Courageous • Flexible • Resilient • Leadership • Intuitive	• Systemic thinking • Analysis • Educational • Listening • Program development • Promotional • Leveraging • Relational and networking • Stakeholder management • Cultural intelligence • Thought leadership	• Adaptive • Learning • Innovation • Change • Educational • Thought leadership • Cultural • Creative

Please note: The contents of this table derive from previous research undertaken by this project, and also data collated from the workshop and focus groups.

Risk category	Type	Primary capitals at risk	Risks	Impacts and consequences	Treatment	Benefits	Key tasks	Attributes	Skills	Capabilities
Programmatic risk (D&I program implementation)	Direct	Human Social	• Failure to socialise program • Resistance • Increased internal conflict • Reduction in quality of service delivery • Management turnover and change in direction	• Deflection back to previous behaviours • Perverse outcomes • Disengagement and stress • Operational risk • Development of factions within organisation instead of inclusion	• Develop manager skills • Educational programs D&I management • Identify • Stakeholder mapping and management • Strategic implementation of D&I programs.	• Improved organisational culture • Increased partnering with community • A sustained and sustainable diversified and inclusive workforce • Enhanced service delivery and community safety	• Socialisation of programs • Management of innovation • Collaboration • Partnerships and stakeholder management • Trust building • Monitoring and evaluation • Leveraging resources • Leadership • Communication, education and engagement • Prioritisation of tasks	• Strategic • Creative • Leadership • Authenticity • Empathy • Organised • Resilient • Analytical • Courageous • People-focused • Agile • Open • Patient • Intuitive	• Leadership • Cultural intelligence • Systems thinking • Analytical • Engagement and networking • Strategic • Inclusive and empathic leadership • Communication • Project planning and management	• Cultural leadership • Learning • Adaptive • Self-care • Inclusive • Creative • Bridging • Management
Strategic (D&I involvement in PPRR and resilience strategies)	Direct	Human Social Financial	• Team conflict, fragmentation in organisation • Blockers dominate • Lack of long-term resources to provide continuity • Lack of agreement on strategic direction, especially 'hard' v 'soft' strategies	• Organisations become unsustainable with risk of privatisation or 'reform' • Inability to meet core purpose of organisation and community expectations • Reversion to the 'old ways' • Decrease in community safety • Increasing costs of disaster recovery	• Maintain strong links to research • Develop future vision of future D&I organisation • Identify and map D&I capability in organisations and the community • Develop evidence-based business case based on evidence • Map D&I beneficiaries and stakeholders	• Focused programs that are more effective • Better resource management • Increased community safety • Greater understanding of the benefits of D&I • Increased investment in D&I • More engaged and empowered workforce • Better management of change	• Scenario planning • Socialise future vision • Collection of evidence and research • Analysis • Development of strategic plan and indicators • Communication and engagement of workforce and community to create a common understanding and buy-in • Ongoing monitoring and evaluation • Economic evaluation • Change and stakeholder management • Building trust	• Strategic • Visionary • Systemic outlook • Clear communication • Trustworthy • Engaging • Energetic • Forward thinking • Open • Collaborative • Empathic	• Emotional and cultural intelligence • Strategic planning • Narrative development • Change and transformation management • Communication and engagement skills • Inclusive leadership	• Transformational • Innovation • Strategic • Leadership • Management • Communication and engagement • Collaborative
Political	Direct and indirect	Social Financial	• Disruption of D&I programs and strategies via changing political agenda • Need for a political quick fix threatens strategic agenda • Reduced trust between community and EMS becomes political issue	• Decrease in progress towards strategic goals • Wasted resources • Increased organisational risk • Reduced capacity to undertake collective action	• Scenario planning media strategies • Relationship building key political stakeholders • Aligning policy objectives to D&I objectives • Exposure and advocacy of D&I to key political stakeholders • Development of community first policies	• Decrease of disruption of D&I agenda and programs • More likelihood support and resources for activities • More effective risk reduction activities. • Policy alignment across areas of government, the community and EMS. • Safer communities	• Map policies across EMS and government agenda. • Engage and leverage political relationships • Develop community first policies • Develop political narratives • Advocate and influence to forward the D&I agenda	• Political acumen • Engaging • Diplomatic • Resilient • Patient • Mindful • Proactive • Listening • Trustworthy • Discrete	• Political analysis • High level communication • Diplomacy skills • Leveraging • Influencing • Networking and stakeholder management • Policy development • Listening • Advocacy	• Political • Leveraging • Advocacy • Communication • Partnership
Social (organisations)	Direct	Social Human	• Lack of cohesion, failure of programs and strategies • Chronic reputational risk • Operational shortcomings mean community no longer feels safe • EMS seen as self-serving and not inclusive	• Amplification of community risks due to decreased collaboration with diverse community cohorts • Increased service demands for EMS • Decrease in ability to undertake collective action resulting in a poor response and recovery outcomes with diverse communities	• Develop links with multiple community leaders • Partnerships with local government • Community led D&I programs supported by EMS • Map community capability • Listen to the community • Build confidence and trust between EMS and diverse communities	• Improved community safety • More inclusive interactions between the community and EMS. • Increased trust between community and EMS • Greater capacity for collective actions and partnerships	• Stakeholder mapping • Maintain and improve community safety programs • Build trust and engagement with community • Identify, support and build community led programs • Leverage existing networks and build community capability	• Cultural awareness • Engaging • Empathetic • Inclusive • Open • Trustworthy • Responsive • Non judgemental • Adaptable • Agile • Respectful	• Engagement • Cultural and emotional intelligence • Communication and translation • Networking and stakeholder management • Inclusive leadership • Influencing • Leveraging	• Community response and recovery • Risk management • Partnership • Communication and engagement • Leadership • Bridging

Please note: The contents of this table derive from previous research undertaken by this project, and also data collated from the workshop and focus groups.

Risk category	Type	Primary capitals at risk	Risks	Impacts and consequences	Treatment	Benefits	Key tasks	Attributes	Skills	Capabilities
Economic	Indirect	Financial Social	• Unforeseen liabilities from D&I failure (referred legal risk) • Increase demands for services and poor recovery due to decreased resilience and increased vulnerability of already vulnerable communities • Lack of future organisational sustainability	• Loss of local employment due to reputational impacts resulting from natural hazard events. • Decrease in economic resilience of community • Inability to invest in new tech and skills • EMS not able to meet increased community needs	• Capability mapping of diverse communities • Proactive public narratives that focus on inclusion • Economic case studies that identify benefits to support business cases for investment in D&I • Collaborative targeted programs to support economic resilience within diverse communities	• More resilient and engaged community • Increase in recovery capability • Decrease in need for EMS services in peak periods • Decrease in insurance premiums in organisations and the community, more available resources • Economically resilient communities	• Advocacy to government • Collaborative community-led educational resilience program • Coordination between community, government and the EMS • Education of the community • Partnerships with research institutes to develop evidence • Multi-agency approach	• Analytical • Translational • Engaging • Diplomatic • Culturally intelligent • Strategic • Systemic thinker • Translational • Inclusive	• Systemic analysis • Research translation • Cultural and emotional awareness • Business intelligence • Proactive • Strategic Communication and planning • Collaborative project development and planning • Educational • Advocacy	• Strategic management • Research • Advocacy • Teaching • Collaborative • Community response and recovery • Leadership
Cultural (organisational)	Direct and indirect	Social	• Diverse cohorts not being respected within EMS • EMS defined through narrow cultural lens • Damage to diverse individuals • Reputational damage	• People and groups not devalued for who they are • Toxic culture • Lack of retention of diverse individuals • Decrease in attraction of diverse cohorts • Loss of trust within and external to organisation	• Exposure to different cultures • Language training • Bring together indigenous and other diverse communities for knowledge sharing • Create safe spaces for uncomfortable conversations • Skills development managers	• Engaged workforce and community • Healthy work culture • Improved collaborative partnerships • Greater capability of communities to recover • Enhanced service delivery • Reduction of resistance to difference and change	• Education program to acclimatise new arrivals to risk in environment • Traditional burning programs • Workplace flexibility for cultural and religious practice	• Self-awareness • Tolerance • Curious • Inclusive • Sensitivity • Strategic • Empathy • Respectful	• Strategic • Cultural and emotional intelligence • Communication • Translation • Leadership • Collaborative • Cultural knowledge Language • Listening • Educational	• Organisational learning • Collaborative • Partnership • Leadership • Community response and recovery
Environmental	Direct and indirect	Natural Social Physical	• See the environment as dangerous and the enemy • Increased risk to community due to lack of understanding of the environment • Failure to build social coalitions to mitigate natural hazard risk	• Increase in community impacts in relation to natural hazards and climate change • Decrease in wellbeing • Loss of key community resource • Biodiversity loss, reduced ecological health	• Develop educational awareness campaign • Link with other volunteer groups (e.g. Friends of, Landcare) to diverse cohorts • Traditional land management • Socialisation of new diverse cohorts	• Greater situational awareness and understanding of risk in the environment by diverse communities • Collaborative and informed approaches to protection of the environment • Improved community safety during events	• Multi-agency approaches • Monitoring and evaluation of environment • Immersive learning programs • Education • Research • Traditional burning programs • Engagement and communication • Collaborative community-led programs	• Self-awareness • Creativity • Collaborative • Sensitive • Curious • Leadership • Listening • Engaging • Respectful • Trustworthy • Strategic • Inclusive	• Cultural and emotional intelligence • Communication and translation • Cultural knowledge • Environmental • Research • Language • Inclusive leadership	• Communication • Risk management • Collaborative • Community response and recovery • Leadership • Programming
Social (community sustainability and livelihoods)	Indirect	Social Human Financial	• Increased vulnerability in diverse cohorts due to poor risk literacy and exclusion • Increase in conflict between diverse cohorts • Breakage of trust • Lack of buy-in for programs	• Increased impacts in vulnerable cohorts • Increase in community tensions and conflict following events • Poor recovery • Misunderstanding, confusion and fear in relation to D&I • Amplification of community risks • Increased vulnerability of diverse groups	• All of government policy and program approach • Support community led programs • Identify and develop community leadership and capability • Educational and awareness initiatives	• Increased community and organisational capability to respond and recover from events • Improved community safety • Greater inclusion and wellbeing in communities	• Advocacy • Collaborate with communities and government to develop programs • Provision of expertise and knowledge • Engagement with communities and diverse cohorts	• Self-awareness • Engaging • Mindful • Communicative • Open • Trustworthy • Diplomatic • Empathetic • Leadership • Inclusive • Sensitive • Respectful	• Advocacy • Research • Communication • Language • Inclusive leadership • Collaboration • Analysis • Educational • Emotional and cultural awareness • Conflict resolution	• Collaborative • Knowledge • Learning • Cultural • Advocacy • Influencing
Organisational sustainability (volunteers)	Direct and indirect	Social Human Financial	• Decreased service capability • Reputational damage • Reduction of volunteers leaving organisations unable to meet community needs • Decrease in community safety	• Lack of attraction and retention of volunteer workforce • Reduction in service capability • Decrease community safety • Organisations no longer sustainable and outsourced	• Develop flexible and adaptive workplaces that can accommodate diverse needs • Cultural awareness programs (internal) • Identify community capability • Recruitment consultation program with community leaders of diverse cohorts	• Improved community safety • Better use of human resources • Better attraction and retention of volunteers • Improved community safety • Improved engagement with community	• Map community capabilities, key stakeholders and leaders in communities • Develop cultural awareness education program with community • Leverage community capability • Codesign and run recruitment campaign with members of diverse cohorts • Strategy for flexible volunteering	• Cultural awareness • Mindful • Inclusive • Leadership • Authentic • Respectful • Innovative • Curious • Courageous • Stamina • Analytical • Patient	• Communication • Engagement • Stakeholder management • Strategic • Program development and management • Leveraging • Collaborative • Inclusive leadership • Emotional and cultural awareness • Political acumen	• Collaborative • Knowledge • Learning • Cultural • Advocacy • Influencing • Innovation • Programming • Organisational learning

Please note: The contents of this table derive from previous research undertaken by this project, and also data collated from the workshop and focus groups.

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