Key Issues Identified

from Operational Reviews

of Major Fires

in Victoria 2006/07

Ross Smith July 2007

A Vic t ori a n Government initi a ti ve

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## Key Issues Identified from Operational Reviews of Major Fires in Victoria 2006/07

Report by Mr Ross Smith

**Response by Russell Rees, CFA Director Operations/Chief Officer and Ewan Waller, DSE, Chief Officer, Fire and Emergency Management**

The Great Divide Fires of 2006/07 were the longest in Victoria’s fire history. The fires lasted 69 days with many people making sacrifices to ensure that the fires were eventually brought under control. First and foremost we would like to thank the thousands of DSE and CFA personnel who contributed with great passion and professionalism to the campaign efforts. We would also like to acknowledge and thank their families along with the communities across Victoria for their support and help during the campaign. Furthermore we would like to acknowledge the support and assistance from our New Zealand, US, Canadian and interstate colleagues. Their skills made an invaluable contribution to our campaign effort. The Great Divide Fires have impacted on many peoples lives from social, economic and environmental standpoints. Homes, stock, crops and natural assets have been impacted upon. However, despite the protracted nature of the fire season, the losses were thankfully not as significant as they potentially could have been. No lives were lost as a direct result of fire activity.

Wildfire management requires government and non-government organisations to act in true partnership with communities and each other. Recent experiences in being prepared for and responding to wildfire have proved that our partnerships are strong. We would like to thank all those organisations, groups and individuals who worked with us to prepare and plan for, respond to, and recover from these fires. We have learned a great deal from our experiences and both our organisations are committed to incorporating improvement into our strategies and planning.

Each fire season presents us with the opportunity to review, improve and learn from our experiences. After the fires, and in line with good practice, CFA and DSE jointly commenced a series of operational review processes. The review process was far reaching. It identified where the agencies and our emergency management partners had performed well, where improvements could be made and how we can further consolidate our partnership. This included a comprehensive, coordinated series of debriefs, operations analyses, and investigations of accidents.

Additionally, DSE and CFA commissioned Ross Smith, an independent consultant with extensive experience in wildfire operations, to attend the major fire debriefs and review the outcomes of the operational reviews. Mr Smith reviewed the information derived from other debriefs, and reported on the matters of state-wide significance that arose. Many staff and volunteers have participated in these processes. They have provided valuable insights into things that went well during the fire season and provided us with an agenda of issues for improvement. Work groups have been convened to identify action items to address these issues from the operational review process. These actions will be considered by senior management.

We would like to take the opportunity to thank Mr Smith for his detailed and professional approach to the task and for the preparing the report with due diligence. The report is a key reference document for the Great Divide Fires of 2006 / 07.

The report recognises that CFA and DSE have learned to respond positively to previous reviews to ensure that good practice is built into our core business. Interagency integration and cooperation, provision of information to the community, and the enhanced integration of response and recovery functions worked well this year. These practices can be attributed to projects and initiatives that have been implemented since the major fires of 2002 / 2003. Internal agency operational reviews coupled with past experiences of working together have also informed how we do business.

CFA and DSE are learning organisations. Our post-incident and post-season business processes all contribute to our learning and future development. External and independent reviews, such as this report by Ross Smith are another valuable source of constructive feedback, observations and learning potential. The report identifies a number of areas where our organisations need to enhance our performance. Some of these issues have been identified previously, and are subject to development initiatives that are either planned, or underway. In many cases, these processes have already resulted in improvements in our practices. Importantly, the report provides additional guidance about lessons to be learned from the fire season, and will be used to assist us to better target our performance improvement programs.

DSE and CFA have jointly considered the key findings identified in this report, along with the observations from other operational review processes, and have identified five strategic themes that require priority and strategic action. These themes are:

1. Sustainability of Community Information Flows
2. Integrated Emergency Planning
3. Information Technology and Information Flow
4. Incident Management Refinement (Logistics)
5. Incident Management Refinement (Planning and Fireground)

DSE and CFA are progressing these themes within the context of their agency business planning processes, and, where appropriate, with other emergency management agencies.

We accept the report of the findings from the “Key Issues Identified from Operational Reviews of Major Fires in Victoria” for the 2006/2007. We are pleased to present it as a basis for further learning and for wider viewing.

Russell Rees Ewan Waller

**Director Operations/Chief Officer Chief Officer**

**Country Fire Authority Department of Sustainability and Environment**

BA ULK H AM HI LL S NS W 215 3 25 May 20 07

Th e Chi e f Offi cer Th e Dir e c t or O p er ati o n s /Chi ef O ffi c e r Fir e & Em ergency Man a g e m e n t C o un tr y F i re Au th or i t y

Dep a r t m e n t of Su stai nab ili ty an d Envi ronm en t P . O . B o x 7 01

8 Nic h ol son S t r e et MT WA VERL EY VIC 3 149 MELB O U RN E VI C 3 0 0 1

D e a r S i rs,

A t t a c h e d is m y re vi ew o f th e d e br i e f o u t c o m es a n d op er at io na l ana l yses o f asso c i at ed

impr ov em e n t p r ogr a m s r e l a te d t o th e fi re s th at Vic t ori a e x pe rie n ced dur i ng th e 2 006 /0 7 fire season . Thi s r e vi ew h a s dr awn pri m ari l y fr om d e b r i e fi ng ac tiv i t ies of th e fires

oc cur r in g f r om the beginn ing of th e fi re season un til l a te Febru a ry 2 007 , wi th muc h

e m ph asis on th e se ri es o f f i r es th at ge ne ra ll y a m a l gama te d an d be ca me know n as t h e

Great Di vid e C o m p lex. In ac c o rd with th e Term s of Ref e renc e I f o rward e d m y pr eli m in ary r e po rt t o yo u on 30 Ma rc h 2 0 07.

W h i l s t so me a n a l o g i e s ca n be draw n f r o m t h e de b r ie f pr oc ess u t i l i se d in 20 05 / 06, th e p r oc ess u n d e rta k en fo r t h is 20 06 / 0 7 re v i ew was qui t e di fferent. The debri e f pr ocess i n 2005 /6 was essentially a seri es of sep a r a te d e bri e f s , each of whic h r e l a ted to an

i n d i vi d u a l m a j o r f i r e o r co m p lex, w h e r ea s in 2 0 0 6 / 0 7, a l t h ou g h no t exc l us ive l y so, t h e

major r e gi on al debri e fs f o cu ssed on fi re ser vic e i n pu t i n to th e Gr eat Di vid e C o mp lex - in ess e n c e s i x m a jo r de br i e fs fo r a s i n g le comp l e x o f f i r es. T h e 2 0 0 5 / 06 de b r ie fs in c l u d ed r e p r ese n t a t i ves fr om t h e wi de r em e r ge nc y m a n a g e m e n t f a m i ly an d fo r th e m a j o r f i r e

compl e xe s th ey serv e d ef fe ct i v e ly as “Jo i nt E m e r ge nc y S e r v ic es” r e g i on al deb r i e fs wh er eas th e 2 007 deb r ief s wer e sol e ly j o in t fir e servi c es d e bri e f s .

To ass i st th e co m p leti o n o f t h is r e v i ew a n d ca p t u r e imp o rta n t issu es, I att e n d e d th e s i x major r e gi onal debri e fs and th e USA contin gen t d e br ief. I r e vi ewed app r oxi m ately 80

r e co rds f r om u n d e r l y i n g de b r ie fs, fu nc t i ona l ar e a an d s p ec ia li st de briefs a n d asso ciated impr ov em ent p r ogr a m s . I had the opp o r t unity to m e et and di scuss key i s sues wi th 45

repr e s en tativ e s f r om th e j o i n t fi re ag en ci es, g e n e r a l ly bein g th ose c h arg e d wit h

resp on sibili ty f o r im pl em en ting i d en tif i ed p r og ram s or ini t i a tiv e s. The revi ew pr ocess was al so b r oad e n e d f o r th is 20 06/07 revi ew to i n clu d e c o n s id er ati o n of th e ou tc om es f r om

three ass o ciated improvement programs :

-R ea l T i me P e r f o r manc e Mo ni to rin g ,

-Ne a r Mi s s and A ccid e nt I n v e st ig at i o n , an d,

-Op e r a ti on al An al y s e s .

I also h e ld briefing s with representativ e s from oth e r agen ci es to inf o rm th ose agenc i es ab ou t th e key pr elim i n ary f i nd in gs fr om th e r e vi ew, and to c o n s ult wi th th em ab out

matter s th at r e qui r e f u rther di al ogue and clar ifi cati on between them and the joi n t fir e ag en cie s . A g en ci es c o nsul ted w e re:

* O ffi ce of th e Em erg e ncy S e rvi c es C o mmi ssi o n e r ,
* Vi ctor ia P o li ce,
* Vi ctor ia S t ate Em erg e nc y Ser vic e, and ,
* De pa rt men t o f Hu man R e so ur ces.

D e s p ite th e se ve r i t y of t h e fi re s e aso n , par t ic u l a r ly t h e p r ot ra cte d n a t u r e of th e m a jo r c a m p a i gn las t i n g fo r n e a r ly t e n w e e k s an d t h e ext r e m e l y d r o u gh te d c o n d it ion s th at

prev ailed, l o sses wer e restri ct e d t o re la ti v e ly lo w l e v e ls. No l i v es w e r e l o st as a d i re ct

re sul t of fi re ac ti vit y , al th o u gh t r ag ic all y o n e p e r s o n died in a v e hi cl e a s so ci at ed ac ci den t en route to a fir e. Un f o r t u n ately 51 h o u s es, in c l udi n g 21 pr in cip a l residenc es were l o st.

A s s i g n i f i c a n t as t h es e l o sses a r e, t h e i r ext e n t is m u c h l o w e r tha n t h e loss es r e co rd e d i n severe fire seas ons else w h er e in Au str a li a ov er th e l a st d e c a d e or so, wh e n mu lt ipl e

f a ta l i t i e s ha ve o c c u rre d a n d ho us in g losses ha ve r e ac hed in to th e several h undr e d s fr om comp ar ativ ely sh or t li ved c a mp ai gn s.

It is appa re nt tha t ma ny V i cto r ia n co mm u n i t ies a r e now mu c h bet t e r i n fo rme d a b o u t f i r e r i sk a n d pot e n t ial than th ey we re as l i tt l e as fi ve yea r s a g o. Th is ha s a r ise n as a d i re ct r e s u lt o f su sta i ne d i n f o rma t ion fl ow t o co mm u n i t i es be fo re a n d d u r i n g fi r e i n c i d e n t s an d th e ong o i n g a c t ivi ti e s of t h e Fir e R e ady V i c t ori a pr ogr a m. C o nc o m it an t wit h a b e tt er

und er stand i ng of fir e comes an u n derstan d i n g of th e acti vities th at r e sid e n t s can

per s on al ly und ertake to mi tig a te th e r i sk s they ind ivi d u ally fac e .

P o te n t ia l fo r se r i ous im p a c t i n to major water c a tch m en ts was very hig h . F o r t un ately , n o seri ou s in c u r s i o n of fi re i n to th e major c a tc hments occ u rr ed , al th oug h catc h m en ts f o r a n u m be r of r u ra l co m m u n i t i e s we re a f fe cte d . W h i l st com m u n i ty inf o rma t ion fl ow w a s

i n s t ru me nta l i n ass i st in g to ma i n t a i n co m m u n i t y losses to re la ti ve l y lo w l e ve ls, t h e ef fo rts

of fir e m a n a g e m e n t staff at al l l e vel s mu st also be ackn owledged as a m a j o r c o n t ri bu ting f a c t o r to mi n i mi si n g co mm u n i t y loss es an d potenti a l i m pacts onto m a jor p u blic assets.

T h e r e w i ll n o do u b t be ca lls fo r a ran g e o f i n q u i r ies in t h e a f t e r m a t h o f t h is f i r e s e aso n , in addi ti on to t h e E n vi ronme n t an d Natu r a l Res o u r c e s Co mm i tte e in q u ir y by th e V i c t or ian gov e r n m e n t . Pr oposed inq u ir er s would d o well to ac kn owledge th e way i n which the fir e

gam e has changed . Vi ctori a conti nues to rate am on g th e m o st fi re dang er ou s parts of th e globe and t h er e ar e n o i n di cati ons t h at pic t ur e i s lik el y t o ch an g e i n t h e f o r e se e a bl e

f u tu re . T h e i m pa ct o f c l i m at e c h an g e , ho we ve r it h a s, an d is b e in g ca use d , is n o w we l l e s t a bl i s h e d . The ef fe c t s of d e ep drough t have b e en e x peri en ce d t o an e x te nt th at g o e s bey o n d li vi ng m e m o r y th rough m u ch of sou t h eastern Au strali a and the fi ref i ghter s of 2007 h a d to conten d with f u el l o ad s th at we re as dr y as c a n b e practic a ll y attai n ed ,

gen e r a ting ver y di ffic u l t su ppr ession c o n d iti o n s .

Th e imm e d i ate outlook f o r th e 2 007 /08 fir e season p r omi s es no enc o ur ag emen t f o r any

sig n if ic an t impr ov em ent to th e season al c o nditi o n s th at pr ev ail e d dur i ng 2 006 /07 . Ev en if Vi ct or ia e x peri en ce s aver ag e r a in fal l du rin g th e win t er month s , Sp ring 200 7 and S u mm er 2007 /0 8 wi ll li kel y em erg e with a seri ou s l o ng ter m m o i s tur e d e f i c it sti ll evi d en t. Th e

streamfl ow analy s i s f o r Vic t ori a at the cl os e of Mar c h 2007 in dic a tes muc h of th e state

w i th st re am f l o w s of less tha n 10 % o f th e lo n g te rm av e r a g e for Ma r c h. W h e n co u p le d with som e none too subtl e demographi c chan g e s and sig n if ic an t ch ang e s to mobili ty of

peo p le, the to ta l fire risk to t h e co mmunity ha s alter e d en or m o u s l y over the last sever a l decad e s.

Bea r in g t h es e fa cts in m i n d , t h e in q u ir er s an d pe rson s s e e k in g i n q u i r ies mu st u n d e r sta n d th e l e v e l of resou r c e s th at are n e cessari ly d r awn down fr om fir e servi c e c o r e bu sin e ss

w h il st at ten d i n g to t h e de ma nd s o f i n qu i r i e s a n d t h e im p a c t o f th ose dr aw do wns. T h e natu ral c o r o ll ar y i s th at l o ng ru n n ing inq u ir i es , ext e n d in g a c ross o n e fi re s e aso n to t h e next, need to b e m a naged wi th so me caution. W h ilst there a r e a l ways lessons to be

le arn e d , th ere are alw a y s s e ri o u s que s ti o n s ab ou t mul t i p le inq u iri e s an d h o w muc h t h e y ac tu al ly contr i bu te to th e i m pr ovem en t p r ocess, ap ar t fr om sati sfying the i n qui r er s an d

sp eci fic in t e re st gr ou ps, wh ose ag end a s sometim e s d o n o t matc h the devel o pi ng need s of t h e Sta t e. P e rha p s t h e mo re prod u c t i ve a p p r oac h i s to a c k n ow l e d g e t h at s i g n i f i ca nt

c h a n ge a n d i n no vat i o n ha s be en in t r o d u c e d in re spo n se to cha n ging f i r e mana ge me nt

dem a nd s and that r a ther than l o oki n g back wards, it is ess e n t i a l to now a d op t a for w a r d l o o k i n g a p p r oac h . It is im po rta n t to un de rs tand th at ci rcum stan ces may c o ntinu e to

ch ang e , an d th a t a c o nti n u a t i on of inn o va ti ve a p pro a ch es w i ll be n e cessar y to effectiv ely

manage cu rrent and f u tu re ri sk s.

W h i l s t m u ch of t h e ma te ri al ra ise d du r i n g d e b r i e fs a n d exa m in ed u n d e r t h e a u s p i c es o f

th e associ ated imp r ov em en t pr og ram s will b e f u rther d e v e l o ped b y j o in t str a teg i c gr oup s from C F A and D S E, th ere are m a tter s of cl arific ati o n that h a ve b e en id en tif i e d f o r fu rther

d i sc uss i on a n d res o l u ti o n , b e tw ee n t h e fi re se r v ic es a n d se ve ra l su p p o r t a g en c i es. It is my view t h a t these ma tte rs wa rra n t se pa ra te treat m e n t o u ts ide of the st rat e gic re view

process to defi ne and agr e e the r e spectiv e ag ency positio n s, which, when settled ca n be inco rporated into the st ra te gic processe s. Relev a n t m a tter s were iden ti fied i n

con s ul tations wi th extern al agen cies - Vic t oria P o li ce, Vi ctor ia S E S and th e Dep a r t m e n t of Hu man Resou r c e s - bu t f u rther di al og ue at seni or level s i s in dic a ted .

A c tio n s to a d dr ess is su es id en ti f i e d in t h is re v i e w ne ed to be pu t in to pr ac ti ce as soo n as is reasonab ly pr acti cable. I t would b e di si ngenuou s t o sugg e s t th at all or e v en most of

t h e iss u es id e n t i fi e d eit h e r c a n, or ou g h t to b e a d dr esse d, p r io r to t h e 20 07 /0 8 f i r e

season. Th ose th at c a n r e ali s tic a lly b e ad op ted bef o re th en shoul d be, bu t those r e q u ir ing a l o nger ti me fr am e f o r impl em entati on mu st b e all o c a ted adeq u a te ti me for developm en t,

cons ulta tion a n d imple m e n t a t i on.

I n o ted in my r e p o r t on th e 200 5/0 6 fi res that p rovi s i o n of c o m muni ty in formati o n an d

th e ac ti on s of c o m m u n iti e s w e re eff e c t i v e , but th at i t would be “c r i t i ca l th at co mmun i t i es a n d i n d i v i du al res i de nts co nt in ue to o b se r v e g o o d co mm u n i t y p r ot ec t i on p r in c i pl es” .

I h a v e n o hesi tation i n r e c o rd ing th at th e Vi ctori a n fi re ag en ci es and c o mmu n iti es h a v e

ag ai n ‘r ai s e d th e b a r’ in thi s m a tt er a n d c o nt i n ue to engage pr od uctiv e ly wi th each other in b ushfi re pr on e ar eas.

Yo ur s si nc e r ely

Ross Smith 25 May 20 07

**\_\_ \_\_\_\_\_\_ \_\_\_ \_\_\_\_\_\_ \_\_\_ \_\_\_\_\_\_ \_\_\_ \_\_\_\_\_\_ \_\_\_ \_\_\_\_\_\_ \_\_\_ \_\_\_\_\_\_ \_\_\_ \_\_\_\_\_\_ \_\_\_ \_\_\_\_\_\_ \_\_\_ \_**

**\_\_ \_\_\_\_\_\_ \_\_\_ \_\_\_\_**

**\*** R oss S m ith is a p r ofessio n al forester with exte nsiv e rur a l fire manage ment e x perience. He

w o r k ed in forestr y in New South Wa les b e tw een 1963 a n d 199 4 . H is field w o rk w a s pr incipa lly in exotic p l antations areas in the Central West Slop es and South W est Slopes un til 1983, wh e n he transferred t o the Forestry Commission Fire Ma n a g e ment Branch. He h e ld the positions of

D e put y F i re M anagem e nt Of f i c e r an d l at e r, M ana ge r o f Audi t an d Rev i ew an d t h en Chi e f F o res t

Inspector. H e work ed closely with ru r a l fire brig ades in his field caree r and l a ter for g e d s t rong links w ith the R u ral Fire S e rvice, rep r esenting the F o restry Com m ission in se veral inter- agency coord i nation g r oup s .

I n 1 9 9 4 he transferred to the N S W R u ral Fire Se rvic e as Mana ger of Plannin g and Rese arch an d was su b s eq u e ntly app oint e d as Assistant Commissi o ner. During the latter pa r t of his ca ree r ,

from 1995 on war d s, he wo rked extensiv ely on fo rest and rural fire projects in Asia, SE Asia,

Europe and N o rth Am erica, re presenting the NSW Rur a l Fire Servic e. He retire d n 20 0 2 but

remains active in rural fire man a gement an d cont inues to work p r o f essionally, both offshore and w i thin Australia.

I n 2 0 0 2 he was award e d t he Australian Fire Service Med a l for ser v ices to fores t and ru ral fire m a na geme nt.

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# EXECUTIVE SUMMARY

### Introduction

Th i s se ct i o n se t s ou t a b r ie f su m m ar y of key i s su es th at wer e i d enti fied in the

re view. It does not include a l l iss u es. T h e r e lev a n t sec t i o n s li st the full arr a y of i ssu es t h at a r e id en ti fi e d i n t h e re po rt . A n y p e rso n who se eks to u t i lis e th is

rep o r t f o r f u rther examin ati o n of issues r a i s ed sh ould r e fer to the indi vid ual

sectio ns.

### Information flow to the community

Com m unity eng a gement, and the resu ltant displ a y of commu ni ty und er stan ding of fir e an d app r o p ri a t e r e ac ti on to i t , w a s a s t and o ut h i ghli gh t of thi s

camp aig n . Th er e w a s massi v e fir e ag enc y and c o mmu n i ty in te ract ion . Maj o r i m p r o v e m en ts in de l ive r y of th e c o m m u n i t y p r o g ra m ha ve o c c u rre d s i n c e

2002 /0 3 an d fur t h e r i n iti a ti ves are well d e v e l o p e d f o r impl em en tati on p r i o r to next fir e season .

T h e V i c t or ia n Bus h f i r e I n fo rm at ion L i n e ca pa ci t y was si g n i f i c a n t l y u p g r a d e d

af ter 2 005 /06 , with ab ility to acc e pt hi gh l o ad c a ll s at an overfl ow c e n t r e , r e -

routi n g of non fi re c a l l s, c a su al staffi ng av ai lab ili ty /tr ai ning in creased thr e ef old and traini n g c o mm en c e d thr e e m o n t h s earl i e r th an 20 05/06 .

Issu es iden tifi ed f o r f u rther ac ti on in clud e th e n e ed f o r one web s i t e (I T

c o m p a t i b i lit y ) , em p h as is g i ve n to in c l us io n o f lo ca l p e o p le in to co mm u n i t y

briefing s , and statewi d e con s i s tency in me s s a gi ng an d te rmi n ol og y t o c o nv e y fire in form ati o n to th e pu bli c .

### Resourcing of fireground personnel

Lo cal p e rs onnel

E q ui p p i n g fi r e ar eas wi t h ad e q ua te reso u r c e s re qu i r e d i n no vat i ve m e t h o d s to at tr act fir e figh t er s wi th ou t cau s i n g t h e m t o be ab sen t for l e ng thy per i od s.

T h e ex ige n cies of the se ason demanded t h a t r u ra l l y bas e d vo lu nt ee rs co u l d n o t be ab sen t f o r exten d ed peri od s and the tec h niqu es of q u ick turn ar ou nd stri ke

te am s and rap i d tr an spor t sol u ti on s em pl oy ed ar e w o r t hy of ad opti on , f o rma l isat io n an d docu m e n t at io n o f ex ist i ng p r a c t i ces in to gu i d e l in es.

S o m e co nce r n was expr esse d a b o u t w i t h d r a w al o f s i gn i f i c a n t le ve ls o f r e sou r ce from f i re fr ee p a rt s of th e st at e t o f i r e aff e c t ed p a r t s and a n e ed was id en tif i ed for the abil ity to p r e p l an the ord e r i n w h ic h to draw do wn reso urc e s w h i l s t

m a in tai n ing ad e q ua te f i r e cov e r a n d to d e ve lo p m u t u al assi sta n ce

arr a nge m e n t s /agr eem en t s w i t h oth e r ag en ci e s su ch as MFB and Vi cS ES .

Inter s tat e /inter nati onal per s onnel

Ex te ns iv e le ve ls o f i n te rs tat e a n d i n te rna t ion a l res o u r ces we re u t il i s e d . Th e lesson s of 2006 /0 7 sh oul d b e f o r m al i s ed in to a stru ctu r ed m a n a g e m e n t and liai s on p r ocess to i n c o rp or ate ef fec t iv e pr acti ces that were devel o p e d an d

impl em en ted d u ri ng 2006 /0 7 .

Th e DS E N o r t h Al ton a Eq uip m ent Centr e was r e cogni s ed f o r i t s utility and

abi lit y to ki t ou t i n t e r s tat e / i n t er n a t i on al resou r c e s with a fu ll complement of equi pm en t. Revi ew of th e c e n t r e is ind i c a ted to assess its c a p a ci ty and

det e r m in e ad equ a cy t o su pp or t f u tu re ev en t s .

Coor dinat i on arr a ngem ent s

Th e need f o r und er stand i ng of em erg e n c y management ar r a ng emen ts,

par t i c ul ar ly role cl ar ity b o th v e r t ic ally and l a ter a l ly – between fi r e gr ou nd

c o m m a n de rs a n d IMTs, IMT an d IF A C C, IMT s an d ME C C s – was i d en t i f i e d i n

each of th ose ar en as wit h th e n e ed f o r r o l e oc cup a nt s to un de r s t a nd n o t onl y th eir own r o l e s b u t al so th e r o l e s of t h ose wit h wh om th ey c o m m uni c a t e .

Tr ai nin g an d e x erci sin g be t w e e n th e r e sp ec t ive el em en t s i s indi c a ted t o fost er rel a ti on sh i p s a n d und er st a n di ng , inc o r por at ing f o rm al guid an ce b a se d on

ex i s ti ng pr ot o c ol s an d th e le ar n i ng s f r o m r e c e n t fi re s e a s o n s.

Fur t h e r d i alog ue wi th extern al su pport ag en cies to d e term in e r e l e vant MO Us a n d c l ar i f i ca tio n o f the i m p l e m e n t a t i on o f ac c e ss re st ric t ion s is ind i ca te d.

J o in t v e rsu s i n te g r at e d o p e r at i o ns

Th e p r in cip a l ag en ci es resp on sibl e f o r rur a l fire m a n a g e m e n t , DS E an d CF A

c o o p e r at e d at ve r y h i g h le ve ls an d mo un ted ma n y jo in t o p e r at ion s . Exa m p l es o f high ly i n t e grat ed and eff e c t i v e oper ati o n s i n clu d e d t h e e s t a bl i s h m en t of t h e

Str a tegic P l anni ng Un i t and the Join t I M T D e sk i n th e DS E ECC . Noting that, th ere i s sti ll r o om for fur t h e r i n tegr ati o n of th e two servic es to oper ate in a t r ul y in te gra t e d ma nne r rat h e r th an jo in tly in all aspec t s of th eir op er ation s .

P r o p os als to es ta bl is h a si n g le sta t e co or d i na tio n c e n t re s h o u l d a c t as a cata lyst to furt he r t h e inte grat ion betw ee n t h e s e rvices.

Pla n nin g

T h e In te gra t e d F i re Ma na ge me nt P l a n n i n g (IFM P ) process has r e ce nt l y bee n app r ove d b y G o ve rn m e n t and im plem en t a t i on wi ll now pr oc eed . Ther e i s

opp o r t u n i t y to utili se c a se stu d i e s ab ou t smal le r c o m m uni ty pr ote c ti on f r om

2006 /0 7 to assi st i n i m plementati on .

Th e in teg r at ed S t r a t e gic Pl an nin g Uni t , c r e a t e d dur i n g th e G r e a t Divi de

Com p l e x fir es oper ated ef fectivel y pr ovi d in g cri t ic al in f o rm ati o n to b o th in tern al a n d ext e r n a l sta k e h o l d e rs an d t h i s f u n c t i o n i s ac k n ow le d g e d o n e t h a t o u gh t t o

be continued i n f u tur e events.

Incid e nt pl anning pr ocesses (inc iden t acti on pl an s) r e quir e r e vi ew to ach i eve a stand a rd f o rmat for st at e w id e i m plem en t a t i on . The r e i s a ne ed t o c o n s id er h o w t h e s e r v ic es c a n pr ov id e a n c i ll ary i n f o rm ati o n (r em otely sen s ed d a ta and fir e

p r e d i c t i ve se r v ic es) fo r t h e bro a d sp ec tr u m o f p l a n n i ng p r o c ess e s, in c l u d ing

IAPs.

Firegr o u n d

S e ve ra l maj o r p u b l ic in f r as tr u c t u r e asse ts we r e th re aten e d . I n t h e f i rs t cas e a fire in t h e Mor w e ll op en cu t m i n e ar ea t h r e at en ed p o we r sup p li e s b u t r e sol u t e firefig hti n g av er ted th at th reat. A s e cond threat to pow e r s u pp l y was rea l ise d

wh en m a j o r lin es wer e c u t on 1 6 Jan u a ry 2 007 , sev e r e ly di sr upti ng Melb our n e powe r sup p lie s. On t h e sam e day a l a rg e f i r e al so th r e at en ed t o cl ose

Tu ll am ar in e airp ort. A m a j o r pl us du ring the season was the ab ility to k e ep fir e ou t of m a j o r w a t e r c a tch m e n t s , notin g of c o u r se th at ev ery fir e aff e c t s a

c a t c h m e n t i n w h ic h peo p le li ve o r so ur ce t h ei r wat e r s u p p l ie s.

Th e eff o rts of the per s on nel at the fir eli n e in su cc essf ully imp l em en ting two

massi v e c o ntr o l li nes of 107 km and 20 0 k m on th e G r eat Div i d e Compl e x fi res, u n d e r a r d u o u s co n d i t io ns is t e st im on y to the m a nagem e nt pr ocesses and

e s pe ci all y t h e eff o rt s, sk ill s an d t r ai nin g of t h e many fir egr o u n d p e rson ne l wh o comple te d t h es e activit i es.

A n u m b e r o f iss u e s ar e id en t i f i ed fo r fu rt he r reso l u t i o n u n d e r th e f o l l o w i n g topic s :

* Fir e gr ou nd c o mm and – r o l e c l ari t y , r e sour ci ng and fir eground management.
* F i re g r o u n d sa fet y – ma in ta in hi gh s t a n da r d s, re in fo r c e sa fe t y aw ar en ess.
* Stagi n g ar eas – dedicated m a nag e m e nt.
* No n- Combatants – reso lve access rest ri cti o n power s f o r resi dents and other n o n-comb atants, und er tak e di al og ue wit h med i a wi th a vi e w t o dev e l o pm ent of a Memor a ndu m of Und e r s tand ing reg a rd ing fir eground a c cess.

IT compat ib ilit y

Re sol u t i o n i s n e e d e d to t h e lo ng st an d i n g ba r r i e rs i m pos e d b y two se pa ra te I T platfo rms and so ftwa re c o nfig ur ati o n s th at contribu te to p e rc eiv e d

ineffic ienci e s in c o m m unic a ti on , i n turn imp a c t i n g on a wid e r a ng e of fir e management op er ati o ns and c o m m uni ty in v o lv em en t.

T h e r e is nee d fo r exam i n a t io n o f i n fo rma t ion te ch no log y s y st ems to o v e r com e

th e existi n g imp a sse and to determ in e h o w eff e c t iv e and i n tegr ated inf o r m ati o n s y st ems can b e esta b l i s h e d. T h is exa m in at io n sho u ld o c c u r co ncu r re nt l y w i t h

con s id er at i o n of pr op osal s t o im plem en t a si ngl e st at e c o ord i n a t i on c e n t r e

Logistics

A ke y m e ssa ge is t h e n e e d to und e r ta k e c l ea r d e fi n i t i on of ro les in lo g i st i c s a n d sp eci fic cr oss ag en cy t r ai nin g t o en abl e mor e e f f e c t iv e exec ut i o n of th e

log i sti c s f u nct i on a t I M T s , S t agi n g A r e a s a n d B a se C a mp s.

Resourc e and fi n a nc e tr ack i ng – th ere i s need f o r a tr an sp arent and effi cient me th od ol o g y f o r tr a c king re s o ur ce s a n d fi n a n c e o n a s t a t ewi d e and I M T b a si s a n d th is iss u e re lat e s v e ry clos el y to I T compatib ili ty between D S E and CFA.

Catering i s a subj ec t th at alth ou gh there were som e i s su es r a ised wi th

stand a rd s, timi ng and natu re of c a t e r i ng , th ere w e r e m a n y d e bri e f s th at di d not r a ise a n y iss u es. In te rs tat e a n d i n te rna t ion a l a g en ci es re po rte d v e ry

fav o ur abl y , indi c a ti ng th at Vic t ori a m a in tain s a hig h stand a rd . A l though ther e a r e no specific iss u es to a d dress at s t at e lev e l, i t is p r u d en t to en su re tha t

caterin g r e mai n s as a matter th at is c o n t i n u a ll y m o nitored .

Comm unications

Th e imp o r t an ce of i n c l udi n g q u al ified and tr ai ned c o m m uni c a tion s p l ann e r s at ICC l e v e l cannot be over emp h asi s ed . When these pl anner s wer e i n ser t ed and u t i lis ed s t an d a r d pro c e d ur es, pos i t i ve r e s u lts em er g e d. I t is i m po rta n t to

en su re th at th er e ar e ad equ a te n u mb er s of tr ain e d c o mmu nic a ti ons pl an ne r s ar e av ai la b l e .

Th er e i s a ne ed t o e n su re th at a si ngl e standard temp late i s u s ed statewid e f o r dev e l o pi ng c o mm uni c a ti on s p l an s.

On th e fi reground all comm and v e hi cl es sh ould have c o m m and and op er ational ch ann e l s . Th e ab ili ty to c o m m un ic at e wit h ext e rn al c o ntr a ct or s n eed s t o be

i n ves t ig ated f u rt he r, a t le ast in p a rts o f the s t at e whe r e tha t c u r r e n t a b i l i ty is limi t ed.

# INTRODUCTION

T h e pu r p ose o f t h is rep o rt is to fo cus o n t h e ke y ma tte rs t h at wer e rai s e d duri ng r e vi ews of fi re man a g e m e nt operations and asso ciated continuo us impr ov em ent p r ogr a m s , r e su lti n g fr om th e f i re activi ty in th e 2 0 0 6 /0 7 fi re se ason . Th e r e po rt is in te nd ed t o ca pt u r e o p po rt un it ies tha t ha ve be en

i d e n t i f i e d fo r co ns i d e r a t io n by a n ex te ns iv e se l f exa m ina t io n pro c ess in vo lv i n g expe rie n c e d and com p et en t loc a l fir e man a gem e n t p e r s on nel .

Vi ctor ia experi en ced a v e r y adv e r s e fi re season duri n g 20 06 /07 . The area

burnt, a n t i cipa te d to be be twe e n 1. 2 an d 1.3 mi lli on s of h e c t ar es by the c l ose of th e s e a s on , m a t c h e s o t h e r ver y sev e r e a n d n o t a bl e fire se a s on s i n e x t e n t of ar ea bu rn t.

Th er e were no li ves lost as a di re ct re s u lt o f fir e ac tiv i t y , a l t h o u gh tr agi c all y , on e p e r s on die d in a v e hi cl e ac ci den t nea r the Coo p e r s Cree k fire, a sus p ect e d deli ber a te l i ght, when the vi ctim was as si sti n g a pr operty own e r to p r ep are f o r fire imp a ct. Gi ven th e cir c um stances un der wh ich sev e re fi re c o nditi o n s

prev aile d f o r al m o st 1 0 c o n s ec ut i v e we ek s, hou s ing an d pri v at e asset losse s were restri cted to r e mar k ably l o w l e v e l s . In total 51 dwelli ng s, of wh ich 2 1

w e r e c l ass i f i e d as p r im a r y res i de n c es, w e re des t r o y e d . T h es e le ve ls o f l o ss a r e

at tr ibu t e d to t w o k e y ar e a s – th e eff o rt s of many th ou sand s of f i r e fi gh ter s and th e u n de r s tandi n g th e Vi ct ori a n c o m m un it y now has ab ou t th e li k e ly exten t and imp a c t of f i re in bu sh fir e pr one ar ea s, and th e pr ep ar at i o n s i m pl em en ted b y

“at r i sk” commu nities.

A nu mb er of signi fic ant fir es oc c u rr ed , burning ex te ns ive a r eas as ex treme l y d r ou g h te d c o n d it io ns a n d fa vo ura b le bu r n i n g co n d i t ions bro u gh t in te nse f i r e

b e ha vio u r fr o m Au g u st o n wa r d s. C o nd it io ns c o n d uc i v e to ra pi d fi re s p r e a d and diffi cul t su ppressi on c o nd ition s are r a rel y exp e ri en ced at th at ti me of y e ar ,

reg a rd ed as th e p r e fi re season peri od . An unu sually p r ol onged p e ri od of

inten s e f i re acti vi ty oc curr ed between 1 D e cem b er 20 06 and mi d Febru a r y 2007 w h e n m u lt ip l e f i r es, ca use d b y lig h t n i n g o n 1 De ce m b e r 20 06 , eve n t u a l ly

merg ed t o for m th e “ G re at Di vid e C o m p le x” . Sub s equ e nt t o th e ig niti on of th e co mpl e x of fir e s , ot he r s e r i o u s a n d l a rg e fir e s al s o oc c u rr ed .

As a c o n s equenc e of thi s fi re season th e C o u n t r y F i re A u tho r it y (“ C F A ” ) a n d t h e Dep a r t m e n t of Su stai nab ili ty an d Envi ronm en t (“D S E” ) im plemen ted a n u mb er

of j o in t d e briefing an d oper ati o n a l review p r ocesses to identify th ose m a tter s

imp a c t in g on th ei r c a pacity and abi lity to m a n a g e high fir e l o ad s und er sev e re fire weather c o nd ition s . The s e ar e d e scr i be d in App e n d ix 2 . Th e ag en cie s

agr e ed a p r o c e s s t o i n dep e n d e n tly a n al y s e th e ou tc ome s f r om t h e fir e se ason a n d jo in t l y c o m m i ss ione d t h is r e po rt, i n a c co r d an ce w i t h Te rm s of Re fe re nce th at pr ov id ed f o r the fol l owi n g acti vities:

1. Meet th e C h ief Of fic er (CF A ), Chi e f Offi cer F i re and Em erg e n c y

Man a g e m e nt Divi sion (DS E ) to di sc uss i ssues and expectati o ns early in th e pr oc ess.

1. At te nd th e regi onal d e brie f s of t h e Grea t D i vi d e C o m p lex fi r e s.
2. Revi ew str a teg i c i ssu es id en tif i ed in loc a l d e bri e f s of the G r eat Di vide Com p l e x fir es.
3. Pr ovid e a p r eli m in ary rep o r t to b o th C h i e f O ffic er s indi cati ng k e y st ra te g i c iss u es id en t i f i e d th at n eed to be i mmedi ately ad dressed .
4. A t t e n d o r re v i e w th e o u t co m es of ot he r d e br i e fs co nd uc te d in 2006 /2 007 .
5. Revi ew the ou tcomes of real ti m e p e rf or m a nce m o n i toring vi si ts.
6. Re v i e w th e o u tc om es o f n ear m i ss a n d a c c i de nt in v est ig at io ns.
7. Me et w i th k e y i n t er n al an d ex te rn al s ta k e h o l de rs.
8. Revi ew operati o n a l perform a n c e i n the 20 06 /20 07 fir e season ag ain s t issues iden tifi ed in pr evi o u s y e ar s to id en tif y areas wh ere

i m p r o v e m en ts h a v e be en ma de a n d a r eas th at re qu i r e o ngo i n g a tte nt io n.

1. . Pr ovid e a f i n a l r e p o r t on oper ati o nal p e rf or manc e f o r th e 2 006 /2 007 f i r e s easo n i n a n a g ree d fo rma t .
2. . Assi st in th e pr e s en tat i on of ou tc om e s to k e y in te rn al and e x te rn al stakeho l ders.

T h e co m p let e Te rms of Re fe re nce is at tac h e d as A p pen d ix 1.

Ma ny un d e r l y i n g de b r i e fs, fro m c r ew/ u ni t le ve l t h rou g h to sta t e- le ve l

c o o r d i nat i on ce nt re lev e l, we r e co n d u ct e d to in fo rm the ma jor deb r i e fs .

Simi larly , d e bri e f s wer e h e ld in eac h k e y an cill ar y/fun c ti on al uni t. A num ber of associ ated op er ation a l rev iew p r ogra m s and initi a ti ves i m plemented by

CFA/DSE hav e al so contr i buted to thi s review. T h es e pro g rams inc l ude : Rea l Ti me P e rf ormanc e Monitor ing , N e ar Mi ss an d Ac cid e n t Inv e sti g ati o n and

O p er at io ns A n a l ysis.

Mu ch of t h e fi re figh t i ng e ff o r t e x p e nd ed by th e j o in t agen ci es w a s ne ce ssar i ly dev o ted to th e Gr eat Divid e C o m p lex an d as a c o n s equ e nc e of th at, m a n y

debr ief s f o cu ssed h e avily on thi s fir e. In deed, in setti n g up th e d e bri e f pr oc ess, it was r e c o gni s ed th at a signi fic ant p r opor ti on o f t h e e ffo rt s dur i n g th e s e a s on h a d be en di r e c t e d to o ne majo r f i r e s o the major jo int a g e n cy debriefs we re

regi onally f o c u ssed . I n some r e g ion s, inp u t to fir e m a n a g e m e n t occu rred d i r e c t l y by m a n a g i ng th e f i r e s upp r e ss ion res p o nse e f fo rt a t I nc i de nt

Ma na ge men t Tea m , Re g i o na l E m e r ge nc y Coo r di na tio n C e nt re o r In te g r at e d F i re Agency C o ord inati on Centr e l e v e ls. O t her Regi ons pri m ar ily pr ov ided supp ort

rol e s to th e Gr eat Div ide Compl e x b y sup p ly of fir e fig hti ng r e sou rces to th e

comb at are a s. I t i s im por t an t to note t h at d e spi t e th e massi v e re sour c e n e e d s of th e G r eat Di vid e C o mplex, reg i on s geog raphic al ly separ a te fr om it still

experienc e d a sev e r e fire season wi th m a ny oth e r l a rg e and p o tenti a l ly dam a ging f ires.

It i s imp o r t an t to hi gh ligh t sever a l m a tter s:

1. So lu ti on s o r ch a n ge s t o p r o c e d ur e s c a n onl y der i v e fr o m t h o s e w h o p o ss e s s a n i n n a te un der s ta ndin g a b o u t ho w V i cto r ia i m ple m e n ts its f i r e ma na ge me nt b u s i ness. It is t h e y wh o u n d e rsta n d th e po li t i c a l, cu l t ur a l , en v i r on m en t a l

and fi n a nc i a l bound ari e s within which fi re m a n a g e m e n t occu r s in thi s state.

It would be counter - pr oductiv e to ob tain extern al r e c o mmend ations f o r ch ang e wi thout an i n dep t h und erstand ing of the wh ole gamu t of f ire management i n th e Victori a n c o n t ext.

1. T h is is a r e p o rt a b o u t t h e ke y issu es id entifi ed f rom op er ation a l r e vi ews – it i s no t an op e r at io na l a n a lys is o f t h e s u p p r ess i o n a n d m a n a g em en t e f for t s

a n d th e aut h o r ma ke s n o va lu e ju d g em en ts a b ou t t h ose ef fo rts. O p er at io nal m a t t e r s are re po rt ed i f ra ise d as an iss u e du r i ng de b r ie fs. Ke y iss u es

iden ti fied i n each sec t ion are hi g h lig hted at th e b e gi nn ing of eac h sec t i o n ,

imm edi at el y f o ll o win g th e i n t r o d uct i on , an d ar e al s o r epe a te d at or ne a r t h e end of e a c h se cti o n .

1. C o mm en ts, o p i n io ns an d a t t i t u des re po rte d h e re in , wh il st re f l ec t i n g th e

vie w s of th e p e r s on s or or g a ni s a ti on s wh o we re inv o l v e d i n pr ep a r ed ne s s , re sp on se , r e c o v e ry ac tivi ti e s an d th e d e br ief pr oc ess, may n o t n e cessari ly repr e s en t t h e vie w s of Vi ct ori a n St ate G o ve rnm e n t A g enc i e s . F o r th e

purp oses of pr obi t y and accur a cy in r e co r d i n g de b r i e f o u tc om es, n o va lu e judg em en ts were m a de ab ou t any i ssues oth e r th an r e c o g n i s in g th em as sig n if ic an t matt er s th at m a y w a r r ant fur t h e r at te nti o n .

1. T h is re po rt ex p r ess e s c e rta i n v i ews a n d op in i o ns t h at w e r e fo r m ed d u ri n g ext e n s i v e r e vi ew , ob serv ati o n s and di sc u s si on s. Whil st th ey c o n s t i tu te t h e views an d opi n i o n s of th e au th or , th ey do n o t n e c e ssar ily r e pr esent th e

posi ti on of th e ag enc i e s c o m m i ssion ing t h e rep o r t or of t h e c o n t ri but o r s t o discu s si on s wi th th e auth or.

Ev ery sep a rate it em r a i s ed or di sc u s se d during deb r i e fs or noted on d a ta collection doc u m e n t s is n o t addr essed wi th i n thi s r e p o rt. Rec o rd s of each

debr ief wer e pr ep ar ed by the convenor s and duri ng the deb r ief pr oc ess m a tter s r e co rd e d we r e i d e n t i fie d fo r res o l u t i on a t loc a l le ve l, re g i o n a l le ve l o r sta t e

l e ve l. F o r th e m a jo r Re g i o n a l d e b r i e fs , th e r e s u lts o f fa ci l i t a te d de b r ie fs we re coll ated by th e Joi n t Debr ief Team an d copies o f the o u tcomes ( “ minutes ” )

distr i buted to p a r t i c ip ants.

T h is re po rt f o c u ses o n t h ose matt e r s i m pacting , or poten t i a ll y im pacti n g , at

wh ol e of s t at e lev e l . T h e n o n - in cl us io n or di sc u s si on o f ma t t e r s t h at im pa ct a t local or region al l e v e ls dim i ni sh es n e i t h e r th eir imp o r t anc e to sp eci fic l o c a l or regi onal ar eas, n o r th eir imp o r t ance to t h e p e o p le w h o r a is e d th em as iss u es.

It i s in cum b en t u p on th e j o i n t fi re ag en ci es and em erg e nc y r e sp onse an d

c o o r d i nat i on bo d i es t o e n su re that a p p r o p r i at e at te nt ion is a f f o r d e d a l l iss u es rai s ed , n o t on ly th ose th at h a ve a state-wi d e im p a c t .

Th i s r e p o r t is a p a r t of the review process and will serve as a c a taly st f o r

st ra te gic wo rking groups to unde rtake detaile d ana l ys is o f the out c o m es o f the revi ew to d e term in e if any ch ang e s ar e warra n ted to s y stems a n d processes

curr en tl y appli e d to fi re man a gemen t i n Vi c t ori a . I n th at r e g a rd , i t will be

i m po rt an t fo r t h e st rat e gi c wo r k g r ou ps to sc an se l e c t ed d e b r ie f an d re v i ew r e co rds to p l ac e eac h i ssu e i n to c o ntext an d c a p t ur e the in tent of the

contribu tor s .

# DESCRIPTION OF EVENT

### Introduction

Th i s secti o n pr ov ides a b r ief su m m ar y of seaso n a l co ndi t ions le adi n g u p to t h e 2006 /0 7 f ir e s, f o c u sin g on th e extremely d r oug hted n a tur e of th e Vi ctori a n

land sc ap e, th e u nu s u a lly early on set of severe f ir e ac ti vity , the oc curr en ce of exten s i ve li ghti ng acti vity on a si ngle d a y c a u s i ng mul t ipl e f ir e s that u ltim a tely led to a m a jor fi re c o mplex and th e attend an t n e ed f o r signi fic ant resou rc e s.

A sh or t c h r o n o l o g y of major fi res is in clu d ed f o r i llu str a tiv e p u rp oses to

dem o n s tr ate the l e ng thy and sev e re n a tur e of th e fir e season. A s indi cated , a d e tai l ed a n a l ysis o f t h e f i r e seaso n is be i n g p r ep ar ed se pa ra te ly .

### Antecedent Conditions

Earl y d e v e l o pm en t of th e fi re season was p rom pted by exc e p t i o n a ll y dr y

c o n d it io ns, V i c t or ia e f f e ct i v e l y rem a in in g in t he g r i p o f a de ca de lo n g d r o ug ht .

Rain f a ll defici t s f o r 3 year s to 3 1 Decemb er 2006 ill u s tr ate “l owest on r e c o rd ”

to “ s eri o u s def i ci en cy ” f o r m o st of th e st at e, bu t i n th e vi e w of many l o ng ter m and e x p e r i enc e d l a nd and f i re pr ac ti ti on er s, ev en th i s dat a f a il s t o ad equ a te ly

u n d e r s c o r e t h e se r i o u s de fi c i ts th at hav e ac c r u e d ov er a d eca de .

Figure 1 R a infal l D e fici encies 36 m o nths t o 3 1 D e cem b er 2 006

**Spring Rainfall**

Rain f a ll for th e thr e e mont h s of Spri ng 2 0 0 6 ( Sep t e mb er t o N o v e mber ) w a s ver y m u ch bel o w av er ag e acr o s s mo s t of th e S t at e , wi th th e ar e a s b e tw ee n

Ba llarat and Geelo n g a n d between the La t r o b e Va l le y a n d Ba i r nsd a le rec e ivi n g t h e low est s p ri n g tot a l s on re co rd .

About 30% o f the St at e receive d to ta ls that were 20 -4 0% of the monthly

av er ag e an d th e hig h e s t r a i n f a ll s rec o r d ed w ere l e ss t h an 60 % of th e m o n t h l y av er ag e .

Th e ver y seri ou s m o i s tur e d e fi ci t facin g th e en tir e state i s gr aph i cally

dem o n s tr ated b y an appreci a ti on of str e am flow p o siti on in N o vember 20 06 .

Apart fro m t w o mo nito ring sta t io ns, t h e av er ag e fl ow for all mon i tor e d stream s a n d wat erw ays wa s less tha n 10% o f the mean November fl ow. Th e only

stati o n s t o rec o r d fl ow s ab ov e 10 % of th e l o ng-t erm Novem b er av er ag e w e r e on th e Sn owy Ri ver d o wn stream of B a si n C r eek , and on the Y a rr a Ri ver at

M i lg ro ve. Th ese lat t e r t wo f l ows w er e e f f ec t i v e ly a r t i fi ci a l an d we re ma in ta ine d

by envi r o n men tal fl ow r e l e ases from m a jor stor ag es.

At th e end of N o ve mb er , 9 3 % of th e St ate had st re am flow s th at we re bel o w

10% of th e long -t er m av er ag e f l ow f o r t he mont h. Fl ow s r e c o r d e d at a th ird of th e g a u g ed st ati o n s ar e t he mi ni mum ev er r e c o rd ed du ring N o ve m b er . H a lf of

t h e s t at io ns rec o r d ed f l o ws w h i c h tr ans l a t e to 0– 1% of th e Nov em b e r lo n g -t e r m av er ag e , i . e. t h e r e w a s no e ffe ct i v e f l o w .

Figure 2 Streamfl ow St at us Vi ctori a Novem b er 2 006

Th i s p o si ti on imp r oved only m a r g in all y du ri ng D e c e mb er 2 0 0 6 as a r e su lt of so me lat e D e ce mb e r r a in fa l l . A m e t e o r o l o g i c a l fea t u r e d u r i n g Nov e mb e r was

wid e fl uc tu ati o n i n temper atu r es. On 15 N o vem b er 20 06 sn ow f e ll d o wn to l o w lev e l s in th e D a n d enong s and ou tskir ts of Melb ou rn e, whi l st on 2 1 and 22

No ve mbe r t e mpera t ures rose o v er 40 o C i n t h e n o rt hw e s t of th e St at e .

T h ese ra in fa l l an d st rea m flo w d e sc r i pt io ns em p h as ise th e v e ry dro u gh te d c o n d it io ns t h a t p r e v a i l e d.

### Lightning Activity

Th e sce n e was se t wi t h e x tr em el y dry fu el s load s and most of th e l a rg e and

heav y fu el s – the “ 100 0” h o ur fu els – su ffi ci en tly dry to easily bu rn . I t i s li kel y th at t h e fin er f u e l fr ac ti on e x hi bit e d su ch l o w f u el m o i s tur e cont e n t th at

pract i c a ll y th e e n t i r e f u el pr ofi l e was av ail a ble for c o m b u s ti on . Man y

descr i p t i o n s of the dif ficu l ty in achi evi n g ef fec t iv e sup p ressi o n, and en su rin g th at c o n t r o lled fir es r e m a in ed u n der c o n t r o l , i s testi m ony to th e d e sic c a ted

natu re of f u el pr ofi l es in most f i r e ar eas.

Vi ctor ia was ab le to ef fec t iv el y d e al with f i r e ac tiv i ty u p un til 1 D e c e mb er 2 006 wh en 83 separ a te fir es were rep o r t ed fr om ligh t ni ng strikes. Of th ese reports, ov er 70 were confi r m e d as actu al fir es. I t i s lik ely that som e ligh t ning str i k e

fires m e rg ed before th ey could b e f u lly r e c o nn oitred and pr ec i s e poi n ts of ori g in id en tifi ed .

Th e actual numb e r an d exten t of fir es du rin g th i s p e ri od i s the subj ec t of a se pa ra te an al ys is be in g p r e p a r ed jo in tl y by DS E an d C F A an d a d e t a i l ed

d o cu me nt is in pr e p ara t io n to rec o r d th e c i rcum s t an ce s an d ou tc om e s of th e

2006 /0 7 c a mpaign .

Th e e a rl y o n s e t of l a r g e an d sig n ifi ca nt fi r e s fr o m A u gu st o n w a r d s w a s a t y p ic al . T h ese early fires include d :

16 A u gu st 2006 Lake C o nn ewar re (Mool a p ) – 30 0 h a ;

19 S e p t em ber 200 6 273 fir es – Murr ay S u n s et Nati on al P a r k , 23 ,00 0 h a 12 O c tob e r 200 6 Yal l o ur n N o r t h - 300 ha;

Mor w e ll O p en Cut , t h r e at en ed st at e pow e r su pply 20 N o v e mb er 2 0 0 6 Littl e D e sert N a ti on al Park – 10 ,800 h a ;

2 1 No ve m b e r 20 06 C a st er to n C o mp le x, 12 5 0 0 ha;

Wau b r a – 3 00 h a ; Wooroon o ok – 700 h a ;

1 D e c e mb er 20 06 Massiv e l i g h tn ing str i ke ac ti vity leadi n g to major fi res.

A sign ifi c a nt featur e of th e 200 6/0 7 season was th e natu re and exten t of the

seri es of fi res em an ating f r om th e li gh tni n g stri kes on 1 D e c e mb er 20 06 . Many of th e s e fi r e s ul ti m a t e ly m e rg ed to cr e a te the Great Divide Co mple x, e v entua l ly

burn ing acr o ss app r oxi m ately 1,0 4 8 , 00 0 m ill ion h e c t ar es i n a p e r i od of alm o st 10 week s.

As well as sig n if ic an t fires el sewher e i n th e State, wi th p o ten t i a l to c a u s e h i gh lev e l s of d a m a g e an d loss pri o r to the bur n ing p e ri od of th e G r eat Di vid e

Com p l e x, many oth e r si gni fic ant fir es oc cur r ed af ter 1 December 2006 ,

incl udi n g:

10 D e c e mb er 2 0 0 6 Tawong a G a p – 3 3 , 50 0 h a ;

Ston ey ford fir e – 3 , 30 0 h a ;

14 D e c e mb er 2 0 0 6 Coop er s C r ee k - d e lib er atel y li t, cau s in g on e f a tali ty

i n a ve hi c l e re la te d ac c i de nt ; are re co rd e d w i th Great Di vid e S o uth

1. Jan u ary 200 7 B o ul d e r C r eek – 2,040 h a ;
2. Jan uary 200 7 Y a m b uk – 1 , 2 00 ha;
3. Jan uary 200 7 P urn i m/F r a mli ng ham – 1 , 60 0 h a ; 11 Jan uary 200 7 S e aton – 650 h a ;
4. Jan uary 200 7 Taton g – 3 3 , 00 0 h a ;
5. Jan uary 200 7 Her m i t Moun tai n – 2 , 7 70 ha;

16 Jan uary 200 7 S t eigl itz – 1 90 h a ;G reen val e – 15 0 h a ;

5 F e br uary 200 7 Ev er sl ey – 1 , 2 00 ha;

### Resourcing

T h is w a s a f i r e s easo n w i t h a d i ffe r en c e. Pract i ca lly the e n t i re sta te ha d

potenti a l f o r in ten s e and d e v a stating fir es ac tiv ity fr om a p o in t muc h earli e r th an n o rm al. In ter a c t ion with N o rth Am eri c a, whi ch was al so exp e ri en cing a

se ve r e s easo n , n ec ess ita t e d t h e d e pl oy me nt o f V i c t o r ia n f i r e f ig hte r s to U SA t o assi st with fires in Wester n USA duri ng A u g u st – O c tober . Si mil a rl y dr oug h ted condi t i o ns to those being experi enced i n Vic t ori a p rev ailed in NS W and

Vi ctor ian f i refi g h t ers were c a ll ed to assi st N S W du rin g Nov e mb er 2006 .

Pri o r to th e severe li ghtning ev en t of 1 D e cem b er 20 06 , i t b e c a me cl ear th at

Vi ctor ia c o uld no l o ng er su stai n sig nif ica n t reso urces to be a b sent a n d the fire ag en cies b e g a n to r e view th e c a pab ili ty to continue to pro vide reso urce s to

NSW . As a res ul t , a d e ci sio n was ma de t ha t a l l V i c t or i a n de p l o y m e nts to NSW wo uld be t e rm in at ed at t h e c o n c lu si on of th eir cu rrent assig nm e n t . I t al so

rap i dly be c a m e evid en t soon af te r t he lig htn i ng ev en t of 1 D e c e m b er 2 0 0 6 , t h at e x te ns iv e ex te rna l reso ur ces woul d be re q u ir e d to ass i st V i cto r ia. Th ro u g h th e

fire season , to the cl ose of Feb ru a ry 20 07 , ass i sta n ce to V i cto r ia was pro v ided from:

|  |  |
| --- | --- |
| AC T | 37 |
| NSW 1 | 1,050 |
| NT | 108 |
| SA | 10 |
| Qld | 14 |
| WA | 20 |
| Canada | 52 |
| New Zeal and | 115 |
| USA | 114 |

Internati o nal dep l oym e nts to Vic t ori a we re th e h igh e s t ev er impl e m en t e d an d m a n y ot he r A u st ra l i a n S tat es an d Te r r i t o r ies ass i sted. Resources ass i sting fro m ou t of state i n cl uded fire fig hter s, I M T member s and avi a ti on an d fir e

b e ha vio u r s p e c ial i s t s.

1. NS W fi g ures (NS W RF S Bu shf ire B ull eti n 01 /0 7 w ww.rfs.nsw.gov.au ) a r e e s ti m a t e s onl y a s s o me N S W r e so ur ce s self r e sp on ded in to Victor ia to fires cl ose t o th e b o rd er , i n acc o r d w i th cr oss b o rd er arr a n g em en t s .

# KEY ISSUES ARISING FROM REVIEW PROCESS

### Introduction

C F A an d DS E i m pl eme n t e d a jo in t r e vi ew pr oc ess to id e n t i fy ke y l e sso ns

em ergi ng f r om the 20 06/07 fir es in Vi ct or i a . The review pr ocess compri sed si x m a j o r re g i o n a l d e b r ief s , a se ri es o f u n d e r l yi n g de b r i e fs at lo cal / un i t / d ist r ic t

l e ve l, de b r ie fs at ke y fu n c t i o n a l un i t l e v e l a n d co ns id e r a t io n o f th re e r e l a te d c o n t i n uous i m prov eme n t pro g ram s th at hav e bee n con s is te nt l y im pl em en ted si nc e 2 003 . The revi ew pr ocess i s d e sc rib e d in more d e tai l in Ap pend i x 2 .

K e y iss u es e m e r g i n g fr o m th e ma jo r d e b r ief s we re co ll at ed wi th d a ta f r om

und erly ing debr ief s , the associated i m pr ov ement p r ogr a m s and d a ta and views ob tain ed d u rin g di scu s si on s with key CF A , DS E and other emer gency ag en cy

p e rso n n e l . T h is s e c t ion d i sc uss e s t h e ke y iss u es id en t i f i e d u n d e r e a c h to p i c t o indicate whe t he r there a r e issues t h at o u ght to be a d opt e d o r w h e r e there are o p po rt un it ies a n d ne ed s fo r im p r o v e m e n t.

### INFORMATION FLOW TO THE COMMUNITY

T h is s e c t ion a c kno w led g e s t h at in fo r m at io n f l o w to t h e com m u n i t y was a ver y p o s i t i ve f e a t u r e o f t h is fi re cam p a i gn. Si g n ifi ca nt a d van c es i n t i me l i n e ss an d

me th od ol o g ie s u s ed t o p r o vid e effecti v e in f o rm ati o n and n o tic e abou t poten t i a l and im min e n t fi re im pacts ar e r e g a rd ed as c o n t rib u ti ng to the r e l a tively low

l e ve l o f loss in cu r r e d t o p r iva te ass e ts.

I t is co ns ide r ed t h a t co mm u n i t ies an d res i den t s in bus h f i r e p r o n e p a rts o f

V i c t o r i a hav e a m u ch st ro n g e r un d e r s ta nd in g o f f i r e an d a be tte r a p p r ec iat i o n of acti on s t h ey c a n im plem en t t o achi ev e a mor e robu st and safe r del i v e ry of

prep ar ed ness and pr e-deter m in ed re sp o n se s at or p r i o r to the ti me of lik el y fi re imp a c t .

VBI L c a p a c i ty was si g n ifi cantly u pgr aded af ter 20 05 /0 6 - in clu d in g abili ty to o v e r fl ow h i g h loa d ca ll s to a n ot he r c e n t re, r e - r o u t i ng o f no n f i r e c a l l s, a

thr e e f old i n cr e a se c a su al st af fin g a n d tr ai n i ng an d c o mme nc em e n t of tr a i ni ng

thr e e m o n t hs ear lier than 2 005 /0 6.

Issu es iden tifi ed f o r f u rther ac ti on in clud e th e n e ed f o r :

* + One web s i t e (I T c o m p atibil ity).
  + Incl u s i o n of l o c a l people in to c o mmu nity br iefi ng s.
  + Statewid e con s i s ten c y in messaging and termin ol og y to conv ey fi re inf o rm ati o n in a cr edib le an d c o nsistent m a n n er to th e commu ni ty .

Inf o rm ati o n fl ow to the c o mm un ity c o mp ri ses thr e e separ a te ph ases:

* + Duri ng th e non fi re season as fir e s e r v ic es a n d co mm un i t ies p r epa r e fo r th e f o r t h c oming se ason.
  + D u r i n g fi re i n ci d e n t s th at hav e po te nt ia l to i m pa ct in to co m m u n i t i es .
  + Post f i r e d u rin g r e c o v e ry oper ati o n s .

### Pre-fire information flow

T h e F i re Re ad y V i c t ori a ( F RV) p r o g ram de als w i t h co mm u n i t y p r ep a r e d n e ss, an d w a s

i n i t ia l l y s e tu p as a join t in it ia ti ve b y C F A / MF B/ DSE, a r is in g fr om th e V i c t or ian Bush f i r e Inqui r y 2. It ini t i a ll y c o nsti tu ted a c o n s olid ation of com m uni ty ed u c ati o n pr og ram s

1. Rec o mm endati on 13 .23 “T hat CF A f u r t h e r d e ve lo ps th e in fo r m at io n s u p p o r t i n g t h e d e c i s i on to s t a y o r go t o in co r p o r at e a be tt er u n d e r s t an di n g o f bo th t h e

prev i o u s ly condu c ted by each ag enc y . Th e 2007 m o d e l i s a m u c h exp a nd ed , al tered an d

refi ned v e r s i o n of th e or igin al C F A C o mmu nity Fi regu ard c o n c ep t in tr od uc ed in 199 3 . Th e obj e c t i v es of F R V ar e to en sur e that p e opl e livin g i n fi r e pr one ar eas:

* + U n d e rs ta nd t h e i r re spo n s i b i l i t i es f o r bu sh fir e sa fe ty an d im pl em en t n e c e ssary ac ti on t o pl ac e th eir a s s e t s a n d c o m m un iti e s into a state of readi n ess.
  + Ack n owl e d g e, contrib u te to and supp ort fi r e m a nagem e nt pl anni ng.
  + Are pr oac t i v e i n sh ari n g t h e r e sp on si bili ty f o r th ei r pr ot ec ti on w i th th e f i r e services.
  + Under s tand how and wher e to access timely and accura te in form ati o n ab out fir e locati on , exten t an d potenti a l threat.

In c o n c ert with f i r e auth orities nati on wi d e , on e of the maj o r p l atf o rm s of eff e c t iv e c o m m un ity i n ter a c t i o n is to p r ovid e r e sid e n t s wi th suff ic ien t

inf o rm ati o n so th at th e commu ni ty member s can judg e f o r them selv es wh eth e r t o “sta y o r g o ” i f f i r e is li ke l y to im p a c t , an d w h at p r ov is io ns th ey n e e d to

impl em en t to supp ort th eir de ci si on . Thi s i s ac hi eve d b y pr ovi d in g c o mm uni ti e s in fire pro n e a r e a s with the too l s t h at e n a b le its me mbe r s to be tte r unde r sta n d

th e n a tur e of fir e an d its p o tentia l imp a ct in to th eir c o m m uni ti es.

It i s ackn owledg ed th at well in formed and p r ep ar ed c o mmu nities can pl ay a sig n if ic an t rol e i n am eliorati ng th e im p a c t and c o n s eq u e nc es of fir es. Wh en

extr em e condit i o n s oc cur wi th hi gh fi re l o ads, fir e ser vic e s c a n n e v e r g u ar ant ee an abili ty t o b e th e only sou r c e of pr ot ec ti on f o r com m uni ti e s at ri sk .

Com m u n it i e s m u st op er at e i n p a rtn e r s hip w i th fir e an d em erg e n c y ser vic e s and

thi s i s t h e e s se nc e of FRV. Und e r th e circ um stanc e s of th e 2 006 /0 7 fir e se ason , ass e t losses w e r e r e str i ct e d to co m p ar at iv el y low le ve ls. A maj o r co nt r i bu tor to t h is l e v e l of loss is bel i e ve d to be d u e to a m u ch be tt er u n d e rstan d i n g o f fi re ,

bet t e r app r eci a ti on by th ose wh o do liv e in high ri sk ar eas, of ac ti on s th ey c a n impl em en t and h e n c e a m o re r o b u st d e l ive r y of pr ep ar edn e ss and pre -

deter m in ed resp on se at the ti me of the fir e.

### Information flow during incidents

Duri ng th e run of fi re inci dents i n f o rm ati o n was di ssemin a ted to c o mm uni ti es by a v a r i ety of m e di a – r a di o, tel e vi sion, VB IL, fi re websi t es and communi ty meeti n g s .

I n fo r m at ion p r o v i d ed t o co mm u n i t ies w a s wi d e ly re ga rd e d as a r e a l su cc ess story to emerg e fr om thi s cam p ai gn , b u il ding on the exp e ri enc e s of th e

2002 /0 3 an d 20 05 /06 camp aig n s. There was massiv e in crease i n the lev e l of inter a c t i o n wi th th e c o m m un ity duri ng p e ri od s of p o tenti a l and actu al fi re

thr e at. Dur i ng th e r u n of the m a j o r fir es f r om ear ly D e cem b er 20 06 u n til early

Ma r c h 20 07 th ese in te ra ct io ns at ta in ed th ei r h i g h es t le ve ls e v e r . Fo r e x am pl e, call s to the Vi ctori a B u shfi re Inf o rm ati o n Li ne (VBIL ) r e ach e d 49 ,000 in r o u n d figur es d u r i ng thi s period.

Over the c o u r se of th e fi re season activi ty app r oxi m ately 32 ,0 00 peopl e

attend ed m o r e th an 3 00 c o mmu n i ty meeting s . B y way of c o mp ar i s on , duri ng 2005 /0 6 i n th e p e ak p e ri od of fi r e ac tiv i ty , th e VBIL r e cei v ed app r oxi m ately 1 7 , 4 00 ca lls a n d comm u n i t y mee t in gs n u m b e re d a b o u t 10 0 w i t h 1 5 , 0 00

a tte nde e s. In a ddit i o n , vis it s to the CFA websi t e i n cr eased m a r k edly . D u ri ng

2005 /0 6 , m o n t hl y v i s its p e ak ed at 4 2 2 , 05 6 i n Janu ar y 2006 , fr om an u n derly i ng

likely c o n s equ e n c es of leavi n g h o m e at i n appr opri ate tim e s, and the condi t ion s and em oti o nal imp a c t s li kel y to be exp e ri enced dur i n g th e passag e of th e fire front.”

base m o n t hly l e v e l of ab out 35 ,000 . In 20 06/07 vi si ts ac c e ler a ted to

1,237 ,189 , up f r om a base m o n t hly l e v e l of ab out 60 ,000 . Vi sits to thi s web s ite d u ring th e fir e season S e ptem ber 2 006 to Mar c h 2 0 0 7 totall ed 3,006 ,896 , hig h lig hti n g th e imp o rtan ce of web - b a sed i n f o rm ati o n .

A m e asur e of th e eff e cti v eness and im p a c t of c o mm un ity in teraction c a n b e gle a n e d fr om t h e st at i s tic s assoc i at ed wi th a fir e se ason. Whil st t h er e i s n o ac ce pt ed m e t h o d ol ogy fo r a s se s s i n g t h e se v e ri ty of a p a r t ic ul ar s e a s on or

c o m p a r in g t h e res u lts b e t w ee n se asons , th ere c a n b e no gr eat e r loss th an t h at o f fa ta l i t i es to peo p le. By t h is m e as u r e a l o n e, t h e 20 0 6 / 0 7 f i r es in V i c t o r ia c a n stand th e c l ose s t scr u tin y f o r th e inf o r m ati o n pr ov ide d to m a n y c o mmu nit i e s

o v e r an exte nde d pe rio d o f inte nse fire activit y. It is no doubt with a ve ry

str o ng level of satisf acti on th at the fir e a g encies re co rde d no fata lit i es from b u s h a n d ru ra l fi r e s du r i ng 20 0 6 / 0 7.

Un f o rtun ately , 51 h o u s es (21 p r i n cip a l r e si den c es, 30 oth e r th an prin cip a l

resid e n c es) and other priv at e assets were lost during the fir es. The lev e l s to whi c h h o u s ing l o sses were restri cted , as c r i t ic al as th ose l o sses were f o r th e

owner s and occu pants, i n c o mp ar ison to th e num bers at ri sk and the long evi t y o f t h at ris k , c a n a l so st an d c l os e sc r u t i n y ag a i ns t ot her se ve re fi re s e aso n s

ac ross Au stral i a du rin g th e last dec a d e wh en muc h sh or te r p e ri o d s o f se ve r e fire ac tivi ty h a v e oc c a si on ed f a r more sub s tanti a l l o sses. In the Great Di vid e C o mp le x F i r e s, losses o f a g r i cu ltu r a l lan d s ( a p p r ox i m at e l y 19, 0 00 h e c t a r es) ,

repr esen ted less th an 1.5% of the total ar ea bu rn t.

A nu mb er of sm all i s ol ated c o m m uni ti es and towns were s p a r ed major losses .

Real time defence assess ment a n d pla n ning by the fir e servi c es, ai ded by

re s o lu t e d e ci si on s , p r ep ar at io n s and ac ti on s i n st ig at e d wi th in th e c o mmu ni tie s w e r e i n st r u m e nta l i n th e F i re S e rv i c e – Co mm u n i t y pa rt ne rs h i p s u c c ee di n g .

Wa lh al la, Li co la, Da r g o, Woo d s Po i n t a r e a ll exa m p l es o f sma l l com m u n i ti es wh er e an u n de rst a n d i n g of fir e and appr ec i a t i on of t h eir vul n e r abili ty b y th e commu ni ty c o n t rib u ted to succ essf ul d e f e n c e.

### Upgraded information flow

A sign ifi c a nt eff o rt h a s b e en d e voted to u pgr adin g c o m m un ity i n f o rm ati o n fl ow.

Duri ng th e 2003 Al pin e fi res sy stem s we re dev e l o p e d to tran smi t inf o r m ati o n th at w o uld en abl e com m uni ti e s t o make in for m ed de ci si on s. B y th e tim e th e

2005 /0 6 f i r e s h a d occ u rr ed th ose sy stem s had b e en r e fi ned and for m ali s ed but despi t e the ackn owl e d g ed suc c ess of the 20 05/06 c a m p ai gn wh er e i n f o rm ati o n

flow to th e comm uni ty and med i a b e came a major p a rt of the m a nag e m e n t of th e fi re s, t h e fir e se r vic e s c o nsi d er ed th at ele m e n t s of t h e inf o r m ati o n fl ow

s y st em re qu i r e d fu rt he r ex aminatio n and improvement.

A s a res u lt o f th e 2 005 / 0 6 de b r ie fs a n d a jo i n t C F A/ DS E s t rat e g i c wo rks h o p i n Ju ly 200 6 to an al y s e and pr og ress key i s su es i d entifi ed , “Su stai nabili ty of

Inf o rm ati o n Fl ow d u ri ng Em erg e ncy Events” was identified as a k e y th em e.

Part of the ini t i a tiv e s ari s ing fr om 20 05 /06 conc ern i ng th e upgr ading of capaci ty of the VBI L and pr ovi s i o n of ov erf l o w and red und an cy were

impl em en ted to g o od eff e c t in 2 007 and th e f u rther d e v e l o pm en t of thi s th eme r e ma ins und e r wa y.

An add i ti on al acti vi ty und ertaken dir e c t ly fr om th e 200 5/0 6 fi res was an

inde pe nd en t r e vi e w ( t he “S ch aub l e Revi ew ”) of t h e ef fe cti v e n e s s abou t h o w i n fo r m at io n i s tr ans m itt e d to t h e c o m m u n i t y .

T h is re v i ew ha d pa rt icu l a r re ga r d to :

* Th e e x i s t i n g gui d el in e s an d tool s for t h e pr oc e ss.
* Th e d e f i ni tion of th e cri t ic al in formati o n n e ed s an d c o mmu nic a ti on process between the CFA and D S E emer gency c o n t r o l centres.
* Th e d e f i ni tion of th e cri t ic al in formati o n n e ed s and c o m m un ic ati o n between IC Cs, Regi onal Inf o r m atio n U n its and the s t ate emerge nc y control c e n t res.
* Th e c o mm u n ic ati o n p r oc e s s b e t w ee n t h e ag enc i e s and th e VBIL .
* Th e u s e of th e w e b .
* Th e u s e of SEWS .
* Th e u s e of commu ni ty me et ing s .
* Defi ni ti on of inf o r m ation n e ed s f o r c o mm un ity and media and tools and p r oc esses fo r d e li ve r i ng to t h e m in c l ud i n g the ro le o f t h e A B C a n d t h e management of the m e di a on the fir egr o u n d .
* Matter s aff e c t ing the flow of in f o rm ati o n fr om th e EC C & S E C C to th e media and the co mmunity.

### Improvements since 2005/06

T h e ou tc om e f r o m t h e Sc ha ub le r e vi ew o f in fo r m at io n f l o w d u ri ng t h e

2005 /2 006 fire season was a seri es of 29 r e comm end a tion s whic h have been

ad op ted by CFA and D S E. To pr ogress th es e issues, a S t e e ring Co mmitte e w i th j o int a g ency repres enta tio n , a n d Pro j e c t Officers to aid imple m e n ta tio n , was

es ta b lis he d. Us in g t h e o u tcomes from 2 005 /06 , the S t eeri ng C o m m ittee h a s d e ve lo pe d p r op osa l s to re fi ne ex ist i n g co mmu n i t y in fo rm at io n p r oc esses a n d

h a s d e v e lop e d a t i m e li n e fo r im pl e m e n ta ti on of a m e n de d pr oc ed ur es, t r a i ni ng and t e m p l a te s. Man y of th e s e ac tivi ti e s we r e u n de rw ay at th e on set of t h e

2006 /2 007 fire season , an d ar e c o n t in ui ng to b e p r ogr e ssed pri o r to th e fi re se ason 20 07 / 08.

Part of the ini t i a tiv e s ari s ing fr om 20 05 /06 conc ern i ng th e upgr ading of capaci ty of the VBI L and pr ovi s i o n of ov erf l o w and red und an cy were

impl em en ted to g o od eff e c t in 2 007 . A sig n ific an t imp r ov em en t to VBI L ser vic es oc cur r ed in c o mp ari s on to 200 5/06 as a r e sult of d e v e l o pi ng a seaml e ss

o v e r fl ow ca pa ci ty wi th a Ce nt r e li n k ca l l ce n t re , t h e a v ail a b ili ty of ad dit i o n al

tr ain e d staff and the abi lity to accept only fire r e l a te d ca lls into the centre. Th e VBI L c e n t re i s a c u st om er se rvic e centr e f o r DS E. Duri ng p e ri od s of n o n - peak fir e acti vity , r o u t in e D S E n o n - f i re bu siness c a ll s may b e r o u t ed in to th e

cen t r e . When hi gh f i r e l o ad de mand s oc c u r , t h e DS E n o n - fir e call s ar e r o ut ed t o a ba ck up si te at Se bas t o p o l , w h ic h ca n a l so ta ke ov e r t h e V B IL ro le in the

ev en t of a cat a st rophi c f a il ur e at Wen d our e e. Al th oug h t h e S e b a stopol si te was

establ i s h e d duri ng 20 05/06 its f unc ti on wa s not full y util i s ed u n til 20 06 /07 .

Th e c o re team f r om VBI L u n der t ook tr aini ng i n the A u str a l i an I n ter a g e nc y

In c i de nt Ma na ge me nt S y st em (AIIMS ) du ri ng t h e o f f se ason, to gi v e t h e m a bet t e r und er st andi ng of fir e an d em erg e n c y man a g e m e nt op er ati o ns. In

rec o g n i t i o n of the lik ely earli e r start to t h e se ason , tr ai n i ng o f c a s u a l s t a f f

comm enc e d mu ch ear lier , in Oc tob e r 200 6, in comp ari s on to 2 0 0 5 /0 6 wh en it comm enc e d Janu ar y 2006 . Th e numb e r of casual staf f tr ain e d was al so

sig n if ic an tl y in cr eased , f r om 30 i n 20 05 /06 to 90 in 20 06/07 .

Th e centre is abl e to re ac t i m m e diately to any sig n if ic ant ch an ge i n c a ll

numb e r s , b y ini t i a l ly overf l o wi ng fire c a ll s to Centr e li nk , r e di rectin g n o n - fi re call s to Sebastop ol and by bri n g i ng add i ti onal staf f on li ne fr om th e p o ol of

tr ain e d c a sual staf f . D u rin g 2 006 /07 appr oximately 6% of c a ll er s to the VBIL ,

i n pea k pe ri o d s, d i s c on n e c t e d b e f o re t h e i r ca l l s co u l d b e a n swe r ed . Th is co mp ar ed t o an a b and o n m e n t r a t e of 19 % i n 20 05 /06 .

Notifi c a ti on and ad vi ce to th e c o m m un ity ab ou t p o tenti a l imp a c t of f i r e s was eff e c t e d i n a m o re t i e r ed str u c t u r e d u ri ng 2 006 /07 . Th e u s e of th e S t at e

Em erg e ncy War n ing Signal (SEWS) d u ri ng 2 005 /06 r e ached v e ry high level s and t h e r e we re o f te n multiple SEW S iss u e d , to the ex te nt that communit ies we re

s u b j e c t to se ve ra l e p iso d es o f “ b a r ra ge” war n i n gs . D u ri n g 20 06 /07 e ffo r t s we r e m a de to cle a r l y d i st i n g u is h b e twe e n th re e le ve ls o f mess ag i n g to e n su re that

communities were aware o f the appro p riat e t i me to a c tivate de fe ns ive measur es:

* Alert (fi r e i s i n th e ar ea, n o i m m e di ate th reat, rem a in al er t f o r fu rth e r i n fo r m at io n, be g i n read iness prepa r atio ns).
* Th reat (fir e or emb e r s may p o se a specifi c thr e at at a short/n e ar fu tur e t i me, e n s u re rea d iness prepara t ions are co mplet e d).
* Wa rn i n g (SEW S mes s ag e - F i re im p a c t is im m i ne nt/ h ig h l y l i k e l y, p r ep ar e to ac tiv a te plan s) .

### Observations from 2006/2007 operational reviews

Item s id en tified du rin g th e 200 6 / 07 m a j o r debr ief s an d c o mm un i t y i n f o r m ation sp eci fic debrief s as r e quiri n g some st r e ng then ing pri o r to next fi re season

incl ud ed:

* Need f o r c o n s i s tenc y in m e ssages an d ter m i n ol ogy used to conv ey fir e inf o rm ati o n in a cr edib le an d c o nsistent m a n n er , to th e c o mm uni ty, by I M T co m m u n i t y in fo rm at io n u n i t s.
* Ne ed fo r r e c o gn it io n of th e I n fo rm at io n U n it ro le in t h e IMT a n d

deter m in ati o n as to wher e i t fits in th e I M T stru ctur e – rep o r t i n g directly t o th e I C or as a s u bse t of a n ot he r po rt fo lio ( c u r re nt l y t h e I n fo r m a t io n

Un it sits u n der Pl anni ng). They ar e n o t “ag e nc y” un its and i t was

g e ne ra l l y re co gn is ed t h a t o n e o f t h e st re n g t h s o f i n form at io n u n i t s was th eir “ o n e -voi ce ” app r oac h . Th er e ar e st r o n g m o v e s t o reg a r d th e

I n fo r m at ion U n it as a se pa rat e se ct io n i n IMTs, re po rt i n g d i re ct ly to t h e I n c i de nt Co nt ro l l e r .

* T h e i m po rta n c e of usin g lo ca l peo p le du r i n g co m m u n i ty b r ie f i n g s w h e r e possib le.
* Th e ne ed f o r one w e b s i t e 3 (t he use o f se pa ra te D S E/ C F A we bs ite s t h a t

ar e n o t easily i n terl ink e d was r a i s ed on a nu mber of oc casi on s r e g a rd ing c o m m u n i t y i n fo rma t ion , i n ad d i t i o n to im pac t on o t h e r f a c e ts o f th e f i r e management op er ati o n).

* T h e issue of the time necessa ry to d i spl a y updated m e ssagi ng on publi c w e bsi t es an d tra n s f e r to t h e V B IL , fo l l ow i n g t h e r e lease o f in fo rm at io n d i r e c t to l o c a l me d i a fr o m a n IC C. Th is a c t i vi t y is man a g e d t h r o u g h th e E C C/ SE CC a f t e r re ce ip t o f d a ta f r om I C C In fo r m at io n Un it s b u t th e

questi on p o sed by Inf o rm ati o n Units i s “Why can’ t per s onnel at the I CC post their r e leases d i r e c t to the web s ite r a ther than r e lay i ng it th rough

th e S E C C ? ” It i s n o te d th at th er e sh ou ld be m i n i mal d e la ys b e tw ee n th e rel e ase of i n f o rm ati o n by an ICC and sub s eq uent p o sti n g – i t can be

coun ter-pr odu c tiv e if inf o rm ati o n is pr ov ided to l o c a l medi a (an d henc e th e pu bli c ) foll owing ch an g e d ci rcum stan ces b u t thi s i s contr a di c t ed by diff er en t a n d ou t of d a t e inf o r m at i o n on t h e off i ci al w e b si te s .

Th e matter s r a i s ed du ring 200 6/07 ar e c o v e red g e n e r a ll y within proposal s

stemmi ng f r om the 20 05/200 6 r e view, with exce pt ion of a ne ed t o d e ter m in e wh er e t h e Inf o rm ati o n Uni t should si t i n t h e I M T, ei t h er as sep a r a te en ti t y

r e po rt i n g di r e c t to t h e I C o r r e por t in g t o o n e o f t h e oth e r f u n c t i on al a r eas of

1. \*T h i s n eed was e l o q u e nt ly ex press e d b y a C o mm un i t y I n fo rm at ion O f f i c e r :

“In th e m i d d le of a fi r e season the p u bl ic should n’t h a ve to try to work out wh o ma na ge s t h e l a n d , wh o m a n a ge s t h e r o ad , w h o s e juri sd ic ti o n th e fi re fal l s int o …… an d t h er ef or e whi c h w e b s i t e or phone n u m ber t o ri ng.” - a view e x p r e sse d in a de b r ie f d a ta col l e c t ion f o r m provid ed to the D S E ECC.

th e I M T. Ther e i s a st rong pr ef er enc e fr om i n f o rm ati o n uni t mem b er s t o bec o m e a s e p a r a t e fu nct i on al ar ea .

Wh il st ther e ar e m a n y issues id enti fied th at req u ir e sl i g ht m o dif i c a ti on or

a m e n dment , the ma tte r o f ma inta ining a s u st ai na b l e in fo r m at io n f l o w to t h e

commu ni ty is d e m o n s tr abl y pr og ressin g i n ac c o rd wi th the str a tegy set in 2006 .

# RESOURCING OF FIREGROUND PERSONNEL

### Introduction

T h is s e c t ion d e sc r i b e s t h e pe rso n n e l resourcing processes tha t Victoria impl em ented to pr ov i d e and d e p l oy V i cto r ian bas e d f i re res p o n se an d

management resou r ces to m e et the d e m a nd s of an exc e pti o n a l fir e season . I t d i sc usses ke y issu es re l e va nt to t h e a c qu is it io n an d ma na ge me nt o f s i g n i f i ca nt numbe rs of inte rsta te a n d inte rnat io na l resources.

### Key issues

Vi ctor ian b a sed r e sou r ces:

* + A d op ti on, fo r m al isa t ion a n d d o c u m e nta t io n o f ex ist i n g p r ac ti ces in to guid eli n es, for al ter n ativ e m e th ods of r a pi d dep l oym e n t of short term resp on se c a p a bi lities.
  + D e ve lo pm en t a n d comm u n i ca ti on o f a r i sk an al ys is proc ess to de te r m i n e th e m o st appr opri ate ord e r in which to dr aw d o wn resou r c e s fr om within th e st ate , whi l e en su ring th at l o cal Mu tu al Aid Pl an s p r ov id e f o r

rec i pr oc al f i re c o v e r .

* + Dev e l o p m e n t of mu tu al assi st an ce ar r a ng e m en t s /agre e m e n t s w i t h MFB for pr ov i s i o n of I M T tr ai ned per s on nel.

### Interstate/International resources:

* + D o c u me nt a n d fo r m al ise a s t r u c t u r ed p r oc ess, in co r p or at i n g ef fec t iv e practices that were d e v e l o ped an d im pl em ented duri ng 2 006 /0 7 .
  + Re co g n is e t h e ut i l i t y o f t h e D S E No rt h A l to na E q u i p m en t Ce nt re as a c e nt ra l po in t f o r e q u i p p i n g lo n g d i sta n c e i n t e rsta te and i n t e r n a t io na l su pp ort team s and d e term in e wheth e r th e servi c es pr ovi d ed by the c e nt re sh ou l d be ex pa n d e d ( L ogi s t i cs).
  + Revi ew in tern ati o n a l and in ter s tate ag reem en ts in lig h t of th e 2 0 06/07 f i r e s e aso n ( e sp ec ia l ly i n re lat i o n to l i m i t a t i o n s of a u t h o r it y p l a c ed on vi sit i ng cr e w s [ U SA ] a n d O H & S i s su e s ) .

### Local in-state resources

Th e n a ture of the fir e season an d its r a pid o n set ex posed the entire sta t e to potenti a lly high threat lev e l s . Thi s l i mi te d th e abil ity of al l fi re ag enc i es to

relo cate reso urces within the state to dea l w i th ex is ting threa t s. In view o f t h e likely earl y star t to th e fi re season , DSE took step s to augm en t i t s n o r m al

staffi ng complement by empl oy i n g Proj ect Fir e fig hter s (P FF ) ear lier than i s

u s ua l. Re cr u i t m en t co mmen ce d i n e a rn est i n ear ly Oc tob e r an d the week ly intak e was 168 , 181 , 221 and 2 3 5 . By 30 O c tob e r 200 6, 33 9 P F F s were

empl oyed and thi s fig ure r o se to 845 by February 20 0 7 .

In pr evi o us year s, the peak re cr u i tm en t of P F F s w a s:

* + 2002 /0 3 – 741 , th e p e ak oc cur r i n g i n the week endi ng 1 9 Jan 20 03

• 2003 /0 4 – 733 , “ 2 6 D e c 200 3

• 2004 /0 5 – 559 , “ 2 4 D e c 200 4

• 2005 /0 6 – 616 , “ 1 1 Jan 20 06

DS E i s m o r e easily ab l e to m o v e a high pr opor ti on of i t s fi ref i gh ter s ac r o ss th e st ate to res p o n d to incide nts. T h is m a y b e don e irr e sp ec tiv e of the fir e

potential acros s the state a n d ma y be b a sed on the pr inci ple of “ figh t in g th e

fire y o u h a ve g o t, r a ther than th e fi re y o u migh t h a ve” . Na tura lly, DSE needs to m a k e som e p r o v is ion fo r ho w to d e a l w i t h fu t u r e ou tb re aks in those a r e a s

wh er e fi re manage me nt st a ff are heav ily dr awn d o wn to r e sp ond el sewhere.

Th i s m a tt e r w a s d i scu s s e d at l e n g th and it was a g reed that so me sta t e

guid an ce i s req u ir ed on h o w an i n divi du al agen cy shou ld pr ov ide i t sel f with a p pr op r i ate le ve ls o f f i r e co ve r w h e n a sub s tantial pr op or ti on of its loc a l f i r e figh t in g r e sour c e s ar e m o v e d el sew h er e in th e st at e . Th er e ar e t h re e thi n g s t h a t a n y f i r e a u t h o r it y m u st do wh e n e v e r a fi r e is re co rd e d on its a r ea o f

resp on sibili ty:

* + Th e author ity mu st g a th er r e asonab le in tell igen c e ab out th e f i r e locati on to id en tif y wh er e and in wh at it i s b u r n ing ( e . g . ae ri al rec o nn ai s s a n c e ,

r e mot e s e ns in g, o n g r o u n d in vest i g a t io n, loo k o u t to wer obs e rva t io n, veri fi ed/verifi abl e p u blic reports).

* + Th e aut h or ity mu st ei th er i n i t i a t e su pp re ssio n ac ti on ag a i ns t the fire o r u n d e r tak e in v e st i g at ion a n d/o r ob se r v at io n t o de te r m in e w h at

s u p p r ess i on a c t i o n i s f e as i b le and wh at a n a p pr op r i ate s t ra te g y i s .

* + If there is a t h rea t o r a pote nt ial t h reat to t h e co mmunity, the fire

au th or ity mu st pr ovi d e tim e ly p u bli c advi c e , alerts and warni n g s to the commu ni ty .

I n p r ac t i c e , in fo rm al a r ran g em en ts a r e i n place wher eby th e CF A assi sts D S E if DS E h a s de sp a t ch ed r e so ur ce s el s e w h er e , h o w e v e r re g i on a l offi c e rs be lie ve t h e m a t t e r shou l d be form a lis e d b y w a y o f an M O U or o t he r for m a l in st ru me nt t o

mor e cl earl y spell ou t how su ch fi re co ver n e ed s c a n an d wi ll b e r e sour c e d .

Th e p o siti on with CF A resou r c e s is diff er en t and r e l a tes d i r e c t ly to th e vol u n t e e r b a se of th e CFA . Any r e sp on se t o oth e r p a rt s of t h e st at e ar e

vol u n t ary , and alth ou gh there m a y be n o c u rr en t fi res in a sp ec if ic p a r t of the

state, the vol u n t eer s in an area, parti c u l arl y if th ey ar e r u r a ll y b a sed m a y b e loath e to g o f a r fr om th at area and l e av e th eir pr op erti es u n gu ar d e d . Q u i t e

und er stand a bl y , u n der diff icu l t season al c o n d iti o n s , wh ere ac tivi ti es su ch as stock feedi n g and wateri ng c a nn ot b e pu t on h o ld f o r sev e r a l d a y s , r u r a ll y

based v o lu nt eer s are si mply n o t in a p o si ti on w h e r e th ey can l e av e t h e i r

h o ld i n gs for lo n g e r t h a n a da y o r t w o at t h e m o st. Un de r seas ona l l y be n i g n

c o n d it io ns, t h ose ty pes o f r e st ri ct io ns don’ t present as majo r h u rd les, and th e CFA c a n e a sil y m o un t ver y siz e ab le ou t of a r ea st rik e te am s a n d r e sp on s e uni t s th at c a n an d d o ab sen t them selv es fr om th eir loc a l ar eas f o r a n u mb er of d a y s .

To o v e r c o m e t h e di f f i c u l t i es imp o se d by ex tra o r d in ary s e aso n a l c o n d it io ns so me i n no vat i ve a r ran g em en ts w e r e est a b l is he d t h a t ena b led sho r t te rm , q u ic k

tur n ar oun d stri ke teams to c o n t ribu te ef fe cti v el y to t h e fir e eff o rt d u ri ng p e ak

fire ac tivi ty whil e onl y being ab sen t f o r very sh or t p e riod s. Th ese arr a ngem en ts i n c l u d e d t h e con c e p t o f q u ic k t u r n a r o u nd st r i ke te ams t h at w e re m o v e d i n ,

directly to work on th e fi reg r oun d and th en retur n ed h o m e at the end of a

sh ift . In s o m e i n st a n ce s s u ch t e am s w e r e bu s s ed o u t a n d b a c k , driv en t o t h e d e p l o y m e nt a n d ba c k ( w it h s e para te d r i v e r s to e n s u r e t h e s t r i ke te ams w e r e

not d r ivi ng wh ile f a tig u ed ) or tr ansported b y airc r a ft.

A nu mb er of IMTs en vi sage a r o le f o r fl yin g fir efi g h t ers in and out on qu ick t u rna r o u nd d e pl oy me nts a n d d i d u t i lis e th is m e t h o d o l og y . W h ils t t h is is a n

app a r e n t l y at tr acti ve op ti on , th e St ate Ai rcr a f t Un it , sound s som e caut ion ab ou t

th e adv i sabili ty of u s i n g li gh t air c r a ft f o r e x te n s iv e c o mmu tin g p u rp ose s du ring a c t i ve f i r es. Th ese con c er ns r e lat e to t h e op e r at io n o f l i g ht a i r c ra ft in less t h a n o p t i ma l f l yin g con d it ion s an d t h e n e e d to ut il i s e sm al le r r u ra l ai r f ie l d s. O n v e r y a d ve rse fi re da ys, w h e n we at he r i s no rm al ly ve r y ho t w i th st ro n g g u s t y w i nd ,

condi t i o n s for fl ying may pr ec lu de op er ati o n of air c r a f t to ful l c a pacity; ind eed , c o n d it io ns m a y tota l ly p r ec l u d e op e r at io n o f so me a i r c ra ft. T h i s is a ma tt er th at does n e ed to b e fu rth e r expl or ed wi th very clear and c o n c r e te g r ou nd r u l e s

es ta b lis he d to go ve rn l a rg e sca l e us e of l i g h t a i rc ra ft to mov e la rg e nu m b e r s o f p e o p le. It is t h e r e f o r e c r it i c al tha t a n y su bse q ue nt dis c uss i o n an d / o r po l i cy

deter m in ati o n about thi s m a tter sh ould inv o lve th e State Air c r a f t Un it.

Ex te ns ive use o f bus/coach to tra n s p or t personnel had uninte nd ed , b u t ve r y

posi tiv e c o nseq uenc es. I rrespec tiv e of wh eth e r th e p e rson nel were d e stin ed for ac ti on on t h e fir egr o u n d or i n an IMT, th ei r “f or ced ” tr av el t o g e t h er b y

bus/coach provid ed opport unit i es for the me mbe r s o f t h e group to ex c h ange

ex pe rie n c e s an d l e arn ab o u t e a c h o t h e r . Numer o us d e brief s di scussed the a d van t a g es t h at de r ive d fr om t h is w h e r e b y i n d i vi d u a l s w e r e a b l e to gl ea n a muc h b e tter un der s tanding of th eir fell ow team m e m b er s capabil i ti es and

stre ng th s, en abl i ng a mor e ef fe c t iv e strik e te am or I M T t o b e d e ployed . S o me ver y st rong re comm en dati on s em erg e d d u ri ng the r e vi ew to conti nue thi s

p r oc ess. I t i s s e e n as an exc e ll en t ca ta lys t f o r tr ue “ i nt e g ra t i on ” as o p pose d to

th e c o ndu c t of “j oi nt” op er ati o n s . Alth oug h th e fi refigh t er s g e n e r a lly app l aud e d th e c o nc ep t, some mi sgi vin g s w e re ex pressed a b o u t the sta n da rd of

bu s/coach e s u s ed . F o r long haul s, a min i mu m fi t-out and f a c ili ti es p a ck ag e

ne ed s to b e d e v e l o p e d ( e . g . a b a sic bu s de sig n e d f o r sh or t di st a n ce t r a n sp or t o n a lo ca l bas i s is not a su it abl e f o r a 4- 5 ho ur ha ul un der hot co n d i t i o ns. )

Oth e r benefits of c o ac h/b u s/f ly arrang em en t s i n c l ud ed:

* Th e main tenanc e of a fire fig htin g fl eet at the suppl yin g l o c a ti on .
* Reduced or no f a tigue manag e m e nt i ssues with fir efi g h t er s dri vin g l o ng tr an sp or t r u n s .

Duri ng j o in t p o st fi re discu s si on s wi th CFA/DSE, the MFB indicated that i t had mad e Le ve l 3 Wil d fir e ac cr edi t ed IMT per s on nel av ail a bl e bu t th ey we re und er - util i s e d an d th at th er e h a s be en lit tl e i n t e r a c t i o n hi th ert o be t w e e n MFB an d

DS E/C F A . MFB in dic a ted willi ng ness to i n tegr ate in to join t exer c i si ng and to

take on I M T roles.

A nu mb er of particip an ts at d e b r ief s l a m e n t ed their i n abi lity , b e c a u s e of th eir ong o ing pri m ar y comm itm e n t to k e y i n c i dent man a g e m e nt roles, to pr ovid e

m e nto r in g o p po rt un it ies fo r l e ss e x p e r i en ced sta f f. W i th ou t d e b a t i n g th e i n ten t of mentor i n g and wh ether or not the rig h t condi t i o n s for m e n t ori n g pr esen t

th em selv es duri ng major fi re c a mpaign s, it is cl ear th at r e so urc e s we re

stre tc he d t o th e li mi t and on some occ a si ons pe op le had n o op ti on oth e r th an to all o c a te newly tr ai n e d or less than op tim a lly tr ain e d per s on s in to k e y r o l e s.

Th e re al ity w a s th at t h er e we re not t o o m a ny u n a ll oc ated people av ai lable f o r men t ori n g , in ei th er l e a r ni ng or men t or rol e s. P a r k s Victor ia pr ovides a sali en t exampl e of th e e x t e n t of r e sourc i ng app l i e d t o th e fi re eff o rt . I t s norm al

c o m p le me nt o f sta f f is a b ou t 1, 00 0 peo p le. D u r i n g t h e f i r e ef fo rt ,

app r oxi m ately 85 0 were assig n ed to fi re du ty, leaving a sk el eton staff of 15 0 to carry on wi th routin e core bu si n e ss an d to keep c r i t ic al bu si ness c o mp on en ts

op er ation a l .

A re la te d iss u e c o n c er n e d pe rson n e l t r a i ned i n a ro l e o r r o l e s, be i n g a l lo cat e d

t o a d i f f e r e n t r o l e i n an IMT be cau s e t h e r e w a s no ot he r pe rso n av a ila b l e . Th is rai s es th e questi on of cr oss tr ain i ng i n to mu ltip le r o les to en sur e that

indiv i dual s don’t necessari ly b e come spec i a li sts in a sin g le role. It is

ac kn owled g ed th at i n divid u a l s m a y h a v e a pref er en ce for a sp ecif ic r o l e b u t th ere n e ed s to b e some flexi bili ty av ai l a bl e at I M T, I F AC and D i vi si on /S ec tor

l e ve ls.

### Issues for further examination include:

* D e ve lo pm en t a n d comm u n i ca ti on o f a r i sk an al ys is proc ess to de te r m i n e th e m o st appr opri ate ord e r in which to dr aw d o wn resou r c e s fr om within t h e s t at e whe n the ent i re st ate is pot e ntia lly at ris k 4.
* En sure th at l o c a l Mu tual Ai d P l ans pr ov ide for r e cip r ocal fi re c o v e r arr a nge m e n t s i n th e ev en t on e ag en cy su b s tant ially d r aw s d o wn it s reso urces fro m a n a r ea o f the sta t e.
* D e ve lo pm en t o f a po l i c y in con j un c t io n w i t h S A U co nc er n i ng la r g e sc al e d e p l o y m e nt o f fi re g r ou n d pe rsonn e l b y c h a r t e r a i rc ra ft.
* F o r m a l isat io n an d docu m e n t at io n o f ex ist i ng p r a c t i ces in to gu i d e l in es, f o r a l te rn ati v e m e t h o d s o f ra p i d d e p l o y i n g sh or t te r m res p o n se

c a p a b i l i t i es ( b us/ c oach tr ans p o r t, a i r c ra ft ) in l i e u of tea m s t r a v e lli n g in th e n o r m al re sp o n se veh i cl e s , w h er e app r o p ri at e , and fo rm al ad op ti on o f t h is i n it iat i v e .

* Dev e l o p m e n t of mu tu al assi st an ce ar r a ng e m en t s /agre e m e n t s w i t h MFB f o r p r o vis ion of IMT t r a i n e d p e rso n n e l . T o pr o g r e ss t h is, in it ia l

discu s si on s at C h ief O ffic er level ar e i n di c a ted .

### Interstate and international resources

A d i re ct f l ow o n f r o m p e rso n n e l res o u r c i n g re q u ir em en ts le d to t h e

impl em en tati on of sig n ifi cant d e ploym e n t s from i n ter s tate and in ter n ation a l ly.

Intern ati o n a l assi stan ce fr om fir e ag enc i e s exce ed ed p r evi o u s ( 2 0 02/ 03 ) l e v e ls w i th Ne w Ze ala n d ( 115 ), Can a d a ( 5 2) an d Un ited States (114 ) p r ovi d in g fi re

management p e r s onn e l . Total d e pl oy me nts of in tern ation a l r e sou r ces in

2006 /0 7 r e presen t th e largest an d m o st sig n ifi cant in tern ati o n a l depl oy men t of fire per s on nel that has ev er occu rred in to any S t ate or Terr itor y withi n

Au strali a.

Inte rst a te ass i st ance w a s a l so pr ovi d ed , as has be en t h e c a se in som e p r ev i o u s fire s e aso n s. Assis t ing personnel were dr awn fr om NS W (1 ,0 50 est.) 5, SA (1 0) , NT (1 08) , AC T ( 3 7 ) , Qld (14 ) and WA (2 0) .

1. Thi s p r oc e s s m u st i n clu d e an und er st and i ng of th e wh ol e su it e of asset s at risk. There are times when th er e i s a d i v e rge n c e wi t h in t h e fir e ag en cie s and c o m m u n i t i es a b o u t the d e f i n it ion o f “as s ets ” . Ma jo r pu b l ic i n fr ast r uc tu re , wa te r catc hm en ts, c o m m un ity assets and indi vidua l ass e ts ar e us ua ll y o b vi ous. Not so o b v i o u s a l ways i s t h e va lu e t o th e com m u n i ty, a n d to t h e S t a t e, o f m o r e ab s t r a c t a s s e t s su ch a s t o u r i s m and e c ol o g ic al v a l u e s and t h e cri t ic al f l o w o n i m pa cts to t h ose commun i ti es w h e n i n fras tructure and a p pea l asso ciated wit h th ose v a l u e s is di mi ni sh ed . Som e t i m e s th e bu sh i s n o t “ ju s t an ot he r bit of bu sh th at need s a g o od fir e th r o ug h it” and d e serv es, in c o mm uni ty in ter e st, s i m i la r le ve ls o f a p pl i c a t i o n o f r e so u r c e s a n d st rate g i es as do mo re rea d il y iden ti fi abl e “ a ssets” .
2. The NSW depl oy ment numb er is i n dica ti ve onl y , as an u n kn own n u mb er of pe rso n n e l r e s p o n ded di re ct l y i n to V i ct or ia i n a cco r d w i t h cr oss bo rde r a g ree m e n ts to a tte nd fires clos e to t h e bo rde r to meet s h o r t te rm lo ca l nee d s. La rge r gr o u p s in S t r i ke Te a m s and T a sk f o r c e s we re neg o ti at e d wi th N S W f o r lon g er ter m depl oym e n t s to specifi c fi re ar eas.

To m a nage the assi sti n g gr oup s and to pr ovide adequ a te li ai son , DS E/CF A

es ta blis he d a jo int CFA/ DSE Interna t ional/ Inte rs tat e Lia i son U n it ( I LU) in the D S E E C C. Th is s e c t io n o p e r at e d as t h e ke y p o in t of con t a c t for a l l v i s i t i n g

g r ou ps. Iss u es e m e r gi n g fro m t h i s i n c l ud e the need for c o n s i s ten c y i n staffi ng

so th at li ai son offi cer s f r om th e var i ou s assistin g ag en cies c a n readi ly i d enti fy a “ g o to per s o n ” to hel p th em man a ge u n f orse en a n d un us ua l c i rcu m s t an ces .

Initi a lly th e li ai son secti o n was staff e d on a rotating b a si s b u t v e ry qu ick ly i t was r e c o gn ised th er e was a n e ed for c o nti n uity of staf fing . Lead i n g the IL U w a s a ma jor tas k b u t it was no net h e l ess an ess e n t ia l ro le t o ens u r e t h at th e uni t establ i s hed and mai n tained work able procedur es and c o nti n uity with

su pply i ng agen ci es as th e fi re ev en t u n f o ld e d .

W h ils t there a r e s i gnifica n t differe nces bet w e e n inte rsta te and inte rnat io na l assi stanc e , th er e ar e sy ne rgi e s t h at de mand a co mmon a pproa ch. Be cau s e

i n te rsta te ass i st an ce c a n ra ng e fr o m ena c tm e n t o f c r oss bo rd e r a r ran g em en ts, incl udi n g self dep l oy men t b y a neig hb ou ri ng state ag enc y to attend fir es n e ar

th e b o rd er , to m o r e c o mp rehen s i v e assi st an ce bei n g ac tiv e ly soug ht for sp ec ific fire s or c o mple xe s, t h er e i s n o l e sser n eed for li aison of fic er s to be ap poin ted

by b o th th e d o n o r an d recip i ent ag en cy . F o r sev e r a l reason s, r e sour c e s fr om adj o ini n g s t a t e s ar e mor e re ad il y a b l e t o oper ate as d i scr e te se l f co nt ai ne d

crews and don’t necessari ly need to b e sp li t i n to s m a l le r gr ou ps, a l t h o u g h loc a l per s on ne l assig n ed t o int e r s t a t e cre w s ar e extr em ely val u abl e f r om a l o c a l

kn owl e d g e per s p e c t iv e. I d eall y , i n ter s tate c r ews will al l oper ate u n der the

pro v i s i o n s of th e AII M S and s h ou ld u s e id en tic a l t e rm in ol ogy b e t w ee n st a t e s . A d d i t i o n a lly , i n t e rs tate cr ews s h o u ld po ssess a n inna te unders tanding o f the cri t ic al fir e beh a vi our thr e sh ol ds th at pr ev ai l wi th in th e vari ou s fu el an d

topogr aphy cl asses in Vi ctor ia.

Fr om an in ter n ation a l per s pecti v e and alth ough AII M S was in iti a ll y a dir e c t m i r r o r of th e No rt h Am e r i c a n Nat i o n a l Int e ra ge nc y In ci de nt Ma nage me nt

S y s t e m ( N II MS ), u t il ise d by bot h US A an d Ca na da, t h er e a r e n o w so me k e y

diff er enc e s in stru ctur e, ter m in ol ogy an d under s tandi n g of m e ani n g s . Al though Au strali a and US A/C a nad a u s e Engli s h as the fir st l a n g uage, diff erenc e s i n

“ l i n g o ” a n d i n te rp r e tat i o n o f ce rta i n te rms no w co nv eys q u it e d i ff er e n t m e a n in gs. T h is w a s re co gn is ed a t th e T h i r d I n t e r n a t io na l W i l d l a n d Fi r e

Con f erenc e in 200 3 fr om whic h a recomm endati on stemmed to stand a rdiz e f i re t e rm i n ol ogy g l o b a l ly, i n re co gn it io n of th e l i k e ly g r ea ter em p h as is o n

i n te rn at io na l de pl oy me nts . As a c o ns e q u e n c e it was n e c e ssary to al loc a te l o cal p e o p le t o vi s i t i n g in ter n a t ion a l te ams t o ens u r e som e l o c a l kn ow le d g e w a s

“bui lt in” .

Th e US c o n t ing e n t sp ecifi cally r a i s ed th e n e ed , f r om a saf e ty p e r s pec t iv e, of integr atin g loc a l an d vi siting cr ews as th e v i si ti ng crews d o not nec e ssari ly und er st and th e trig ge rs f o r “w at ch ou t” sit u ati o n s on th e fi reg r ound , g i v e n

som e sig n if ic an tly diff erent fi re c h aracter i sti c s between Nor t h Am eric a an d

Au strali a. Th i s work ed well , bu t in th e v i ew o f se ve ra l i n t e rsta te v i si t i n g te ams, th ere w a s not a ne ed t o c o n s t a n t ly “ s h a d o w” th em on ce th ey h a d th e lay of t h e la nd and u n de rs t o od an y n u a n c e s of t h e op er ation a l system s i n Vi ctor ia vi s-à- vis their own pro c esses a n d structures.

M a n y of th e vi s i ti ng c r e w s occ u p i ed a ful l r a ng e of op er at io n a l p o si ti on s fr o m IMT to f r on tlin e fir egr o u n d . Eac h of the in tern ati o nal c o n t in gents op er ated

und er th e provi s i o n s of sep a r a te ag re em en t s b e tw ee n Vi ct or ia an d th e

su pply i ng c o u n t r ie s. Some dif f e r en ce s e x i s t in t h e s e agr e em en t s , e . g . m e mber s o f t h e Cana d i an con t in g e n t we re a b l e to occupy deci si on m a ki ng rol e s wi thi n

IMTs wh er eas t h e pr ovi s i o n s of t h e Vi ctoria – U S A a g re ement preclude d US A staff f r om making operati o n a l deci si on s and str a teg i es, becau s e of USA

c o n c e r ns re ga r d in g l i a b il i t y. S i m i la r l y, th e US A agr e em en t di d not p r ovid e for

USA p e r s on nel to cr oss ov er in to oth e r states, even th oug h th ey were in

posi ti on s w h er e Vi ct or ian r e sour c e s c o u l d au tom a ti c a ll y dep l oy u n d er th e te r m s of cr oss b o rder agr e e m en t s . Th e s e w e r e r e cog n i s ed as mat t er s t o b e add r e ssed in r e vi ewin g in tern ati o n a l agr e emen ts to p r ov id e fl exi b ili ty f o r skill ed p e r s on nel to b e abl e to un de rt ake an d c o m p lete n e c e ssary ta sk in g ef fectivel y .

Ea ch co nt in gen t co n d u c te d debr ie fs ab ou t t h ei r d e pl oy men t join tl y wi th

DS E/C F A pr ior to dep a rtu r e. Where th e v i s itor s h a d c o mment about sp ec ifi c

matt er s de ali n g wi th op er at ion a l issue s , t h e s e h a v e b e e n i n c o rp or ated in t o th e r e le va nt dis c uss i o n s in th is re vi ew. Ma tt ers t h a t a r e s p e c if i c to

inte rsta te /inte r nat i o n a l ass i sta n ce a r e examine d be low.

### Preparation, ordering and lead time

P a r t ic ul ar l y t h e In te rna t io na l an d m o re dist ant inte rsta te tea m s would

a p pr ec ia te m o re l e a d t i me ( n o t e - t h is iss u e r e lat e s not o n ly t o the lea d t i me f o r re q u es ts fro m V i c t o r ia b u t a l so to how qu i c kl y t h e s u p p l y ag en c i es

disse mina te the de ta ils of the requ est and begi n asse mblin g teams).

Non e th ele ss, assi stin g ag en ci e s acce pt t h at of te n an el em en t of u r ge ncy i s p a r t a n d pa rc e l o f f i r e res p o n se a n d th e r e is g e ne ra l l y not th e l u x u ry of an o v e r lon g lead tim e .

Th er e i s a ne ed i d e n ti fied f o r th e req u e s ti ng ag en cy t o be q u i t e sp eci fic abou t th e ski l l s set s th ey n e ed , to e n able rapid id en tifi c a t i on of t h e t e am str u c t u r e

and c o m p osi t i o n by th e sup p lyi ng ag en cy . The “ s h o pp i n g li st” of sk ill s shoul d rec o g n i s e that a str o n g lik eli h ood exi s ts th at in divi du al s m a y b e mul t i - task ed and r e qui r ed to fi ll sev e r a l d iff eren t r o les duri ng th e cour se of d e pl oy ment.

S o m e fo r m a l it y is ne cess ar y in ho w ass i s t an c e is re ques te d. V i c t o r ia ma i n tai n s a g ree m e n ts o r M O Us w i th ot he r st ates a n d t e rr it or ies w i th in Aus t r a li a a n d

a g ree m e n ts w i t h NZ, US A a n d Ca na da. Wh il st ge ne ra lly th e i n t e rn at io na l

arr a ngements were ef fec t ed v i a f o rm al d o c u men t ati o n , som e of the in ter s tate d e p l o y m e nts we re a rra n g e d b y te l e co n f e r en c e , e- ma il o r fa cs im i l e . I t is

a c c e p t e d th at ass i stan c e re q u ests m i g h t be i n it ia te d in a less fo rm a l s e ns e b u t ulti m a tely each depl oyment requ est ough t to b e b a ck ed by ag reed f o rm al

d o cu me ntat io n. I n a s i m i la r v e in , MF B r a ise d issu es ab o u t t h e ne cess i t y t o rai s e app r o p ri at e d e pl oy me nt o r d e r s an d e n su re th a t a r e tr an s m it ted in a

tim e ly f a sh ion to th e r e c e ivi ng IMT. MF B c i ted an i n stan ce wh er e a c o n t ing e n t

o f ac c r e d ite d M F B pe rso n n e l we re des p a t c h e d to a n IMT bu t whe n t h e y ar ri v e d, t h e IMT h a d no kno w le dge o f t h e i r i m pe n d in g a r ri va l a n d ha d, co nse q ue nt ly ,

n o t mad e an y p r ov is ion fo r t h e i r u t i lisa t ion a n d ma na ge me nt .

Internati o nal ag enci es indi cated that a c o m p r e he nsi v e pr e- de plo y m e nt pac k age, de scr i bi ng not on ly f i r e m a tt er s but oth e r e ssen t i a l i ssue s th at m e mb er s ar e

likely to en coun ter sh oul d b e p r epar ed and ac c o mp an y ini t i a l or d e r s . E.g . heal th inf o rmati o n – snakes, sp id er s, m e di c a l ser vic es; tr af fic rul e s – bri e f d e s c ri pt io n o f ke y di f f e r en ces bet w e e n A u s t r a li a a n d su p p l y co unt r y .

### Detail of gear needed

Man y vi sit o rs br oug h t equi pm en t th ey ei th er c o uld n o t use or did not n e ed , and it w a s sug g e st ed th a t mor e de t a il ed b r iefin g notes av ai lab l e in c o untry b e f o r e

they d e p a r t ed could assi st i n br i n ging the r i ght mi x of gear and clothi ng .

Alter n ati v ely, some “ h ot-s hot” cr ew memb er s f r om USA were advi sed n o t to bring p o r t able radi os. They did anyway and found th at th eir uni ts could be

repr og r a m m ed t o l o c a l fr equ e n c ie s. Th er e ne ed s to b e som e r e l a xati on of

rigidl y enf o rce d c o n d i t ion s ab ou t sp eci fic eq uipm en t e . g. per s onn e l d o n o t n eed fiel d b o ots if their on l y r o l e i s of fic e b a sed . There sh ould b e an abili ty b y th e

rec e i ving agen cy t o acce pt r o u t i n e equ i pm en t t h at m e e t s th e O H &S st an d a rd s

of th e supp ly c o un try (or st at e) , provid ed th e r e sp ec tiv e agr e e m e n t s al low t h i s to happ en – thi s coul d occur b y a “pr e -appr ov al ” pr ocess or by recog n i t i o n of

t h e re le va nt OH&S s t an d a r d s t h at p r e v a i l in t h e s u p p l y co u n t r y / sta t e. Th is could al levi ate th e need f o r f i r e gr ou nd pe rson n e l t o “ b re ak in ” b r an d new equi pm en t on th e j o b . Thi s m a t t e r sh oul d b e ad dre ssed in th e r e spec tiv e

inte rnat io na l and intersta te a g ree m e n ts .

As soon as “d epe n d e n t ” te am s, i . e. t h ose wi th ou t th eir own ve hic l e sup p ort

a r ri ve a t f i r e g r ou n d s t h e y n e e d o n si te lia iso n an d pro v isi o n for sa fe s t or age o f t h e i r e q u i pm e n t, fo r exa m pl e, a p o rta b le loc k er o r co nt ai ne r o r su i t a b l e se cu r e prem i s es.

### Equipment supply

Adj o in ing states u s ual ly pr ov id e a f u ll c o mp lem e n t of assi stanc e i n sof a r as thei r resour ces usu a lly travel ind e p e ndentl y to th e fi re area f r om th ei r h o m e ,

compl e te with fir efi g h t ing equip m en t an d/or vehi cul a r su pp ort. L o ng di stan c e

inter s tate and in tern ati o n a l cr ews g e n e r a l l y fly to Vi ctori a and ar e thu s able to bring only sm al l i t em s of h a nd h e ld eq uipm en t. A n o table exc e p t i o n was a

conting e n t from th e N o r t h e rn Ter r itor y th at arr i v e d c o mplete with fir e tr uck s – a mass iv e lo g i st ic s exe r cis e .

D S E ma in tai n s a n e q u i p m en t d e ve lo p m e n t an d s u ppl y ce nt r e a t Nor t h A l to na and c a r r ies a $9 .5 mil l i on in ventory of min o r and m a jor equ i pm en t, r a ti on

pack s, f o am and retardant, sel f cont ai ned mob i l e cam p ing uni ts i n cluding kitch en , l a undr y and re-supp ly c o n t ai n e r s , sm al ler m o bile ki tc hens and

contai neri sed equ i pm en t l o c k er s. I t i s abl e to fu lly ki t ou t a vi si ti ng strik e team

o r est a b l ish a ma jo r ca m p . I r resp e c t i ve o f lo ca l, i n t e rst a te o r i n t e r n a t ion a l

sour c e s, if a stri ke team arri ves at the fi reg r ou nd wi th l i ttle or n o equi pm en t, t h is p r o v ides d i f f i c u lt ies fo r f i r e g r o u n d co mm an d e rs in e f fe ct iv e ly us i n g th em .

Th i s t y p e of ev en t occ u rr ed on sev e r a l oc c a si on s. Th e USA cont in gen t n o t e d th e matt er of e q uipm en t supply t o vi si tin g te am s w a s ad eq uate ly sou r ced fr om t h e

D S E eq u i pm e n t c e n t re a n d ma de th e fo l l ow i n g o b s e rv at io n: “Don ’t l e a v e A l t o na wit h ou t all veh i cl e s , r a di o s , s a w s , an d tool s. L o c a l u n its c o ul d not su pp or t

lar g e numb er s of peop le – and ended up ord e ri ng th em fr om Al to n a an yw a y . ”

The Centr e pr ovid es an e ffectiv e on e-stop shop where inter n ati o n a l / in ter s tate strik e team s can b e fu lly k i tted out wi th al l nec e ssary f i re fig hti n g equ i pm en t

a n d re mo ves th e i n e v i t a b le de lay s th at oc cu r w h e n log i st ics s e c t i o ns m u st g o to n o r m a l com m e r c ia l su p p l ie rs for r e p l a c e m en t or ad di ti on al eq ui pme n t sup p lie s

duri ng f i re camp aig n s. The c e n t r e pr ovid es an extremely u s efu l b a c k up f a c i lity for supp ly and i s r o utinely exten s i v el y u s ed by b o th fir e ag enc i es. It is

worthwhil e to r e vi ew th e servi c es p r ovid ed by the N o rth Al ton a Equipm en t Ce nt re a n d to cons i d er wh et he r th e r a n g e an d quan ti ty o f co nta i ne r i se d

servi c es i s ad equ a te or ough t to be exp a nd ed.

### Size of contingent

I n te r n at io na l ly, th er e w a s ge ne ral ag r e em en t t h at e a c h te am oug h t t o be

restric t ed to ab ou t 50 per s on s. Thi s was f o r reason s of main taini n g adeq u a te adm i ni str a tive supp or t to th e u n it. If 1 00 ar e r e qu ir ed th ey shoul d c o n s ti tu te 2x sep a r a te team s of 50 . Th e US A c o n t i n gent exc e eded 10 0 and th e team

le ad er expr e s sed som e c o nc ern s ab out m a nagi ng a gr oup of that siz e . N o

restric t i o n s were deemed necessary on se l f suff ici e n t inter s tate conting e n t s as th ey typ i c a lly r e sp on d in ac c o rd with th eir stand a rd p r oced ur es f o r task for c es o r strike tea m s.

### Terminology

T h is can be cr i t i c a l . A l th ou gh AI I M S w a s de r i ve d d i rec t ly f r om NI I M S, as a

con s eq uen c e of the 1 985 fir e study exch an ge to US A/Can a da, th ere h a s b e en sig n if ic an t ev olu t i o n i n t h e me a n ing s of ce r t a i n t e rm s in b o th sy s t e m s sin c e

th en . Thi s high ligh t s the need to full y i n teg r ate team s, mi xin g l o c a l s wi th

vi sitor s , an d al so enables th e f i r e gr ou nd m a n a g e r s to kn ow th e skill s sets of th e vi sit o r s .

The Int e r s tat e / I nt ernational Liai son U n it i d enti fied t h e need for :

* + Th e s e c t i o n sh ou ld b e vi e w e d a s an integr al part of the EC C / SECC .
  + Th er e shou ld b e cl e a rl y d o cu me n t ed pr oc ed ure s about e s t a bl i s hm en t of th e se ct i o n and i t s op er at ion an d stru c t ur e . Th e I L U l e ad er i n di c a ted

inten t to fu lly d o cum e nt th e p r oc edu r es, str u ctur e and system s that were d e ve lo pe d, an d w h ic h n e e d to ap p l y, i n cor p or ating i n put fr om the ILU

debr ief . When pr ep ar ed th e s e “ b u s in e s s r u le s” n eed t o b e f o rm alised .

* + Th e I L U ne ed s emp o w e rm en t wi t h aut h ori t y t o m a k e d e ci si on s, in clud ing expe ndi t ur e of fun d s, t o p e rm it effi ci en t op er at ion .
  + Cop i e s of i n t e rn a t i o n a l ag re em e n t s s h o u ld be al w a y s av ai la ble in th e ILU.
  + Th er e i s a defi ni te re quir em en t for a c o n s t a n t “f ac e” i n t h e IL U.
  + Th e I L U ac comm od ati o n mu st b e large en ou gh to acc o mm od ate the I L U te am and a t l e a s t o n e li ai s o n of fi cer ( o f t e n tw o ) fr o m ea ch o f th e

ass i sting agencies.

* + Dep e nd ing on number s of assi sti n g ag encies the I L U r e qui r es at l e ast tw o ad min i str a tive staff.

Th e issue s iden ti fie d abov e ar e b e st en c a p s ul at ed b y d o c u m e n t in g and

f o rma l is in g a st ru ct u r e d pr oc ess, i n co rpo r a t i n g e f fe ct i v e p r ac t i ce s t h at w e re dev e l o p e d and im plemented d u r i ng 2 0 0 6 /0 6.

### Other key issues identified

* + Rec o gn i s e th e u t il it y of th e N o r t h Al t o n a Equipm en t C e n t re as a cen t r a l p o in t fo r eq u i p p i n g lon g d i sta n ce in te rst a te a n d i n t e rn at io na l s u p p o r t

te am s and det e r m in e wh et he r t h e se rvi c e s provid ed b y t h e ce nt r e sh ou ld be ex pa nded ( L o g is tics ).

* + Revi ew in tern ati o n a l and in ter s tate ag reem en ts in lig h t of thi s fir e

season (espec ially in rel a ti on to limi t ati o n s of authori t y pl ac ed on v i s i ti n g c r ews [US A ] lim i t at io ns).

* + Is su e s reg a rd ing re q u e s ting of ex t e rn al as si s t anc e – prep ar a t i o n and lea d time; routine gear and OH&S iss u es ; co nt i n g e n t si z e fo r

inter n ati o n a l dep l oym e n t s; d iff er enc e s in termin ol og y and n e ed to all o cate l o c a l “gu i des” for sever a l d a y s .

T h ese tasks m a y a l so b e in fo r m ed b y r e le van t o u tc om es fro m de br i e fi n g of th e Au strali an conting e n t to US dur i n g 20 06 .

# COORDINATION ARRANGEMENTS

### Introduction

Th i s se ct i o n de s c ri be s th e c oor d i n a t i o n ar ran g em en ts th at o p e r a t e d w i t h in an d bet w ee n th e fi re age n cie s and b e tw e e n t h e fire a g enc i es a n d Munic i pa l

Em erg e ncy Coor dinati on Ce ntres. Mu ni cip a l Em er genc y C o ordi n a ti on i s a k e y f u nc t i on p r o v id e d fo r i n the E m er g e n c y Manu al , V i cto r ia a n d is an i n tr i n si c

comp on en t of e m er ge ncy fir e m a nag e m e n t . W h ils t interact ion w i th the w i der em erg e n c y serv ic es and other supp or t agenci es i s cri t ic al , m a ny oth e r ag ency asp e c t s were not c o n s ider ed in thi s r e vi ew pend ing a wh ol e of state, al l

a g e n c i es de b r ie f. C o ns ul tat i o n was a r ra nged with VicPo l , V I CSE S a n d DH S and som e i ssue s ar e i d e n t i fied f o r re solu ti on or ad op ti on w i th th ose agen ci es.

### Key Issues

IF AC

* + Revi se th e curr en t I F A C gui d anc e based on t h e le ar nin g s f r om thi s fir e

season, f o r m al ly inc l u d e th em in th e Part ne rship G u id e lin es, and edu c at e all relev a n t per s onn e l of th e role of IFA C C . Exerci si ng at p o ten t i a l IFA C

centr e s and between ICC s and I F AC centres i s in dic a ted .

IM T

* + Re v i e w th e t e m p lat e fo r I M T co mp os it io n (an d th e IMT Too l k i t ) to provid e g u i d ance on appr opri ate st affi ng of th e f unc ti ons requi r ed .
  + Ev al u a te n u mb er of p e r s onn e l requir ed p e r sh ift f o r each f u n c ti on th at will be fil led.
  + Reinf o rc e t h e ne ed for c o n t in ui t y of I M T m e mb er sh ip and r e t u rn of e a r l ie r I M T p e rson ne l f o r s u bse q u e nt de pl oy m e n t s.
  + Com p osition – sel e c t i n g the b e st qu alif ied and exper i enced staff for posi ti ons.
  + D i v i s i on o f d u t i es, a n d sta f f i n g , be tw ee n IMT an d fi r e gr ou n d

c o m m a n de rs, to ens u re tha t f i r e g r o u n d co mm an d e rs ha ve a d e q uat e reso urces.

* + T r a i ning to e n sure that IMT a n d Divis i on/Secto r Comma n de rs unde rs tand t h e i r ow n an d eac h oth e rs ro l e s.

MECC

* + Es ta blis h be tw ee n the fire a g e n cies a n d Po lice a clea r unde r s t anding o f rol e s an d r e sp on sib ili t i e s a t e a ch lev e l a n d at e a ch ce ntr e .
  + E n gage in pre-s e ason ex ercises a n d c o n f er enc e s in su itabl e p r em ises

(MECC or RECC ) wi th key stak ehold e r s , inc l uding appr opr i ate m u nici pal repr esen tativ e s.

E x te rn a l su pp o r t age n ci e s

* + Th er e i s a ne ed t o r e -eng ag e wi t h Vic P ol on th e i ssue of road cl osu r e s and c o n t i n ue th e d i al ogu e t o en su re th at t h e fir e se r vic e s , P o l i c e and su pp ort ag enc i e s un d e r s t a nd an d imp l e m e n t th e p r o v isi o n s t h at app l y , and c o m m u n ic ate th ose pr ovi s i o n s to the community us ing pre- fire

edu c ati o n t o ol s.

* + Th er e i s a ne ed t o c o nside r th e dev e l o pm e nt of st an d a rd ope r ati ng

sy stem s and pr otocol s be tween the fir e ser vic es and S E S , to cater f o r su pp ort r o l e s th at S E S is willi ng and abl e to und er tak e .

T h e r e a r e se ve ra l a r ms to the ques t i on o f coo r dina tion w i t h in a n d bet w ee n the fire a g encies a n d exte rna l ly to suppo r t a g encies. T h e ke y ma tte rs rais e d during t h is r e v i e w p r o cess i d e nt i f i e d coo r di na tio n a n d ma na ge me nt be tw ee n th e IMT

a n d f i r e gr ou n d , a n d th e r e lat i o n s h i p s fr om IMT to r e gi onal and integ r ated f ir e ag ency coordinati on centres (RECCs and IFACC s ), thence to sta t e le ve l

coor din a ti on c e n t r e s and extern al ly to Muni c ipal Em erg e nc y C o ord in a ti on

Cen tr e s ( M ECC s ) . Th e r e i s a st ro ng c o r r elatio n be tw een the co or din a t i o n i s su e s face d betwe e n the fire a g e n cies a n d the fa ct tha t the y o p e r a te o n se pa rat e IT

pla tf o r m s Th e t w o pl at f o rm s a r e n o t obv i o u s ly tr an sp ar en t and al th ou gh t h er e ar e op er at or s wh o c a n e x tr ac t i n f o rm ati o n fr om ei th e r pl at f o rm , th er e ar e many wh o cann ot .

T he pr i nc i pa l (a n d s u pp o rt in g ) f i re a g e n cy de b r ie fs an d r e a l t im e p e r fo rma nce monitoring rev iews f o cu ssed pr i mar ily on t h e acti vi tie s of t h e j o i n t fir e ag e n ci e s and li ke in ter s tate and inter n ati o nal a g encies w h o pro v ide d assis t a n c e , and

th eir lin k s to the MEC C s, th e nor m al pr ov id er s of l o gi stic s ser vic es. The wid e r issues of emerg e n cy r e sp on se c o ord in a ti on gen e r a ll y was n o t sp eci fic al ly

targ et ed d urin g t hi s proce ss an d, t o d a te , th er e th at no c o m b in ed stat e l e vel

debr ief of the wid e r emerg e n c y management famil y (Fir e agenc i es, P o li c e , DHS, muni cip a l , SE S an d ot her s u pp or t org a n i sa t i on s ) c o nv en ed t o r e vie w th e s e

a r eas . T h ere f o r e, t h ere may be iss u es re lat i ng to coo r dina tion w i t h ot he r

em erg e n cy serv ic e s and b e t w ee n oth e r e m erg e n cy se rvic e s th at em erg e fr om an y f uture debr ief s or work sh op s inv o l vin g the full sui t e of em erg e nc y and

su pp ort ser vic es wh o were inv o l v e d wi th th e 200 6/07 fi res.

Althoug h thi s seri es of debri e f s did no t i ncl ude re pre s en tati ves f rom extern al

ag en cie s t h ere w a s sig nifi cant di scu s si on ab ou t wh at t he role i s or ough t t o be f o r M u ni c i pa l Em e r g e nc y Coo r di na tio n Ce nt res (ME C C ). I n p u t f r om th e St ate

E m e r ge nc y S e r v ic e (SE S) was d is cuss e d a t t w o d e br ie fs in t he con t e x t o f

m a t t e r s t h a t o p er ated we l l . I n pu ts fro m S t Jo hn Am bu la n ce a n d D P I we re a l so discussed i n a p o si tiv e li ght.

Th er e i s a need f o r al l p a rtici p an ts in an i nc iden t to c learl y u nd e r s tand n o t only th eir own r o l e b ut also th e r o l e of oth e r posi ti on s or agen ci es w i t hin th e

e m e r ge nc y m a na ge men t u m br e ll a . Ve r y p ro b a b ly, ro le cl a ri t y a n d a goo d

und er stand ing of it by al l the p a r t ic ip an ts in an ICC , RECC or I F A CC c o n t r ib u tes hug ely to wh ether or not an in ci den t i s suc cessf ully m a n a g e d . Man y ob serv er s

opi n e t h a t inci de nt s w ere m a n a g ed su cc e s s f ull y in spi t e of s o m e ti me s l e s s th an full und er standi ng of rol e cl ari t y both verti cally wi thi n ag en ci es and l a ter a lly

bet w ee n agen ci es.

By fa r t h e b u l k of d i sc uss i o n cen t re d on the ro le o f I F A C C, t h e rel a t i o n sh i p s

between I F ACC and IC Cs and th e ne ed t o d e fin e t h e i r r o l e as we ll as th e r o l e s and r e sp on sib ili ti e s of M E CC s . A ddit i o n al d i sc u s si on f o cu s s e d on th e r o l e s

played by I M Ts, h o w t hey in te r a c t ed w i t h t h eir Div i si on s an d S e c t or s and h o w they managed the i n cident acti on pl anni ng p r oc ess. Th ese mat ter s ar e f u rth e r discussed i n thi s and the Planni ng Secti o n.

### IFAC-ICC

Integr ated Fir e Ag ency C o ordi nati on (I F AC ) was establ ished du rin g th e 200 2 / 03 fire s t o ov erc o me reg i on a l c o ord i n a ti on issues w h e n an ext e ns ive fire o r

compl e x of fir es sim u l t aneou s ly aff e c t ed sever a l regi ons. Th e c o ncept was for m ali s ed in l a te 20 0 3 and desc ribed in d e tail i n a sc hed u le enti tled

“ I nt e g ra ted F i re A g en c y C o or d i n a t i o n ( I FAC) ”, at tache d to the CFA/DSE

Coop er at iv e Ag re em e n t . The Coop er at iv e A g re em en t was r e pl ac ed b y “ D S E -CF A Partner s hip Guid eli n es” 6 in Oc tob e r 20 06 . D u ring th e interv eni ng y e ar s n o IF AC c e nt res w e r e es ta bl ish e d, b ut for m al IF A C c e nt res w e r e es ta bl ish e d i n 2 0 0 6 / 07 in N E Vi ctoria and G ip p sl and .

Th er e was a wid e d ivergenc e of opini o n s ex press e d a b out t h e ut ilit y o f IFAC

c e nt res a n d t h e i r l i n k a g es ve rt i ca l ly t o I C C s, E C C/ SECC an d late ra l l y t o M E CC s. T h ese o p inio ns ra nged fro m :

* + “We ne ed t o cl arif y i f we n eed IF AC , cl arify its r o l e s an d respon si bili ties and r e l a tionship wi th IMT, MECC , SECC /ECC …”
  + “ N i g ht IF AC C d i dn ’t ha ve peo p le w ho co u ld h e l p mu ch, IF A C h in d e r ed t he

process, r o le cl arif ic ation n e eded …”

* + “ I F A C C assi st ed a i rc raf t c oor d i nat i o n , c o n f us io n a b o u t o n goi n g ro le o f IFAC resou r cin g – need to r e v i ew IFAC r e sourc e r e qu est pr ocess…”
  + “No cl ear u n derstan di n g of role of IF A CC with dup lic ation of r o l e s at3 x

RE C C s, an d 1 x IF A C C” )…”

* + “comm u nicati on l i nk s SECC/EC C to I F AC C di d not g o well fr om fi eld per s p e c t iv e , ne ed b e tt er und er st and ing of t he role of MECC & IF ACC ,

need comm unic a ti on s bu sin e ss r u les for th e link ECC / S E CC to I FA C C … ”

* + “IFACC and MECC need to und er stand eac h oth e r … ”
  + “I MT r e quests alter e d by IFACC , need to d e fine IFACC procedur es and t r a i n p e rson n e l, la ck o f r o l e c l ar ity , I F ACC cl osing at night…”
  + “ I F A C C sh ut dow n o v er n i gh t so IMT u n a b le t o a ct i o n res o u r c e r eq u est,

no deci si on maker s av ail a b le, Incide nt p r ed ic t i on ( I F A CC ov er la y) t oo m a n y days w h e r e we g o t it w r o n g . “W e want to ab ol is h I F A CCs… ”

* + “… th e I F ACC ro l e is no t c l ea r…”
  + “th e role of the IFA C C n eed s to be cl arif ied to c o nfir m how and wh er e i t fits in …”
  + “ … the IF A CC i s con s i d er ed to b e a n e c e ssary li nk i n th e c o ord in a ti on

process but o n ce resources a r e alloca te d to a n IMT the sugges t i on is th at the I M T should li ai se di rectl y wi th the su pply ing Regi on …”

* + “ … the IFAC C wor k ed wel l … ”

P e rha p s not s u rpr i s i n g l y , thos e pe rso n ne l wh o ope r at ed i n a no n-IF A C

e n vi ro n m en t a n d w e re use d to th e i r co nv en t i o n al re po rt i n g l i n e s t h r o u g h the i r ag en cy ch ain-of-c omm a nd ten d ed to v iew t h e I F A C c ent r e as a n un n ec essa ry

link in th e coor din a ti on ch ain . To th e cont r a ry, t h ose p e r s onn e l w ho oper ate d as m e m ber s of an I F A C team saw their rol e i n a total ly di fferent ligh t an d

rec o g ni s ed valu e i n e s tabli s h i ng an IF AC c e n t re t h at op er at ed as th e m o d e l intend ed , with p o si ti on s fill ed b y the best av ai lable p e r s on s irr e sp ec tiv e of ag en cy ori g in . Th e N E I FAC c e n t re (DS E B e n a ll a) took up its r o l e i n early

Dec e m b er 2006 and d id n o t di sb and u nti l l a te Febru a r y – members

ac kn owled g ing th at the tr an siti on to I FAC oc cur red smoothl y an d seam lessly in a cco rd w i th the pla n .

W i t h ou t exc e pt io n, t h e s i x m a jo r r e gi ona l de b r ie fs ad dr ess ed th e i ssu e of I F A C , alm o st e x cl usiv ely in t h e c o n t e x t of vi ewi n g th e IF AC i s su e as a m a t t e r wh er e

streng th eni ng i s req ui red . I t i s cl ear th at m a n y p e opl e do n o t un der s tand that

th e r e al r o l e of an IF A C c e n t re i s to eff e c t iv ely repl ac e th e f un cti on s th at woul d norm all y b e conducted by the C F A and D SE RECC s wi thi n t he ar ea of th e I FAC

cen tr e r e sp on si bili ty , t o en su re t h at a c o ord i na te d ( a nd int eg r a t ed ) sup p o r t

mec h ani s m is in pl ac e . T h e IFA C cen t r e i s n o t an ad ju nct t o R E C C s ; i t i s th ere instead of the RECC s an d is t h e d i r e c t co ndu i t b e tw een IMTs a n d t h e

E C C/ SE CC.

1. Av ail a b l e at www.dse. vic. gov.au

Wi th an I F AC c e n t r e i n pl ac e th e rep o r t i n g ch ain i s th us I M T -+ IF A C C -+

SECC/EC C .

Wi th n o I F AC c e n t r e i n pl ac e, th e c h ain i s I M T -+ RE CC -+ SECC /ECC .

W h ils t the IFAC ce nt re takes on a coor din a tion r o l e c o nduc ted b y reg i on al

centr e s d u r i ng “norm a l” op er ations, it i s not a “sup er ICC” wi th d i rect functi ons extendi n g bey o nd the ICC s to Di vi si on and Sector level, al th ough som e

in stan ces occu rred wh ere an I F A C c e n t re ef fectiv el y b y passed the IC C and deal t directly wi th fir eg roun d levels . It is evid en t th at there i s a real n e ed to cl earl y

restate the roles and resp on sibili ties of IF AC ce nt r e s an d how t h ey f i t in to th e rep o r t in g and c h ain - of -c om m a nd stru ctur es. Whil e su b s tantial eff o r t h a s been mad e to br ief per s onn e l on the r o l e and fu n c ti ons of I F AC , th e h i gh l e v e l of

c o m m e n t ab o u t t h e m s u g g e sts th at a pro c ess is ne e d ed to in fo rm c r it i c al

peopl e i n the resp on se and c o or din a tion c h ai n.

**I ssu e:** The ag en ci e s n eed t o re vi se t h e c u rr en t IF ACC guid an ce b a se d on th e learn i ng s f r om thi s f i r e season , f o rm ally in c l ude them i n the P a r t n e r s hi p

Guid elin es, and edu c ate all r e l e v a n t p e r s on nel of the r o l e of I F A C . Exerci sin g at potenti a l I F AC centres an d b e tween IC Cs and IFAC centr e s i s al so i n di cated .

### IMT relationships to Division/Sector

Again th er e i s a l a ck of role cl ar ity ev ident. Not al l I M Ts an d fi reground

comm and e r s attracted thi s cl assi fic ation b u t there was suffi ci en t discu s si on duri ng d e b r ief s to warrant fu rth e r work on en suri ng that I M T/fi r e gr ou nd

mem b er s cl early and f u lly un der s tand eac h other s r o l e s.

IMT size c a n, and som e ti me s did , op er ate t o th e d e trim en t of ad e q uat e ly

resour cin g fiel d c o m m a nd er s – th ey of ten need an assi stant or a p e nc ill er bu t of ten m u st und er tak e al l fi eld c o mm and tasks themsel v es as well as m a yb e

m a n a g i ng a sta g i n g ar ea. Fo r exa m pl e, a nu m b e r o f pa rt i c i p a n ts i n the re g i o n a l debr ief s commented :

“ S e c t or c o mm and w a s i n e f f e c t iv e, t h e se ct or w a s t o o lar g e and t h er e we re no off s ide r s … ”

“ Reso u r c e a l loc a t i on fo r D i vi sio n a n d Se cto r C o m m a n de rs was i n ad e q uat e –

eit h e r IC C s ar e not li ste n ing or t h ey ha ve in su f f i c ie nt r e so urces themselves… ”

“ R e su lt s ar e p o si tiv e wh en divi s i on al m a n a gem e n t an d div i s i on al op er a t i o n s ar e treated and resourced w e ll …”

T h is is a ma tte r t h at w a s ra ise d d u r i n g t h e f i r e s e aso n 7 but the info rmat io n ma y not h a ve b e en su ffic i e n t ly di ssemin ated to th e targ et audi enc e to ac hi ev e i t s

m a x i m u m po te nt ia l i m p a c t p r io r to t h e con c lu si on o f t h e f i r e seaso n , an d

o b vi ous l y co u l d n ’t a d dr ess ins t anc e s w h e r e t h is iss u e h a d o c cu r r e d pr io r to i t s distr i bu ti on . Those ar e a s wh er e a de d i cated Stagi n g Ar ea m a nag e r was

a p po in te d g e ne ra l l y fu n c t i o n e d w e ll a n d ver y pos i t i ve f e ed ba ck ca me fr om th e

1. I n lat e Dec e mb er 2 0 0 6 , th e C F A C h i e f O ffi c e r ma il e d a sho r t DVD en t i t l e d :

**S t rik e Team L e a d ers an d Sec t o r Co mman d e rs**

**Im pro v i n g Op erat i o nal Ma na gem e nt & Per f or ma nce 20 06**

The D V D was accomp anied by a doubl e si d e d sin g le she e t of A4 note s and was distr i bu te d t o ev ery Brig ad e an d Reg i on , with suffi ci en t addi ti onal c o p i es for each e n d o r s ed Se ct or Com m a nd e r and St rik e Te am L e ad er .

rel a ted fir eground c o mm and e r s wh o d i d n o t h a v e to u n dertak e the role

t h e m se l v es an d fr om fi r e fi g h t e rs u s i n g th e stagin g ar eas f o r t h e i r int e nd ed rol e .

A n u m b e r o f f i r e g roun d com m a n d e rs i n d i cat e d tha t I M Ts w e r e s o m e t i mes re luct ant to place trus t w i t h th e fir egr o u n d c o mm anders. F o r example:

“ I M T not taking advi ce fr om th e f i reg r ound” and “ O p erat io ns co m m a n d i n IMT w a s tact ical ra ther than s t rate gic... ”

Th ese in stan ces cl ear ly c o ntr i bu ted to le vels o f dissa tis f action expressed by

fiel d c o m m a nd er s who were eith er in ad equ a tely resourc e d or wh ose task s wer e presc r ib ed at suf fic ien t ly defini t i v e l e v e l s suffi cient to remove m o st deci si on

making fr om the fi eld c o mm anders.

T h e se t up a n d esta blis hment of IMTs, in cl udi n g ho w th e t e ams ar e for m ul ate d and st af fed a n d th e I M T r e l a ti on sh ip s to fi r e gr ou nd co mm and p o s i ti on s n eed s a h a r d re v i ew w i th resp e c t to :

* Com p osition – sel e c t i n g the b e st qu alif ied and exper i enced staff for posi ti ons.
* D i v i s i on o f d u t i es, a n d sta f f i n g , be tw ee n IMT an d fi r e gr ou n d

c o m m a n de rs, to ens u re tha t f i r e g r o u n d co mm an d e rs ha ve a d e q uat e reso urces.

* T r a i ning to e n sure that IMT a n d Divis i on/Secto r Comma n de rs unde rs tand t h e i r ow n an d eac h oth e rs ro l e s.

T h e r e lat i on sh i p s b e tw ee n D i vis io ns/ S e c to rs a n d IMT is fu rt he r d i s c uss e d i n t h e se ct io n e n ti t l e d “ F ir e g r o u n d C o mm an d ” . Th is in cl u d es d i sc uss i on o n t h e r o l e o f th ese fir eg round position s tak i ng resp onsibi lity to ef fecti v el y an d pr oactiv el y

manage th e r e sour ces at th eir d i sp osal .

### Key Issues

* Revi ew c o mpositi o n of IMTs to en su re sel e cti o n of th e b e st qu al ified and experienced staff fo r p o s i t i o n s.
* Revi ew the divi sion of duties, an d staff i ng , between I M T and fi r e gr ound c o m m a n de rs, to ens u re tha t f i r e g r o u n d co mm an d e rs ha ve a d e q uat e

reso urces.

* Impl em en t tr ain i ng t o en su re th at IMT and D ivi si on /S ec tor C o m m a nde r s u n d e r s t an d t h e i r own a n d eac h ot he rs ro les.

### IMTs

**Set-up and rostering**

Es ta bl is hme n t a n d mai n te nan c e o f e f f e c t iv e I M Ts is cr it i c a l to su cc ess f u l i n c i d e n t ma na ge me nt. Man y IMTs have been p r e-p l anned or may be

sp eci fic ally estab l i s h e d at th e star t of a m a jor in cid e n t to ensur e th at

repr e s en tativ e s f r om both rur a l fire age n ci e s pr ov id e th e b e st eq uipp ed I M T in t e rms o f capa bilit i es and expe rience – it is not a pro c ess to ens u re equa l

ag en cy r e p r e s e n t a ti on on t h e I M T b u t on e de sig n ed t o ac hi ev e c o mp e t e n t and w e ll ba lan c e d IMTs i n t e rms o f acc r ed i t e d and ex pe r i e n c e d sta f f.

I M Ts t h at h a d be en pr e- p l a n n e d an d ha d ex ercise d toge ther o p erat ed

eff e c t iv el y, parti c u l arl y t h ose wh o op er at ed as in teg r ated un it s and se le ct ed t h e bes t q u a l if i e d pe rso n s fo r t h e tas k r e qu ir e d . S e v e ra l d e br ie fs r e co gn ise d t h e ne ed to dis r eg ar d “ t u r f” a n d to a p p l y th e best a v a i la bl e sk i ll to t a sk i n g.

A k e y i ssue th at was i d en tif i ed in 200 6/07 was som e l a ck of c o n t i nui ty i n

st af f i n g , e . g . w h e r e sta f f o c cu p yin g i m po r t an t r o l e s wer e a v a ila b l e o n ly o n a sh or t rotati on or wer e re-all ocated to ot he r t a sks w i thin the overa l l fire

r e s p o n se so t h e y ha d l i t t l e o r n o o p po rt un ity to de ve lop an y sy ner g y w i t h oth e r par t s of a sp eci fic I M T a n d i t s p r o c e s s e s . F i eld o p e r a t or s s a w sig n ifi ca nt v a l u e

in d e alin g with a reason ab ly con s tant team wh er e th e key p e r s onnel al ter e d

infr equ e n t l y . P a r t of t h e rati on al e f o r t h i s c o n c e r n e d t h e outp ut of th e I M T – s h o r t rota tio n s of IMTs mea n t t h a t pe ople ha d only just go t to kno w the area a n d the fire by the t i me t h e i r tour o f dut y e n de d. If th e y d i d no t r e t u rn t o th e sam e I M T f o r th e ne xt t o ur or di f f er en t p e ople w e re c h osen , th er e was n o

l e ve ra ge fro m t h e k n ow l e d g e that ha d b u il t u p o n t h e i r p r ev io us to ur .

S o m e IMTs ha v e be com e v e ry la rg e, app r oachin g a total staff i ng of 100

per s on s. I n on e in stance du ring thi s c a mp ai gn there were m o r e p e opl e in th e IMT th an t h er e we re fire fig ht er s on t h e gr ou nd . I t w a s th e vi e w of some

revi ew p a r t icip an ts th at I M Ts of thi s m a gn itude h a v e b e c o m e f a r too un wi el dy to b e e f f e c t iv e . Th e ti me ne ce ssary t o loc a te th e occu pan t s of cr iti c al p o si ti on s in a tim e ly mann er wi thin a 100 p e r s on str o n g I M T b e c o mes d iffi cu lt an d tim e

con s um ing with eff e c t s th at i m p a ct fur t h e r al on g the c o m m and ch ai n if

d e ci sio n s an d a p p r ov al s, o r co mm u n i ca ti on o f c r i t ica l i n fo r m at io n i s de la ye d. T h e r e is opp o rt un it y to re vi ew IMT s i z e to d e te rm i n e if som e of th e pla n ni ng a n d lo g i st ic s f u n c t i o n s c u rr en t ly h e l d a t I C C ca n b e de vo l v e d to D i v i s i ons .

T h e o b se rva t io n is mad e t h at V i ct or ia is no t t h e o n l y st ate in Aust ra l i a to sta f f I M Ts to t h is le ve l. Som e ot he r st ates ha ve r e a c h e d a p o in t wh e r e ext r ao r d in ar y numb e r s of staff are alloc a ted to IMTs , creating a n imba la nc e betw ee n the

l e ve ls o f reso u r c i n g a t I M T an d f i r e g r ou n d le ve ls, in ex tr em e cases wi th t w o I M T m e m b e r s fo r each a c t i ve f i re f i g h t e r . Th is is p a r t ly b r o u g h t a b o u t by

ob servi n g a p e r c eived need f o r par t i c ul ar f unc ti on s to be und er tak e n , and the

beli ef th at a sep a r a te indiv i du al , and often sev e r a l i n di vidu a l s , ar e n e eded to deli ver eac h fu nc ti on . AII M S ack n owl e dges th at in som e c i rc um stan ces an

i n d i vi d u a l m a y ho ld m o re t h an o n e fu nc t i on b u t t h e r e a r e in cr eas i n g fu nc t i o n s th at are ad ded to th e resp on sibili ty of I M Ts, imp a c t i n g on b o th th e staffin g

lev e l s c o m p le xi ti e s of op er a t i o n .

Vi ctor ia op er ates i t s emerg e n c y f i re m a n a g e men t wi thi n the n a tionally ag reed AII M S fr am ewor k to ensur e i n ter o p e r a bi lity with oth e r states. Thi s i s imp o rtan t to obt a i n maxi mum n a t i on al c o n s i s te nc y in dev e l o pm e n t of tr aini ng m a te ri al s

a n d a p p l i c at io n o f s y ste m s a n d p r o c e d u r es. T h is ef fe ct iv e l y co nst r a i n s V i cto r ia n ag en cies fr om sign ific an tly c h an ging h o w the c o mp on en t p a r t s of AII M S ar e

st r u c t u r e d a n d tr ai ne d. Ho we ve r, t h e r e is lat i tu de in ref i n in g how i t is

i m p l e m e n te d. W h i l s t a fu l l b l o w n I C S s t r u ct u r e ru ns to man y se pa rat e

f u nc t i on al “ c el ls ”, on e o f th e k e y b e ne fi ts of th e I C S st r u c t u r e is t h a t it nomin a l ly onl y r e q u ir es the fil lin g of the p a rts n e ed ed . There are sev e r a l que s ti on s f o r th e fir e ag en cie s t o e x pl or e i n set t i n g up an I M T:

* Deter m in ation of whi c h of th e c e lls (fun ctions) r e q u ir e staffi ng .
* Numb er of staff r e q u ir ed p e r shif t f o r eac h f unc ti on that will be staff e d .
* Con t i nui ty of IMT m e mber ship and r e turn of ear lier I M T staff f o r su b s eq uent dep l oym e n t s.

### Issues

* Ne ed fo r r e v i e w o f t h e t e m p lat e fo r I M T co mp os it io n to p r ov i d e gu id a n ce on appr opr i ate staf fin g of the fu ncti on s r e q u ir ed .
* Ev al u a te n u mb er s of per s on nel r e qui r ed p e r shif t for each fu nc ti on th at will be fil led.
* Reinf o rc e t h e ne ed for c o n t in ui t y of I M T m e mb er sh ip and r e t u rn of e a r l ie r I M T p e rson ne l f o r s u bse q u e nt de pl oy m e n t s.

### Joint IMT Desk

D S E a n d CF A hav e agr e ed fo r a n u m be r of y e a r s to est a b l ish jo int IMTs at

regi o n a l l e vel th a t ca n t r a i n t o g e t h er and ar e av ai la b l e f o r d e pl oy me nt a s an e n t i ty. Al tho u gh man y j o i n t IMTs ha v e be en es ta bl is hed , t h e n t r ain e d an d

exer ci sed t o g e t h e r in rec e n t ye ar s, the d u pli c ated r e questi ng and supply

arr a nge m e n t s i n b o th ag en ci e s o f te n r e su lt ed i n a m i s m a t c h si tu at i o n wh er e a

r e qu est fo r an IMT res u l t e d i n a D S E com p on e n t n o t be i n g mat c he d to th e sa me supply i ng r e gi on wi th it s i d enti fied CF A c o u n t er p a rt, th ereby losin g th e

imm e di ate val u e of a unif i ed I M T th at had exerci sed and tr ai ned tog e ther and contai ned the righ t b a lanc e of competenci es.

To a d dress this, a jo int IMT desk was es tabli s hed at the DSE EC C earl y i n the Great Di vid e C o m p lex fires to m a nag e al l r e quests f o r IMT resou r ces fr om any IMT, i r r e sp ec tiv e of which agenc y was in ov er all c o mm and or whi c h state

em erg e n c y c o ordi nati on c e n t re r e c e iv ed th e r e qu e s t. Th e Joi n t I M T d e sk t h en d e te rm i n e d t h e pot e n t i a l do no r re g i o n ba sed on an under s tandi n g of av ail a ble state reso urces and forwa r ded the requ est to a n appo inte d re gional IMT

coor dinator that m a naged I M T r e sour ci ng r e quests on behal f of b o th ag enci es.

Th i s pr o c e s s r e su lt ed i n t h e “d on or ” r e gi on providi n g the b e st av ail a b l e I M T

irrespecti v e of ag en ci es i . e. specifi c p o si ti on s wer e fi lled by th e best av ail a bl e qualifi ed p e r s on s and th e p r ocess was eff e c t iv ely “ a g e ncy bli n d” .

T h is w a s th e f i r st o ccas i o n u p o n w h i c h th is f a c i li t y has bee n es ta b lis he d dur i n g a m a j o r ev en t. P r evi o u s l y , r e qu ests for I M Ts were h a ndled by n e g o tiati o n

bet w ee n th e r e sp ec tiv e ECC s . Th e f a c ili ty w o rk ed w e ll on th i s oc c a si on and sh ould be earm ar ked for fu tu re i m plementati on , i n th e ab sen c e of a j o i n tl y op er at ed st at e c o ordi n a t i on ce nt r e .

### External coordination between fire agencies and MECC

Th er e r e m a in s c o nfu s i o n about t h e re sp ec ti ve r o le s of th e fi re ag enc i e s and th e M u n i ci pa l Em e r ge nc y C o nt ro l Cen t re (M EC C) , es pe cia l ly i n r e l a t i on to ca te r i n g

a n d a c comm o d at io n iss u es. E m e r ge nc y ma na ge me nt pro c e d ur es for V i cto r i a

a r e des c ri be d a n d de ta i l e d i n t h e E m e r gency Managem e nt Manual Vi ctori a and i n tha t r e ga r d th e MEC C is des c ri b e d as a pr i m a r y m uni c i pa l bas e d e m e r g e nc y c o o r d i nat i on ce nt re . It is c l e a r l y d e s c ri be d as be in g t h e fo cus fo r o r g a n i s i n g

an y sup p or t th at m a y be n e cessary to a ssi st th e control agency n o mi n a ted as th e r e sp on se age n c y to an em er gen c y i n c i d e n t . Th e MECC i s al so cl early

d e s c ri be d as not be ing t h e co nt ro l l e r to m a n a ge t h e res p o n se o f co nt ro l a g e n cy reso urces.

I n pa rt i c u l a r , pro v is ion of va rio u s su p p l ies ( t h e l o g i s t ic s co m p one n t ) , i n cl ud i n g catering and accom m o dati on f o r em erg e nc y r e s p ons e p e rso n n e l is sc he d u led i n th e Em erg e ncy Manag e m e n t Man u al t o be undertak en by the r e levant Muni ci pal Em erg e n c y Resp on se Offi cer (MERO ) . Th er e is a r i d e r to t h is p r o v is io n a n d i t i s

t h a t th e ma nua l s p e c if i c a l ly nomi na tes t h a t “C on tr ol a n d sup p o r t ag en ci e s t h a t have th e c a p a c i t y t o provid e em erg e n c y r e l i ef fun c t i ons f o r th eir own per s onne l (f or e x amp l e cat e ri ng ) ar e t o u s e t h e i r i n terna l o r ganisa tiona l reso urces befo re req u e s tin g em erg e n c y rel i e f fr om th e em erg e nc y r e li ef sy ste m .” 8 Th e Vi ct o r i a n fire au th ori t ies (C FA , MFB , and D S E) an d Vi ctori a n S E S ar e l a ter spec ific ally

iden ti fied i n thi s categor y . 9

Th e manu al fur t h e r id en tifi e s th e pr obl e m s t h at can em erg e wh en th e MECC i s not upda ted about inte rna l arra nge m e n ts th at are pu t i n t o p l a c e b y t h o s e

a g e n c i es wi t h ca pa ci ty to do s o . I f t h e i n c i d e nt does n o t es ca late a n d p r o v is io n of ser vic e s or gani sed by a c a p a b l e ag en cy i s ad eq uat e , th en fe w or n o

problem s will oc cur . When an i n c i den t d o es esc a l a te an d oth e r respon se or supp ort ag encies bri n g in ad diti onal p e r s onnel who r e quir e b a si c serv ices

i n c l u d in g ca te ri n g an d ac co mm oda t io n t h e r e m a y be c o m p et it io n fo r l o ca l l y

av ai lable servi c es. In ord e r to ef fici e n t ly ac cess th e av ail a b l e ser v ic es, in deed t o know if t h e y a r e a v a i la ble or no t, the MECC must kno w to w h at ex te nt t h ose ag en cies who are sel f pr ovid ing ar e dr awi n g up on av ailable r e sourc e s and

services.

T h is p r ov isi o n p r o b a b ly he l p s to c l o u d t h e iss u e o f wha t th e t r u e r o l e of th e MECC i s or ought to b e , and its r o l e i s th u s not clearly und er stood by m a ny

players at the ICC -I FACC l e v e l . It is ap p a r e n t th at in a “r ou tin e ” fir e si tu ati o n wh er e t h e MECC i s n o t ac tiv a te d, th at D S E and C F A should g o ab out th eir

business of fir e m a nagem e nt, di rectly sourcing the su ppli e s they req u ir e. Thi s includes s u st enance and ac comm od ati o n for fir efig ht er s an d an y ot he r su ppl ie s s u ch as plant. The picture is no t so cl ea r a b o u t w h at processes ought to ensue w h e n a MEC C is a c t iva te d. As a g e ne ra l o b se r v at io n, r e s p o n si b i l i t y for

acqui s i t i o n of supp ort suppl ies (e.g . pl an t) is generall y, although not al way s , handed off to th e MECC bu t p r ovi s i o n of c a ter i ng and acc o m m od ati o n i s n o t at

a l l c l ea r.

Some ICC s hand ov er th e f u ll ran g e of l o gi st ic s sup p ly t o th e MECC , som e c o n t i n ue to so ur ce fo r a g e n c y per s o n n e l o n ly , som e con t in ue to so ur ce

ac c o mm od ati o n an d c a ter i ng bu t h a nd ev er yth i ng el se to th e MECC, and other s

h a n d o f f res p o n si b i li ty f o r a n y i n c o m i ng a d di t i o n a l res o u r ces w h e t h e r th e y a r e i n te r- re g i on al , i n t e rs ta te o r i n te rn at io na l. In s h o r t, the r e ca n be a n y

c o m b in at ion f r o m total r e l i a n c e up o n th e MEC C fo r a l l lo g i st ic s to a l most n o

reli anc e u p on th e MEC C f o r su ppl ies su ch as c a teri ng and ac comm od ati o n . Th is con s ti tu tes a very un even di spl a y of h o w l o g i stic s supp l y m a y be d ivid ed .

I n te ra ct io n b e t w ee n th e k e y p l a y e r s pr io r to t h e fi re s e aso n i n j o in t pr e-seaso n

me eti n g s and e x er ci si ng i n som e ar e a s res u lt ed in effect ive relat i o n s betw een IMTs – MECC.

W h i l s t th e ME C C is mu n i ci pa l l y bas e d, th e M u n i ci pa l Em e r ge nc y Re spo n s e Coord i n a tor (MERC) i s a sen i or l o cal o ffi cer from Vi ctor ia P o li ce, and i s th e

per s on re spon sibl e f o r t h e ef fici e n t c o ndu c t of th e MECC. Th er e i s a ne ed t o

clear ly establ i s h b e tween Vic t ori a Polic e an d th e j o in t fire agenci es, a th or ough und er st and i ng ab ou t t h e cir c um stanc e s u n d e r whi c h t h e j o i n t fir e ag en ci e s will be r e sp on sible f o r sou r cin g their own serv ic es, h o w an d when th at in f o rm ati o n will be com m uni cated to the MEC C and whether or n o t a p o i n t will be reach e d wh er e the j o in t fir e ag enc i es wi ll tr an sf er all , or p a rt only , of th e resp on sibili ty f o r p r o vis ion of se r v ices to t h e ME C C . Th is n e e d s t o be cl ea rl y de f i n e d b e tw ee n th e fi re ag enc i e s and th e P o l i c e wit h st and a rd c o nd it i o n s apply i n g t o ev ery

inci de nt so th at all p a rti e s u n d e r s tand re sp on si bili ti e s th at c a n b e c o nsi s t e n t ly app lie d an d c a n tr ai n th eir st af f a c c o rd ingl y.

1. E m e r g e n c y M a na g e me nt Ma n u al V i c t or ia. A p p e n d ix 2. P. 8- 7
2. Em er genc y Man a gem e n t Manu al App 9 C a teri ng A r r a n g em en ts P . 8-28

Alt h oug h t h e MECC i s man a g e d by a se ni or polic e off i c er , th e ac tu al op er at ion s of th e MEC C u s u a l ly i n v o lv e m u n i cip a l staff . It is im por t ant th at m unic i p a l staff a l so u n d e r st an d t h e na tu re o f t h e va ri ous ro les a n d res p o n si b i li t i es a n d an y

agr e em en t s th at ar e r e ach e d be t w e e n P o li c e and fir e ag en cie s . A s a part of th e consul tation pr ocess, it i s appr opri ate to in clud e mun i cip a l rep r e s en tati ve s to

en abl e th em to c o mm unic a te in f o rm ati o n thr o ug h the mun i ci pal stru ctur e.

Th er e i s al so a ne ed per c ei ve d t o e s t a b l i s h cl ear u n d e rst a nd ing s ab ou t th e r o l e o f RE CCs an d (I F A C C s) a n d ho w t h e y re lat e to t h e MEC C . Gi ve n th e l e ve l of

und er stand i ng wi thi n th e fi re ser vic es g e n e r a ll y ab ou t th e r o l e s of an I F AC C, it is a ma tte r t h at mus t a l so be a d dresse d w i th V i cPo lice to e n s u re t h a t the

rati on al e b e hi nd establi s hi ng an IFAC C i s c l earl y u n derstood n o t onl y b y the fire a g encies but a l so by t h e ke y suppo r t age n cie s .

T h is re la tes di re ct l y to ro le c l a r it y a n d un de rs tan d in g b y pa rt i c i p a n ts o f t h ei r

rol e s an d the roles of oth e r p a rticip an ts ab ov e an d b e low th em i n the c o m m and c h a i n an d th e e m e r gen c y ma na ge me nt s t r u c t ur e as a w h o l e. T h e r e lat i o n sh ip

between MECC s and I M T/(I FAC C s ) v a ri ed , l ike l y to b e in di re ct pr op or ti on t o joi n t traini ng and exerci si ng d u ri ng off fir e season and th e l e v e l of c o n t ac t bet w ee n th e p e opl e st aff i ng t h ose c e n t r e s d u rin g t h e e v en t .

### Key issues

* + T h e nee d to es ta blis h bet w ee n the fire a g encies a n d Po lice a clear

u n d e r s t an di n g o f ro l e s an d res p on si b i li t i es a t eac h le ve l a n d a t ea ch cen t r e .

* + Th e ne ed t o eng a g e i n pr e - se ason e x erci se s an d c o nf ere n c e s i n su it ab le prem i s es (MECC or RECC ) wi th key p a rties.
  + Con s ul tati ons (an d exerc i ses) i n vol vin g MECCs sh ou ld inc l ud e app r opri ate m uni cip a l rep r esen tativ e s.

### External coordination with support agencies (excluding MECC)

Althoug h the d e b r ief and r e vi ew pr oc ess f o cu sed pr im ari ly on th e ac ti on s of the fire age n ci e s and w a s no t pl ann e d t o b e an ov er ar chi n g a n aly s i s of th e

e m e r ge nc y m a na ge men t a rra n g em e n ts w i t h i n V i cto r ia ( a s th is pro c ess wa s

con s id er ed t o b e th e provin ce of oth e r s ) , one on on e ag en cy d i scu s si on s w e re held with S E S , Vic t ori a Polic e an d Departm e n t of Hu m a n S e rvi c es to id en ti fy

issues of spec ific in terest to th e fire agenci es. Al l ag enci es h i ghl i g hted a numb e r of issue s wh e r e th er e i s opp o r t u n i t y f o r th e f i r e ag en ci es t o h o l d con s truc ti v e di al og ue with oth e r ag en cies.

Th e out c ome s of t h e s e c o n s ul t a ti on s ar e in clud ed at A ppen d i x 4 .

I ssu es:

* + Th er e i s a ne ed t o r e -eng ag e wi t h Vic P ol on th e i ssue of road cl osu r e s and c o n t i n ue th e d i al ogu e t o en su re th at t h e fir e se r vic e s , p o li c e and su pp ort ag enc i e s un d e r s t a nd an d imp l e m e n t th e p r o v isi o n s t h at app l y , and c o m m u n ic ate th ose pr ovi s i o n s to the community us ing pre- fire

e d uca t ion too l s. T h is m a t t e r is fu r t h e r a d d r ess e d u n d e r th e se ct io n en tit l e d “ F i r egr o und .”

Th er e i s a ne ed t o c o nside r th e dev e l o pm e n t of st an d a rd ope r ati n g sy ste m s and protoc ol s b e tween the fir e servi c es and S E S , to c a ter f o r supp or t rol e s th at SES is wi llin g and abl e to und ertake. Cr oss-tr ai ning and joint exerci si ng i s

indi cated .

# JOINT VERSUS INTEGRATED OPERATIONS

### Introduction

Th i s secti o n hi ghli gh ts th at whil st D S E and CFA c o op erate v e ry well tog e ther

t h e r e re mai n e l em en ts o f a “j oi nt o p e r a t ions ” ve rs us an “ i n t e g rate d o p e r a t ion s ” a p pr oac h in s o m e a r eas, w i th a p e rc e i v e d n e e d fo r eit h e r se r v i c e to ha ve

co un te rp ar t r e pr e s e n t a t i on wi thi n a d e fi ned gr oup s u c h as an I M T or IF AC . T o

th e c o ntr a r y , oth e r ar eas, in clu d i n g r e gi on al ly b a sed I M Ts have adop ted a f u lly inte grat ed a p proach th at is agency blind an d fo c u s on a p po in ti n g

qualifi ed /exp eri e n c ed per s on s to positi on s with ou t r e gar d to ag enc y .

P r o p os als to de ve lo p a s i n g le sta t e co or di n a ti on centr e pr ovid e the op portu n ity to st re ngt h en in teg r at ed op er at i o ns.

K e y iss u es a r e:

* + In ord e r t o pr ogr e s s t h e si ngl e s t a t e c o or di na ti on c e n t re f a cili ty , sig n if ic an t dec i si on s n o w n e ed to be m a de c o n c erni ng the ini t i a l o p e r a t i o ns. Mat t e r s t h a t ne ed to be a d dr esse d ur ge nt l y i n cl u d e

configuratio n, IT s y stems, staffing a r ran g em e n ts, ro bu st bus i ness ru les and c o n s ul tati on w i t h al l st ake h old e r s .

* + Con s eq uen t up on establi s hm en t of a sing le coor din a ti on c e n t r e ef fec t iv e o p e r a t i o na l p r a c t i ces id e n t i fi e d i n co n d u c t i ng an in te g r a t e d ce nt r e ca n

be tr ansl ocated to i n tegr ated incide nt ma nage me nt a n d IF AC fu nc t i on s – th e s e pr ac t i ce s c o ul d i n clu d e t h e conc ep ts in tr odu c e d vi a th e S t r a t e gi c

Pl ann i ng U n it.

Wh il st ther e ar e v e ry str o ng ind i cati on s that C F A an d DS E work v e ry well

toge th er , t h er e i s an und erly ing thr e ad th at op er ati o n s c o nd uc ted t o g e t h er are som e tim e s mor e ap pr opri ately c o nsidered to be “j oi ntl y ” ru n r a th er being ful l y “ i nt eg ra te d. ” T h e r e a r e re fe re n c es w i t h in t h e de b r ie f re co r d s th at s p e l l o u t

in stan ces of dup lic ati o n, n o t bec a use of a need f o r dupl icati o n but because one ag en cy or t h e oth e r w a s th e l e ad ag en cy , and t h e ot h e r ag en cy saw a n e e d for

a n e q ua l pres ence .

Th e s e r e f e ren c e s w e r e c o nsid er ed t o c o n s t i tu te a vi e w r e fl ec ti n g pr evi o u s

practices as both organis a tions and their ful l c o mp lement of per s onnel oug h t to be n o w suf fici e n t ly ap pri s ed of the oth e r’ s sk ill s an d c a p a c i ti es to eng a g e i n

p r ot ra cte d c a m p a i gns i n a fu l l y in te g r at e d fas h ion, a n d i n dee d , bo th hav e

expr essed a d e sir e t o do so. Th e ag en ci e s are d iff er en t and th ere ar e str o ng cult ura l diffe r e n ces be tw ee n them that ou g h t t o p e r s i s t, bu t th e cli e n t s of t h e fire s e rvices, t h e communit i es o f V i ctor ia ha ve cl ea r ex pe cta t ions a b ou t t h e

servi c e pr ovided. Th ey really don’t c a r e wh at type of unif o r m or fire fig htin g app a r a tu s i s u s ed . Th ey have an exp e c t ati o n that a fir e servi c e will assi st an d protec t them in a ti mely m a n n er i rresp ec ti ve of whic h organi sation it i s or th e

typ e of fir efigh t in g eq uipm en t i t bring s . The c o mm uni ty h a s a sol e obj e c t i v e, and t h at i s t o b e p r ov ided wi th a tim e l y and eff i ci en t f i r e serv ic e.

Sev e r a l c o mments extr ac ted di r e c t ly fr om debr ief r e c o rd s hig h li ght th e lac k of total in teg r ati o n:

“ [ a g e n cy ] re po rt e d d e t a i l s o f a f i r e o n i t s we bs it e. [o th e r ag en c y ] re q u es ted th at d e tail s be removed as they were in ch arg e of the inc i dent”

and

“No [ a g e n c y] M e di a Li ai s o n re pr e s en tati ve i n IF AC .”

Th ese c o m m en ts al on g wi th oth e rs th at r e f e r fr equ e n t l y to d u pl ic ati o n (som e of whi c h i s g e ner a ted by sep a r a te system s and IT pl atf o r m s that cannot

eff e c t iv el y talk to eac h oth e r ) su pport th e n o ti on th at f u rther in tegrati o n of f i re ag en cie s in how th ey op er at e t o get h e r at fi re s sh ould be ac hi ev able .

As opp o sed to d u pli c ati o n for th e sak e of en su rin g a sp eci fic agen cy was

repr e s en te d in a r o le , th er e we r e i n st an ce s wh er e a p r ag m a ti c d e ci si on was mad e to d u plic ate certai n fu nc ti ons to en sur e c o nsi s ten t and c e rtain

fun c ti oning of in form ati o n fl ow. Th ese instan ces wer e of ten rel a ted d i rectly to IT ma tt ers a n d the s e pa rat e operat i n g a n d r e po rt i n g systems utilised.

The N E IFACC r e p o r t ed: “ C ontinu ati o n of 20 03 i ssue of DS E an d C F A r u n n ing

independ en t I T p l atf o r m s hi nder s integ r at ion fo r jo i n t m a n a gement and creates p o t e n t ial fo r d i s j o i n t ed i n for m a t io n f l ow s c r i t ic al to e ffe ct i v e joi n t

management” . Thi s I F ACC a l so rep o r t e d t h at i t s sh or t te rm fi x w a s “ Reso rted t o d u p l i c at in g in fo r m at io n to sa tis f y ne eds of bo th a g en c i es ”.

A ke y issu e i s tha t as a c oor d i nati o n ce nt re o n e st e p be lo w s t at e l e ve l,

posi ti on s w i thi n an IF AC c e n t r e mu st be fil l e d b y t h e b e st pe rs o n s f o r t h e t a sk , irrespecti v e of wh ich fire agenc y th ey re pre s en t. Th er e should n o t be a ne ed

f o r eac h sen i or pos i t i on , i n dee d an y pos i t i o n , to be s h ad ow ed b y so me bo d y

from th e ot her age n cy . A n a tur a l ext e n s i o n of th e c o m m en t s r e f e ren c e d ab ove is th at ev ery k e y posi ti on at an I F AC centre migh t req u ir e du al agen cy

repr esen tativ e s, or an agency “l iai s on” , wh ich c o uld g ive ri se to wh at was

c o ns i d e r e d b y so me pa rt i c i p a n ts t o be o v e r si z e d ma na ge me nt team s at IC Cs.

S e ve ra l IMTs di d des c r i b e e f f e c t iv e in te gr ati o n be tw een a g en c i es a n d des c r i b e d how compet ent and a c credite d perso n nel were all o cated task s based sol e ly on app r eci a tion of i n div i d u al’ s sui t ab ility f o r the role. Two IMTs di sc u ssed th e

dis c ardi ng of c o nv en ti on al un if or m a n d ad o p ti on o f a “ne u t r al sh irt ” t o cr e a te a

te am t h at i s ag en cy bl ind . O n e I M T has t a k e n th e step of imp l e m en ting t h at arr a ngement to en su r e th at the combi n ed agen cy ap pr oac h was f u lly

integr ated.

T h e r e is opp o rt un it y to fu rt he r de ve lo p a n d ex te n d a n i n te g r at ed a p pr oac h st ate - w i de a n d th e t i m i n g fo r it i s op po r t u n e . O v e r a su sta i ne d pe r i o d of 10 w e e k s, m a n y peo p le w e r e t h ro wn i n to a s i tu at io n wh er e t h e y had to wo r k

con s tan t l y with th eir peer s fr om oth e r ag enci es. Thi s pr ovid ed an opp o r t un ity for those p e opl e to g a in excellen t appr ec i a tion of sk ill s an d c a p a bili ties of

o t hers, a n d in so me instances, the va l u e of diff er ent system s or plant and

equi pm en t. Thi s b u il t su b s tan t i a l ly on th e exp e ri en ces of 200 2/3 and 20 05 /6 wh en th er e w e re qu an tum le aps i n t h e w a y i n w h ic h C F A and DS E op er at e

toge th er .

In c o n c ert wit h th at opport uni ty is th e ne ed t o r e c o g n i s e t h at ef fi cie n t resour cin g mean s all o cati ng p e ople with th e b e st skil l s an d abil ities,

i r r e sp ec t ive o f a g e n cy . I f t h is is ac h i e v e d in a ti me l y w a y, t h e n d u p l ica t ion o f

sk ill s sets i n I M Ts and IFAC C e n t res sh ould not b e on the h o riz o n. Thi s atti tu de bec o m e s of param o un t imp o r t anc e i n a season suc h as 2006 /0 7 when r e sour ces

a r e st ret c he d to the max i mum and it is a b a sic m a tter of ack n owledg ing th at if t h e r e a r e in su f f i c ie nt r e so u r c e s to c o p e t h at d u p l i c a t ion is a n u n af f o r d a b le

luxury . A s soon as it bec o m e s n e c e ssary to imp o r t ad diti onal r e sou r c e s fr om i n te rsta te o r i n t e r n a t io na ll y, t h en a rea l t r ig g e r to i d en t i f y a n d re ct i f y a n y

a r eas o f dup l i c at io n a r i s es. T h e qu i d pr o q u o is th at if t h e s y st em ca n su r v ive

a n ext e n d ed ca m p a i g n w i t h f u ll in te g r at io n, t h e n i t m u st s u re ly be a b le t o

op er ate eq ually eff e ctivel y i n th e sam e mod e i n l e ss d e m a nd ing op er ation a l si tu a t i o n s .

T h e r e is the o p po rt uni t y no w to r e - e xa mi ne pr e- pl an ne d IMTs (an d IFA C Cs) to en su re th at wi thi n th e re sp ec ti ve reg i on s an d are a s, th at p e r s onn e l wi th th e

be st qu al ifi cati on s f o r th e t a sk s ne ede d ar e ide n t ifi ed and app o i n ted , wi th li ttl e reg a rd f o r ag en cy of ori g in . A sec o n d n e ed al so ari s es and i t i s that b o th

ag en cie s acce pt t h at not ev ery p o si ti on in an I M T, IF A CC, or stat e l e v e l

e m e r ge nc y co or d i n a t i o n ce nt r e re q u ir es an o p e r a t or o r “ l ia iso n ” fr o m eac h org a ni s a ti o n .

Bot h rura l fire a g encies ha ve indica te d th e i r d e sir e to e s t a b l i s h a j o in tly

op er at ed , singl e em er gen c y c o n t rol c e n t r e , to ope r at e on a tr i a l b a si s fr om t h e comm enc e men t of th e 2 007 /0 8 fire season . Establi s h m en t of a singl e

c o o r d i nat i on ce nt re wo u l d im pa ct fa vou r a b ly do wn t h e l i n e o n r e p o rt in g

req u ir em en ts and wi ll imp a c t di rectl y on to the rel a ti on sh ip s b e tween the fi r e ag en cie s and sup p ort ag en ci e s wit h eff e c t i v el y a “ o ne st op sh op” for

exch angin g inf o r m ati o n and ob tai n ing bri e fi ng s, the situati o n that parti a lly prev ailed d u rin g 2 006 /07 f o ll owi n g the im pl em en tati on of the S t r a teg i c

Pl ann i ng U n it and Joi n t I M T Desk in th e DS E ECC .

Th i s m a y b e the fi rst step in ful f illin g a r e c o m m end a ti on fr om th e VBI “T hat a s i n g le s t ate -of -t he-a rt a l l ha za r d s S t at e Eme r ge nc y O p e r a t i o ns Cen t re be

es ta b lis he d f o r V i cto r ia. T h is coul d , if necessary , be im plem en ted in stages, initi a lly in c o rp or ati n g DS E, CF A , MFESB and th e St ate Airc raft Un it .”

In i t s i n itial stag es th e pr op osed join t f a cili ty wil l in cl ude DS E an d CF A and may a l so in c l u d e th e Sta t e A i rc ra ft Un i t . Th e way ma y b e op e n to in c l u d e ot he r

em erg e n c y serv ic e s ( e .g . MFB , SES) at a l a t e r st ag e but it i s ou t s id e t h e scop e

o f t h is re v i e w to c a n v ass o p t i o n s i n t h at re ga r d .

### Key Issues

* In ord e r to pr ogr e ss thi s f a c ili ty , si gni fic a n t de ci si on s no w ne ed t o b e mad e c o nc ern i ng th e init i a l op er at i o n s . Mat t er s t h at n eed t o be

add r essed urg e ntly in clud e confi g ur a t ion, IT systems, sta ffing a r ran g em en ts, ro bus t b u s i ness ru l e s an d c o n s u l t a t i on w i th a l l

stakeho l ders.

* Con s eq uen t up on establi s hm en t of a sing le coor din a ti on c e n t r e ef fec t iv e o p e r a t i o na l p r a c t i ces id e n t i fi e d i n co n d u c t i ng an in te g r a t e d ce nt r e ca n

be tr an sl o c at ed t o i n t e gr a t ed in c i dent m a nagem e nt and IFACC f u ncti ons

– t h e s e p r acti ce s c o ul d in clud e t h e c o nc ep t s i n t r odu c e d vi a th e S t r a t e gi c Pl ann i ng U n it a n d th e J o i n t I M T De sk .

# PLANNING

### Introduction

T h is s e c t ion exa m i n es f o u r d i s c re te pl an n i ng ac ti v i t i es t h at w e re s u b j e c t o f c o ns i d e r a t io n an d disc uss i o n d u ri n g t h e re vi e w p r oc ess :

* O n go in g fi re ma nag e me nt p l an n i ng at t h e sta t e l e ve l.
* Fir e m a n a g e m e n t pl an ning at sp ecifi c c o mm uni ty l e v e l duri ng th e 2006 /0 7 f i r e ac tiv i ty .
* S t rat e g i c st ate le ve l pl an n i n g imp l e m e n te d as a n e w in i t iat i v e d u r i n g t h e camp aig n .
* Incid e n t level pl an nin g dur i ng the camp aign.

Two associ at ed m a t t e rs, th e p r ovi s i o n of fi reli ne in for m ati o n acq u ir ed b y rem o te sensi n g and the pr edi c ti on of l ikely beh a v i o ur and spr e ad , two

imp o r t ant asp e c t s of planni ng ar e al so c o n s ider ed .

Key i s su es iden ti fied are:

* A d e q ua te di sse m i na t i on th ro u g hou t t h e ke y st ak eho l der s to e n su re tha t each of th e st ak eh old e r s u n d e r s t a nd s and c o ll ec ti vel y impl em en t s th eir resp on sibili ties in In tegrated F i r e Man a g e m e nt Pl an ning .
* Utili se the docum e nted pl anning proc e s s e s app lie d t o sm al l and r e m o t e communit i es to s e rve as case st udies to ass i st implementa tio n o f IFMP.
* Ev al u a te th e c o nti nui n g r o le of th e S t r a teg i c Pl an ning Unit oper ati n g as a str a tegi c intell igenc e c e ll , pr ov iding cr iti c al inf o r m ation to both

int e r n a l an d e x t e r n al s t a k e h old e rs . E v a l u a t e i t s appr o p ri at en e s s a s a m o de l fo r m o re e f f e ct i v e in te g r a t io n o f the f i r e se rv ic es an d s u p p o r t ag en cie s .

* Th er e i s n e ed f o r a su bst a n t i a l r e vie w of th e Inci de nt A c ti on Pl ann i ng

process, includ ing the dev e l o p m ent, communicatio n and implementa tio n of a s t and a rd IA P te m p la t e f o r s t at e w id e ap plic a t i o n .

* Ev al u a te th e n e ed f o r red und an t lin esc a n c a pab ili ty , consider th e for m at o f d a ta a n d ho w i t is t r a n s m i t t e d to re q u esti n g c e n t res.
* Ev al u a t e th e n e e d f o r fire be h a vi ou r sp eci a l i st s, wh ere th eir ser v i c e s

should be suppli e d and how Victori a c a n su pply th e l e vel of tr ain e d an d qualifi ed fi re b e h a vi our sp eci a l i s ts d e term in ed as necessary .

### Fire Management Planning – State/Regional/Local level

Tr ad iti o n a ll y, fir e m a n a g e m e n t pl an nin g at muni cip a l l e v e l h a s been b a sed ess e n t ia ll y o n m u n i ci pa l b o u n d ar ies , wi th res p o n si b i li ty f o r de ve lop i n g an d

impl em en ti ng pl an s, p r im ari ly f o r preven tion and m i ti gati on work s dev o l v ed to m u n i c i pa li ti es. Res p on si b i li t y fo r t h e res p o n se to f i r es, ex te rn al to t h e a r ea o f op er ation of the Metr opol itan Fi re and Em erg e nc y Ser vic es B o ard (MFB ), r e sted w i th CF A fo r p r i v at e la n d s a n d DS E fo r pu b l i c la nds . A r i s in g f r o m e a r l ie r

revi ews (O ES C - Vic t oria Bu shfir e In qui r y 2 003 and A u ditor Gener a l – F i r e

P r ev en ti on a n d P r e p a r e d ness 20 03 ) t h e mat t e r o f m u n i ci p a l le ve l fir e pl an ni n g has been r e -exami ned to ta ke in to ac c o un t the full sui t e of fir e m a n a g e m e n t

ac tiv i ties fr om pr ev ention to resp on se to r e c o v e ry .

At th e tim e of c o m m e n cin g thi s r e vi ew an i n teg r at ed p l an nin g pr o p o s al ( I nt eg ra te d F i re Ma nag e me nt P l an n i ng [I FMP ] was in th e f i n a l s t ag es o f

p r e p a r at ion to g o b e fo re t h e Gov e rn me nt fo r co ns i d e r a t io n. T h e p r op osa l has si nc e b e e n end o r s ed b y t h e Gove rnm e n t and impl em en t a t i on of it s pr ovi s i o n s

can pr oceed. It ar ose as an ini t i a tiv e f r om the 200 2/03 fir es and i t s c o m p l e ti on has been achi ev ed v i a lengthy c o nsul tati ons and su bmi s si on s fr om

stakeho l ders.

A k e y p l a t f o rm of th e ne w pr op o s al i s t h at it is n o t a c h ang e of dir e c t i o n bu t the pr op osal recogni s es and bui l d s on m an y g o od fi re pl ann i ng p r acti ces an d

e x is t i n g n e t w o r ks a l rea d y i n p l a c e . I t is not mun i ci pali ty sp ec ifi c and r e c o g n ises th at fir e pl an nin g oug h t not t o occu r i n iso l a t io n bu t m u s t b e i n te g r at e d

ver t ic ally f r om state to r e gi on al to l o c a l lev e l s an d m u st al so b e i n tegr ated

laterally ac ross th e su ite of ag en cies and l a nd tenur e s rep r esented wi thin a m u n i c i pa li ty . I m por t an t l y it re cog n is es th e m u lt i p le phas es of e f fe ct i v e fi r e management – pr ev enti on, pr ep ar edness, r e sp on se an d rec o v e ry – are n o t stand - al on e elements and th e pl an nin g f o r th em shoul d occ u r i n a m o re

str a tegi c and i n tegr ated f a shi o n.

Resp on sib i l i ty f o r i m pl em en tati on at S t ate, r e gi on al an d mu nic i p a l level will

re st w i t h m u lti - ag en cy c o mm it te e s , wh er e the f i r e se rv ic es w i ll hav e a p i vot a l rol e i n p r ovidin g tech nic a l exp e r t i s e in fir e management p l ann i ng , wi th

repr e s en tati on fr om :

* CFA, DSE, MFB (as appr opri ate).
* Mu nic i p a li t y .
* O t he r s t a k e h o l de rs (as re qu i r e d ).

Wh il st the commi ttee as a wh ol e will bear th e r e sp on si bili ty f o r m a ki ng and impl em en ti ng t h e n e c e ssary p l an s, th e fi re servi c e s , b y vir tu e of th eir

par t i c ip ati o n will bear a r e sp on si bili ty com m en sur a te with th e p o si ti on s th ey oc cup y on i n divi du al c o m m it t e e s .

T h e de ve lop m en t p h ase o f t h is pr oc ess is no w co mp l e te a n d fo l l ow i n g re ce nt gov e r n m e n t e n d o r s em en t, t h e im plem en t a t i on ph ase c a n c o m m e n ce

imm e di atel y.

### Key issue:

* a d e q uat e di sse m i na t i on th ro u g hou t t h e ke y stakeho l ders to ensure tha t ea ch of th e st ak eh old e r s u n de rst a n d s and c o lle c t iv ely imp l em en t s t h e i r

resp on sibili ties.

### Fire management planning - community level

Duri ng th e camp aig n i t b e c a m e obvi ou s th at small i s ol ated c o m m u n iti e s woul d a l most c e rta i n l y co me u n d e r t h rea t as th e f i r e s pr og re sse d. W h e r e b u i l d i n g

footpri n ts si t d i rectly in th e bu sh wi th n o ef fec t iv e sep a r a ti on zon e b e tween th e build ing an d th e ad j a c e n t v e g e tation , the bu ildin g m a y or m a y not survi v e bu t

firefig hter s won’ t. I n cont roverti b ly , fi refig hter s m ust have a mi n i mum cl ear

s p a c e i n wh i c h to wo rk ot he rw ise th ey cann ot s u r v iv e r a d i a t e d he at l e ve ls a n d th ere i s no way th ey can work d i rectl y i n a fl am e z o n e .

Th e c o nfi g ur ati o n of i s ol ated c o mmu nities, of ten wi th on ly one major thr o ugh road , mean s th at if th e c o mmu ni ty i s imp a c t ed by fir e, acc e ss in to an d ou t of

t h e co mm un i t y ma y be cu t or s e v e re l y res t r i ct e d fo r se ve ra l days an d it may b e un safe to move fir e f ighting resou rc e s in . Ra th er than wa it u n t i l t h e fi re had

re ac hed t h e ou t s ki rt s of th e c o m m uni ty , pr oac t iv e d ec i si on s wer e impl em en t ed

t o a ssess th r eat en ed c o m m u n i t i es to de te rm i n e i f th ey we re de fe n d a b l e. Not a l l s m a l l communities were assessed as b e i n g p o ssibl e to effectiv ely d e f e nd und er w o r s t c a se sc en ari o s, wi th eit he r i nad equ a te or nil d e f e nd able sp ace

ar ou nd b uil ding s.

Wh er e asse ssm e n t s could not sup p or t th e n o ti on of fi re figh t e r s at t e mp tin g t o def e nd a c o m m un ity on th e gr ound s of fir efig hter safety , th en resid e n t s of

th ose c o m m uni ti e s w e re pr ov ide d wi th advi ce ab out th e n e ar e s t saf e r e f uge s a n d est i mat e d i m pac t t i me o f f i r es. Wh e r e asse ssm en ts co u l d s u pp o r t de fe nc e

o f a co m m u n i t y a n d di r ec t at tac k was not poss i b le, st ra te gi es and ta ct ics we r e based up on indi rect attack to attemp t to steer the fir es ar ound af fec t ed

c o m m un i t i es by es ta b l i s h i n g f i r e br ea ks w i t h m a c h in er y a n d b y ba ck b u rn i n g an d

b u r n i n g out o f st ra te gi c a r ea s whe r ev er poss i b l e. P r o vis io n fo r aer i al a tta ck was built i n to the pl anni n g pr oc ess and uti lised if c o n diti o n s p e r mitted .

As an exam ple, Wood s P o in t was on e sm all c o m mun ity that was su ccessful ly def e nd ed usi ng thi s appr oach. An a ssess ment team was a l loca ted o n 5

Dec e m b er 2006 to an aly s e wh ether Wood s Poin t was def e nd ab le. I ni t i a l

a n a lys is s u g g e st e d tha t th e co mm u n i t y c o u l d b e su cc e s sf ully de f end ed . T h e

team assessed i n div i d u al buildi n gs and asse ts, d et erm i n e d w h et he r res i den ts w e r e at hom e o r no t, es ta blis he d a r e gi ster of peop le l e avin g and ar rivi ng and continu e d to d i sc ov er an y u nu s u a l or sig nifi c a n t f e atur es – e.g. fu el su ppli e s, dan g erou s chemic al stor ag e an d usef ul ar eas of h a z a rd red uc t i o n . Ref ug e

cen t r e s were i d enti fi ed. Major ac cess was assessed f o r its lik eli hood of b e ing

cl os ed dur i ng t he p e ri od of fir e i m pa ct and duri ng th e post fi re p e ri od . At the conclus i o n o f the assess ment, a plan was d e v e l o ped and communicated to al l res i de nts so t h at the w h o l e communit y unde rs too d the pote nt ia l threat.

Re side nt s w e re t h e n s u fficiently awa r e o f the t h reat po te nt ia l and defence

c a p a b i l i t y to mak e an i n fo r m e d de c i s i on a b ou t w h e t h e r to s t ay o r t o go, a n d cri t ic al ly , wh er e t o g o t o and w h en , if th e y de cid e d t o l e av e pr i o r t o th e fi re

imp a c t .

Th e p l ann i ng and c o mmu nic a ti o n pr oc e s s wa s e ffe ct i v e an d th e co mmu ni ty w a s su cc essfu ll y defend ed wh en fir e ine vitab ly i m pacted . S imil a r exp e rienc e s

oc cur red in oth e r rem o te c o mm u niti e s imp a cted b y the fir es e.g. Wal hall a ,

Lic o l a a n d Dar g o . Th e s e e x am pl e s s erv e a s po te nti a l c a se st udi e s t o a s si st i n und er stand ing th e pr otecti on pr i ncip les th at c a n b e ap plied to sm all

commu ni ti es. Whil st the I F MP pr oc ess sh ou ld id en tif y an y c o m m u niti e s th at ar e si tu a t ed in bu shfi re pr on e ar e a s and d eve l o p l o ng er term pl ans, the op portunity s h ou l d b e ta ke n to form a l l y r ec o rd t h e p r o c esse s em p l oy e d fo r cons i d e r at io n

duri ng i mpl em entati on of IFMP.

**Key issue:** Do c um e nt a nd re co r d th e i mmedi ate planni ng p r oc esses

und ertaken in sm all and r e m o te commu ni ti es d uri ng th e fi res to serv e as case studi e s for impl em en tati on of IF MP in lik e commu ni ti es.

### Strategic state level planning during campaign

At an ear l y stage du ri ng the Gr eat Di vid e C o mp lex, i t was evid en t th at in th e u n l ik e l y e v e n t o f s i g n if i ca n t ra in t h a t th e f i r es wou l d pe rs ist fo r m a n y w e e k s.

To add ress long er ter m pl an nin g need s an d to ma intain a s t rate gic o v e r view o f st ate ca paci t y , a sp ec ia l i st S tat e S t rat eg i c Pl an n i n g U n it (S PU) was de ve lo ped and effec t i vel y “b olted on” to th e D S E ECC . Th is u n i t w a s jo in t ly sta f fe d by

D SE / CF A bu t in cl u d e d r e pr ese ntat i ves fr om s up p o r t a g e n cy pe rson n e l, i nc l ud i n g OESC an d DHS.

The uni t d e v e l o ped a set of p r incipl es en ab ling a regu lar st ate-wide planning

brie f t o be prep ar ed . Th e SP U pr ep ar ed a “ V i c t o r i a n F i re Sit u at io n and Pl an ning Brief” on a week ly b a si s. Thi s b r ief c o n s id e r ed ag en cy ob je ct iv es fr om st at e ,

Great Di vid e C o m plex fires and oth e r f i r e p e rsp e c t i v es. The bri e f f o c u ssed on und er stand ing th e wh ol e of state ri sk , the lon g er ter m c a p a c ity for r e sour cing suppr essi on activi ti es and m a nagem e nt of th e fi re c o nseq uenc es. Eac h br i e f

produc ed h a d a fin ite life of on e week and p rov id ed an ou tli ne of ag en cy

obj ec ti v e s , a n a l y s i s o f t h e ri sk a n d op er at io na l e n vi ro n m en t - p r oj ec ti on s of

likely fir e acti vity , k e y state r i sk s - a sn apsh ot of f ire acti vity at the b e g inn i ng o f t he pe rio d , reso ur ci n g n e e d s a n d ca pa bi li t y, co nse q u e nc e ma na ge me nt an d rec o v e r y .

T h e P l a n n i n g Bri e f p r o v id e d a ve h i c l e to ad e q uat e l y in fo r m S t ate Coo r di nat o rs,

C h ie f Of f i ce rs a nd cen t ra l Go v e rn m e n t abou t im pa ct an d cons e q ue n ces at a str a tegi c l e vel . I n add iti on to b e i ng a m e c h an ism to advi se G o vernm e n t , i t

provid ed th e b a si s for Regi on al S t rategic Pl ans at I FA C lev e l to ad op t a si mil a r f o rma t an d p r o cess . An al ys is w i th i n t h e d o c ume nt pr ov ided w e ig h t t o t he ne ed to r e qui s iti o n outside resour ces and pr ov id ed g u id an c e to Reg ional areas abou t b r oa d s t rate g y at sta t e le ve l.

At an ea rly sta g e in the pro c ess , fire be ha vi o ur s p e c ial i s ts forec a st several

l e ve ls o f p r e d ic t i ons fo r ar ea bu rn t, ran g in g d o w nwa r d s fro m “ p oss i bl e wo rst c a se ” to “ p r o ba bl e wor s t c a se ’ to “a v era g e w o rs t cas e” . Ar ea b ur nt rapidl y

app r o a ch e d th e pr ob abl e w o r s t ca s e sc e n ario, suggest i ng tha t the out p uts o f th e S P U an d th e fir e b e h a vi our spec iali sts were predi cated on sub s tan t i a l

found ati o n s .

In esse nce t h e S P U was “ i nt egrat e d” inso f a r as it dr ew appr opri ate resou rc e s f r om mu lt ip l e a g e n c i es w i t h o u t an y foc u s on ens u ri n g a le ve l of eq u i va le nc e

from r e sp e cti ve age n c i e s . I t at tr ac te d th e most app r opri at e p e r s on ne l f o r t h e

t a sk, re ga rd l e ss o f s o u r ce a g e n cy . I m po rtan t l y , it o p er at ed f r om a s i n g le cen t re a n d ha d a c o ns is te nt ly ap p l ie d in fo r m at io n f l o w m e c h a n i s m in war d s a n d

ou tw a r d s .

Est a b l i s h m en t of th e SP U ( a nd Join t I M T d e sk) w o r k e d ef fe ct ive l y and achi ev ed t h e o b je ct iv es o f t i mel y a n d ac cur a t e in form ati o n to G o ver nm e n t , tim e ly and

a cc u rat e i n f o rma t ion to majo r con t ro l ce nt res a n d ap pr o p r i a t e gui d an ce t o th e

ag en cie s o n a st ra t eg i c st a t e- wi de b a si s. The op portu n ity to rein state these

processes in fut u re ext e nded campaigns i s worthy of detailed consider ati o n but th e n e e d f o r th e Joi n t I M T D e sk may b e cir cum ve nt ed by m o ve s tow a rd s a

s i n g le s t ate le ve l e m e r ge nc y c o n t ro l ce nt re w h ic h wou l d e f fe ct i v e l y i nt e g r at e th e w h ol e of st at e l e v e l coordin a ti on be tw e e n DS E an d CFA .

**Key Issue:** T h e ro le p l ay e d b y th e SPU i s wo rt hy o f f u rt he r c o ns i d e r a t io n. Its c o nti nu i ng r o l e to op er ate as a str a tegi c intell igenc e c e ll , wor king along s ide t h e Sta t e Coo r d i na to r a n d p r o v i d in g cr i t i ca l in fo r m at io n to bot h in te r n a l an d

ext e rn al st ak eh ol der s should be ev alu a ted . Irresp ecti v e of wh eth e r a si ngl e

stat e c o ord i n a ti on c e n t re i s i m pl e m en t e d i n th e im me di at e or n e ar fu tur e , th e r e te nt ion of th is fac i l i t y a n d its ap p r o p r i at en ess as a m o de l fo r m o re e f f ect i v e integr ati o n of the fir e serv ic es and sup p o r t ag en ci e s s h ould be assessed.

### Incident Planning

Incid e n t Ac ti on Pl an s, eff e c t iv el y th e w o rk sche dul e s f o r fi eld cr ew s th at se t

ou t s tr a t eg i c obj ec ti v e s, at tr ac t ed co n s id e r ab le di sc u s si on at al l deb r ief l e vel s , with many suggested i mpr ov em ents. I t wa s recognised, es pe cially in areas that had b e en h e avil y i nv o l ved in 200 2/0 3 , th at th e IA P p rocess had i mpr ov ed

ma rkedly since then and s u ch a r e a s o f te n co nv ey e d a m o re p o si t i v e at t i t u d e to thi s t o pi c - “I AP s b e tter th an 20 03” (Re g ion).

O t he r pos i ti v e co mmen ts in cl u d ed:

“IAPs had good content and com mon g o al s…” “There i s a set sy stem for IA P s …”

“ I A Ps we re co n cis e, re l e va nt a n d ap p r o p r i at e fo r c r e w s - a bi g i m pr ov em e n t on

p r e vio us inc i de n t I A Ps…”

“C onc i se ( A 5) IA P s w ere su cc e s sf ul …”

“Easy to follow an d th e m a p p ing was gr eat. Sev e r a l m e mber s c o m m en ted th at thi s w a s th e fi r s t ti me th ey’ v e u s ed a wri t te n IA P . ..” ( I nt er stat e debr ief )

Bo th DS E a nd C FA ag r eed t o a m o di fic a t i o n t o the curre n t IAP t e mpla te to align it wi th S M EACS 10. Thi s alignm en t al lows th e IA P to be u s ed in tui t i vel y as a

briefing p a per rath er th an to r e q uir e any n e ed to tran slate inf o rm ati o n f r om th e

IAP to a S M EAC bri e f ing templ a te. Th e m o d ified IA P templ a te i s i nclu d ed in th e “I MT Toolk it” di strib u ted thr o ug hout b o th ag en cies. A sal ient ob serv ati o n f rom a Real Ti m e P e rf orm a nce Moni toring vi sit was t h a t en do rse d pe rso n n e l i n o n e

IM T w ere u n a w ar e of th e “I M T T o olk i t ” a vi ta l to ol f o r impl em en t a t i on of a n eff e c t iv e I M T.

C o nt ra to th e a b ov e op i n io ns th er e is a co ns ist en t th re ad t h a t s o m e IA Ps

continu e to be too u n w ieldy . Th e sh eer p h ysic al docu men t si ze, rel a ted to the range of c o nten t m a terial , was agreed as too l a r g e and in appr opri ate for th ei r key fu nc ti on.

Opin ion s w e re al so expre ssed th at IA P s we re try ing t o achi ev e too m uc h – t hey ar e c l e a r ly th e w o rk s progr a m d o c u m e n t f o r t h e ne xt fiel d shi f t and oug h t to

se t out wha t the key st ra te gies a n d o b je ct ives a r e, but ma ny commentato r s per c ei ved that they al so tri e d to serv e other purp oses by d o ub ling up as an

u p wa rd l y re po rt i n g an d ca pa bi l it y re vi ew do cu me nt for th e I n ci de nt Co nt ro ll e r. T h e Vo lu nte e r F i r e Br ig a d es V i c t o r ia (V F B V), in its re vie w of th e 20 0 6 / 0 7 f i r es note d th at IAP s “ be ca me to o pres criptive ra th er t h a n c h a n gi n g as

circ um stan ces ch an ged ” and t hat th ey ough t t o be “ … a guidance do cument not a p r e s crip ti on … ”

Dep e nd ing on th e ag r eed r o l e of th e I A P , one c o nc ep t di sc ussed was t o

produc e a mul t i p urp ose IA P d o cum e n t an d tr an smi t onl y th e sp eci fic fi eld se ct io n o f it to f i r e g rou n d co mman der s . T h is co n c e p t was cons i d e r e d a f t er

2002 /2 003 and i t was concl ud e d th at a m ulti-p a r t , m ul t i-p urp ose d o c um e n t m a y introduc e mor e c o mp lexi ties than it solv es with r e sp ect to i t s ti mel y

compl e tion , f o ll owed by di ssemi nati on of d ifferent c o mponents to th e c o rrect

targ ets. Retai nin g th e IA P as a si ngl e p urp ose d o c um e n t r e m o v e s an y p rospec t

1. SMEA CS – a stan dar d briefin g for m at th at l o gic a lly captu res and addr esses cri t ic al c o mponents nec e ssary for an op erati o n a l br iefi ng: **S** itu a t i o n , **M** iss i o n , **E** xe cu ti on , **A** d m i n ist r a tio n/ Lo g i st i c s, **C** om mand and Com municati o ns, **S** af e ty & Questi on s

for mi sd ir e c ti on. H o w e v e r , gi ve n th e add i ti on al e x p e ri enc e s of 2 006 /20 0 7 , thi s i ssu e r e qu ir es fu rt he r co ns i d e r ati o n.

Mu ch di sc u s si on c e n t r e d on t h e que s ti on o f 24 ho ur v s . 1 2 h o ur I A P s . I n ar ea s wh er e t h e r e was g o od c o n t in uit y bet w ee n th e d a y and nigh t I M Ts, th e

c o r r e sp on di n g IA Ps ten d e d to com p l e m e n t e a c h ot he r a n d th e I A P do cu me nt eff e c t iv el y bec a m e a “ r ol ling IA P” . C o nv er sel y , in oth e r ar eas, a di sc onn e c t

bet w ee n th e d a y and nigh t I M Ts saw qu it e sub s t a n t i a l diff er enc e s in th e I A P s bein g pr ep ar ed – in t h e w o rd s of sev e r a l observ er s: “a lmost as though two

se pa ra te IMTs w e r e de al i n g wi th t w o s e pa ra te f i r es ” and “1 2 ho ur IAP has problem s : Nigh t & d a y shif ts c a n u s e v e ry diff er en t strategies (l ac k of l o c a l

k n o w le dg e c a n lea d to sa fet y c o nc e r ns )”. Y e t ot he r ob s e rv er s c o m m en t e d th a t :

“S tyl e and for m at kep t on ch an gi ng d e p e ndi n g on th e planni ng of fic er” an d

“ IAP d o c u men t w a s diff er en t e a c h sh ift w i th d a t a c o l l ec te d f r om on e shif t not carri ed f o r w ard to th e n e xt shif t ”.

T h e impa ct o f these disconnects was so on apparent to fiel d c o m m a nd er s and c a us e d co nst e rna t i o n i n un de rs tan d i n g wha t t h e rea l ob j e c t iv es we r e .

Gen e r a ll y , each 12 h o ur sh ift op er ated to a sp ec ifi c IA P f o r th at shif t, bu t i n s o m e ar e a s , an o v e r ar chin g 2 4 h o u r IA P w a s d e v e l o p e d wi th mi n o r

m o di f i c a t i on s fo r t h e se co n d s h ift de p e n d ing on fe ed ba ck o b t a i n e d fr om t h e fiel d du rin g th e fir st sh ift. Th e ben e fi ts of thi s m o d e l , wh er e th e IA P was

issued ear l y m o rn ing was c o n s id ered to yi eld b e tter ef fici e n c y of resour ces

a l loc a te d to pr e p ar at io n of th e IA P a n d mor e c e rta i n t y fo r t h e Lo g i st ic s s e c t ion o f t h e IMT t o be we ll in fo r m e d a b o u t issu es s u c h as ca te r i n g a n d fu e l

r e ple n is h m e n t ne eds. A lo t of disc uss i o n , but no co nsen sus, re vo lv e d ar ou n d th e u s e of 12 h o ur v s . 24 hour IA Ps. Bo th types ha d the i r champio n s but

con s en su s defi ni tel y occu rred on th e n e ed f o r a un if or m temp l a te and

con s i s ten c y in appr oach f r om on e IA P to th e n e xt, wh ether a 1 2 hour or 24

h o u r IA P was im p l e m en te d. It is c l ea r th at t h e mat t e r ne ed s to b e i n c o rp or ated into review of the IA P docu mentati o n , as do es the necess it y for da y/ night IMTs to alig n th em selv es with eac h other , wi th one eff e c t i v e ly bec o mi ng the r e li ef

f o r th e ot he r a n d both wo rk i n g to war d t h e sa me st ra te g y , p e rhap s a g r e e d a t

sh ift c h ang e over .

An ot he r m a t t e r con s i s te ntl y id e n ti fie d w a s th at th e r e l a t i on shi p be tw e e n t h e

curr en t c o n t e n t of IA P s an d th e n eed t o gather and col l ate signifi cant am ounts o f data, impacte d o n the t i me necessa ry to comple te the m . A result was t h at

I A Ps w e r e o f t e n com p l e te d too la te f o r in c l u s i o n in t h e new s h if t b r ie f i n g . E v e n

th oug h th e IAP was well done, its ar riv a l on th e f i r e gr ound in mid sh ift was too late t o eff e cti v el y tr an sl ate it s c o nt en t and i n t e n t t o t h e fi eld cr e w s.

“ D a y IMT ig n o r e s th e I A P pr ep are d by Ni ght IMT… ”

“D ocu m entati on d iff er en t each shif t – detai l c o ll ec ted on e sh if t n o t c a r r ied

for w ard in to n e xt shi f t , 12 h o u r IAP h a s pr obl e m s : Ni ght and d a y shif ts c a n u s e v e ry d i f f e re nt s t ra te gi es… ”

“IAPs do ne we ll but no t trans l a t e d dow n to fir e gr oun d level. Ti meli nes too l a te for fi eld (1 /2 way th r o ug h next sh ift)

“IAP s n o t d e liv er ed on tim e . I n c o rporat e 2 4 hr IA P p l an ning …”

Re ga r d in g s y st ems, it was not e d t h at CF A an d DS E d i d us e d i f f e r e n t s y st ems in set t in g up IAP s . Ther e was str o ng agr e e m en t t h at t h ere n e e d s t o b e a si ng le

IAP te mpl a te th at i s u n iv er sall y used 11.

I n ce rta i n p a rts o f I A P s it is n e cess ar y to re p e at in fo rm at io n i f th e t e m p late is fol l ow ed . Th e ag re ed te mpl a te ough t t o be set up so t h at cri t ic al dat a i s

en ter e d on ce and an y dupl ic at e f i eld s t h at are ne ce ssary au t o m a t i c a lly upd a te . T h is w o u l d p r ec l u d e in co r r e c t o r co n f li ct i n g co nt en t r e m a in in g in a n u p dat e d

IAP and eli m in ate poten t i a ll y ad ver s e r a mif i c a ti on s. “i mpr o v e IA Ps – more c o m p a c t, less d u p l ic at io n, se t tem p la te e. g. so ftw a r e l i n k ed I A P do not

commu nic a te th e cur r e n t si tu at i o n – lat e t o staging are a .”

Per h ap s on e qu e s ti on th at n e e d s to b e ask e d in review is: **“Why is it necessary to repeat infor m ati o n within an IA P?”**

Th e ne ed f o r re vie w of t h e IAP p r oce s s w a s ide n t ifi ed as a k e y i s su e ar i s ing from th e 2 005 /06 ser i es of d e b r i e f s . Th e 20 06 Revi ew noted:

“ There i s an agr eed j o in t ag en c y temp late for IA P s bu t i t i s n o t u n iv er sall y

used . Th e templ a te r e qui r es rev i ew with a view to sim p lifi c a ti on. Th e templ a te s h ou l d r e qu i r e eac h in d i v i d u a l el e m e n t o f re l e va nt in fo r m at io n to be e n t e re d

o n ce only, w i th a u to ma tic re ge nerat i o n e l sew h e r e in the IAP if t h is is nec e ssary .

A ke y issu e i d en ti f i e d i s fo r CF A a n d DS E to r e vis it a n d r e fi ne t h e j o in t I A P

te mpl a t e and d e t e r m i n e an appr ov ed mode l and en su r e t h at t h e for m at , c o nt en t and u s e of th e m o d e l IAP is c o m m uni c a ted to all potenti a l I M T mem b er s. “

W h ils t there has no t be en a re cent sta t e le ve l ex aminat io n o f the IAP pro c ess comple te d t o da te, use f ul in itiati ves have b e en i n tr oduced by Regions/I M Ts in 2007 and these n e ed to b e exp l ored to d e termin e i f th ey should be

inc o rp orat e d in t o t h e stat e m o d e l. On e example w a s t h e d e v e l o p m en t of a c o m p a c t A5 ve rs io n of th e I A P. T h is ve rs ion a t t r a c t e d f a vo u r a b l e co m m e n ts par t i c ul ar ly in r e l a ti on to th e abil it y o f S t ri k e Te a m L e ad er s an d Se ct or

C o mma n d er s to pro v id e goo d f e e d ba ck fo r t h e nex t v e r s ion. It is i m po rt an t to captu r e t h e s e imp r ov em en t s t h at I M Ts in tro d uce d in to 20 07 f r om th e i r 200 3

experienc e s.

T h e r e vi ew o f I A Ps s h o u ld be gu id e d b y un de rs tan d in g t h e fo l l ow in g iss u es (al s o id en ti fied in 20 0 6 ):

* Wh at i s the role of the docu ment.
* Wh o sh oul d it targ et.
* Wh a t sh o u l d it c o n t ai n.
* Wh en sh ou ld i t b e pr ep ar ed and dissem i nated .
* How shoul d it be pr epar ed and dissem i nated .

**Issues:** IAP p r oc esses n e ed a sub s tanti a l revi ew, in clud ing :

* D e ve lo pm en t, c o m m un i c at io n and i m pl em en ta tio n o f a sta n da r d I A P t e m p la te to be u n i v e rsa l ly a p p l i e d .
* Con s id er ati o n of the “ life” 1 2 /24 hour i ssue and “ r olli n g ” IA P s .

1. **Notes** i) an agr e e d te mpl a te doe s e x i s t for IA P s an d i s c o nt ai ned wi th in th e “I MT Too l kit”
2. ) IA Ps wer e n o t t h e o n ly doc u me nt whe r e in d i v i d u a l s d e ve lo pe d “ t he ir o w n f o rma t ”

duri ng th e fire c a m p ai gn and a r e vi ew of al l temp lates for pl an s, hand ov er d o c u m e n t s and th e li ke i s i n dic a ted

* + Th e necessity f o r ch anging /r eli e ving I M Ts to n o t sub s tan t i a ll y c h ang e

t h e inte nt o r format of the IAP, unl ess the circumsta n ces o f the fire s o dictate.

* + En suri ng al l p o ten t i a l IMT memb er s ar e awar e of and util iz e the p r ov is io ns o f t h e “ I MT Too l k i t ”.

### Linescan Capability

Orga nisation of linesca n ning a n d o v er sigh t of eq uipm e n t / c o n t r a c t or s i s

m a n a g e d by th e St ate A i rc ra ft Un i t . D u ri n g o p e r at io nal d u t y i n mi d De ce m b e r 2006 the li nesc anni ng ai rcr a f t was c a ug h t i n a severe downd r aft and r a pi dly

d e s c e n de d a b o u t 8 , 0 0 0 ’ . T h e in c i d e nt c a us ed da ma ge , r e nd e r i n g th e a i r c ra ft a n d th e s c a n n e r i n ope r a b le un ti l r e pa irs cou l d be e f fec t e d . A s e co n d

linescanner uni t and aircr a f t had been org a n i s e d t o c o me on st re am by app r oxi m ately 20 Dec e mb er 200 6. F o ll owin g th e inc i d e n t with th e fi r s t

lin esc a n n er /airc r aft, 7 - 8 day s were r e q u ir ed to br ing the sec o nd combi n ati o n on lin e . Alt h o u gh s o m e a s si st a n c e wa s immediately source d fro m NSW it was

n o t poss ib le to “a c q u i r e ” a u n i t fo r so le V i c t o r ian use pe n d in g d e pl o y m e n t of th e sec o nd uni t.

Th i s sh or tage b e c a me evid en t to fiel d u s er s of lin esc a n ou tp ut wh o n o w reg a rd th e d a ta pr odu c ed as i n tr in si c t o th e d e t e r m in ati o n of t a ski n g p r i o riti e s an d

re sour ce al locati on . I CCs n o ted th at li ne sc an out p u t ne ed s to b e t o be

deli vered to IC C s without undue del a y. Mapping un its req u ested raw d a ta which th ey b e l i ev ed w o uld b e u s ef ul , b u t i n di c a t e th at d e l a y s occu rr ed whi l st th e dat a was pr ocessed el sewhere to gener a te higher quali t y m a p s . The vi ew fr om

s i t u at io n pe rso n ne l is t h at t h e r e m a y be a h a n g o v e r fr o m th e ear l y u s e o f th is techn o logy wh en ther e wer e few peopl e wi th the kn owledg e an d sk ill to

manipul a te the d a ta and pr od uce usef ul m a ps. N o w, m a ny staff i n clud ing ICC

per s onnel ar e m u ch b e tter pl aced to k now wh at sh ap e fil es, d a ta layer s and

ot he r d e t a i l are re qui r ed f o r t h e i r fir e th an are mappin g sp ec i a li st s at th e ECC .

Map s need ed b y ECC migh t b e totally diff eren t i n n a ture to th ose to be

inc o rp orated in to l o c a l IAP s and c o m m un ity briefing p a ck s. C o n v erse v i ews

were pu t b y the SA U conc ern i ng th e und er standi ng of si tu ati o n p e r s onn e l abou t th e li mi tati on s of li nesc anni ng – weath e r c o nd ition s n e c e ssary for

imple m e n ta tio n , st ra te gic a r e a s vs. bla n ket co vera ge a n d time re quired to ac hi eve .

**Issue:** Tw o mat t e r s a r e id en ti fi e d f o r fu rth e r co ns ide r a t i o n :

* + Ev al u a ti o n to d e t e rm i n e wh e t h e r al t e rn a t e l i ne s c an ca pab ili ty i s

nec e ssary i n the ev en t a u n i t g o es offl in e f o r an extended p e ri od. Thi s en tail s und er st andi ng th e u s e s to wh ich li nesc anni ng i s put, h o w

eff e c t iv el y lin esc a n n in g outpu t s were u s ed and the n o rmal and r e ser v e capabili ty t h at i s av ail a bl e on sh or t n o tic e .

* + Con s id er ati o n of h o w l i ne sc an d a t a ou gh t t o be tr an smit ted t o req u e s ti ng cen t r e s an d th e form th e d a ta sh oul d take. Th i s will requir e an al y s i s of

th e c a p a b i l i ty of “ S i t u a t i on /oper a t i on s” pe r s on nel t o manipul a te data provid ed f r om lin esc a nnin g .

### Fire Behaviour Specialists

In 2 006 /7 a continu o us Fi re Beh a vi our Sp eci a li st r o l e was fil led i n the ECC to

p r ov i d e fi re p r e d ic tion a d v i c e to t h e S P U, IF A C c e n t r e s a n d IMTs. Th is ro le w a s

und ertaken by a sm all num ber of per s onn e l from D S E, WA , Uni v er si ty of M e lb ou rn e, Bur e au of M e t e or ol og y, C a n a d a and US .

Dai ly telec o n f er en ces were org a niz e d so th at the Fi re Beh a v i our Speci a li sts had th e opp o r t uni ty t o exch ang e i n f o rm ati o n and id e a s wi th e a c h of th e IF AC

cen t r e s an d I M Ts.

The Canadi an and USA deplo y me nts i n c l u d e d pe rso nne l w h o w e re ass i g n e d t o fire be h a vi ou r pr edi c t i on and me te or ol og ic a l d a t a c o ll e c ti o n and a n a l y s i s . Th e debr ief of thi s gr oup with their Vi ct o r ian co unte rpa r ts concluded t h at a

req u ir em en t f o r Fir e B e h a vi our S p ec iali sts exi s ts, with a p r im ar y need at I M T

lev e l to assist th e I M T in und er stand i ng lik ely fi re spr e ad und er f o r e c a st

condi t i o n s and to m a k e ad equ a te pl an s to c o u n ter th at sp read . A like n e ed was recog n i s ed at state l e vel ECC/SECC to provi d e a s t r a t e gic ov er vie w of p o t e n t i a l fire spr e ad to assi st i n un der s tanding li kel y whole of state im p a ct.

A ma jo r ro le o f t h e F i re Be ha v i our S p e c i a l i s t s, id en t i f i ed b y t h e m , was t o

provid e ad vic e on fir e suppr essi on str a tegi es, especi al l y l o c a ti on of c o n t r o l

l i n e s a n d ba ck b u r n in g o p e r at io ns. Th is fu nct i o n was a c h i ev e d v i a t h e va ri ous Str a tegic P l anni ng Un i t s and by ad h o c c o m m uni c a tion s wh er e F i r e B e h a vi ou r Speci a li sts were al l o c a ted to IMTs, or by u s e of centrally l o cated sp eci a li sts.

Two m a j o r produc ts were pr od uc ed d e p e nd i n g on th e need . Th ese wer e a fi re s p rea d p r ed i c tio n m a p an d a p o t e n t ial i m pa ct zon e ma p. Th e f i re s p rea d

p r e d i c t i o n m a p was pr o d u c e d to ass i st fi re ag en cies, l a nd m a n a g e r s , u t il ity and infr astru c ture m a n a g e r s an d pu blic au thori t ies pl an fi re suppr essi on and

miti g a ti on ac ti on s. Th e p o te nti a l imp a c t z o ne map s w e re pr od uc ed f o r pu bl ic a l e r ts a n d w a r n in gs fu n c t i o n s, de p i c t in g t h e poss i b l e e x te nt o f f i r e o r e m b e r s wit h i n t h e ou tl o o k per i od . The s e map s in clu d ed a s su m p ti on s a n d ca lcu l a t i o n s

used t o p r odu c e t h e m .

An aly s es were c o m m u n ic ated to th e S t rat e gi c Pl an ni n g Un it a n d St ate Du ty Offi cer in the EC C and to th e P l annin g S e c t i o n s of IF A C c e n t res and I M Ts.

Rol e s al so incl ud ed c o llecti o n an d c o ll ati o n of weath e r and f i re b e h a vi our

i n fo r m at io n.

Th e outp ut fr om th e F i re Be havi our S p e c i a li st s gr ou p was n o t n o ted as a k e y issue in an y of th e m a j o r debri e fs or as s o ci at ed de b r ie fs, o t h e r th an to ra ise

issue s wi th th e ac cu racy of th e p r edi c t i on s. A mi xed v i e w on ac cu racy em erg e d from I M T and IFACC d e bri e f s – som e i n dic a t e d tha t acc u ra cy w a s sat i s f a c to ry

w h e r e a s oth e rs i n di cat e d th e p r ed i c tio n s w e r e ina c c u rat e . O n e IFA C ce nt re note d th at “ I n c i d e n t pr e d ic ti on de ve lo p e d at SE CC a p pe ars t o ha ve be en

d e ve lo pe d i n iso l at io n o r wi th ou t co ns ul tat i o n of St rate g i c P l an n i n g U n i t at

IFACC ” an d not e d th e solu ti on as “Ensure IFACC Str a tegic Pl anning Uni t i s

consul ted i n detail .” Th i s n o te arose fr om c o n c er ns expressed by an ass o ciated IMT ab out th e pr edi c t i on and re q u ir ed th e I F AC ce nt re t o expl ain wh at t h e

pred icti on meant.

Th e s e c o nc ern s re lat e d dir e c t ly t o th e u n d e rst a nd ing of u s e r s ab out th e b a si s on w h ic h p r edi c t i on s ar e f o r m ul at ed – th e pred ic ti on s assu me n o eff e c t i v e

c o n t r o l a n d wo rst case f o r e cas t we at he r. Ad diti onally , al th ou gh ea ch pre d ictio n ca n onl y b e e f f e c t iv e for a sh or t peri od of ti me , s o m e we re “r e - ci rcul a t e d ” b y

IM T s . T h i s led t o a ti me /d at e s t at u s or v a li dity peri od bei n g i n serted on pred icti on map s .

D H S pe rson n e l in d i cat e d tha t ava i la bi l i t y of poten t i a l f i re spread and im pact map s to th em assi sted in identif ying c o mm uni ti es and poten t i a l vic tim s . Th is en abl e d DH S t o m a in t a i n a h i gh e r st ate of r e adin e s s i n th ose ar eas an d to be a b le to in sti t ut e re co ve r y op e r at io ns mo re ra p i d l y an d e f fe ct i v e l y .

Th e Fir e B e h a vi our S p ec iali sts Debr ief m a de a num b e r of rec o mmend ations f o r f u tu re a c t i o n to c e m e n t li ke pos i t i o n s i n t o p l ac e. So me ke y sta k eh o l d e rs a l so hol d th e vi ew th at sp eci a l i s t fir e beh a vi our sk ill s form a v i tal p a r t of the

planni ng p r oc ess at S t at e and r e gional l e v e l. The r e vi ew pr ocess did not

p a rt ic u l a r l y i n fo rm t h is v i e w e i t h e r wa y, ot he r t h a n fo r t h e de b r i e f “ C a n ad ian Fir e B e h a vi ou r Sp eci a l i st F u n c tions” th e d e brief n o tes fr om N e w Zeal and an d

th e D S E/C F A Fi re Beh a vi our Deb r ief , all of whi c h str o ngly pr om ote th e c o nc ept.

It i s o b vi ou s th a t at s o m e p o i n t pla nni ng u n it s mu s t b a se t h e i r d e ci si o n s on a n und er stand i ng of th e potenti a l r un of fir es duri ng d e fi ned peri od s, i n ord e r to make ef fec t iv e pl an s and to be abl e to d e term in e wh ere sui t abl e c o ntr o l li nes e i ther e x is t o r ca n be cons tructed, and t h e n a t u r e of ad v i c e, a l e r ts o r wa rn i n g s

to pr ov ide to the c o m m uni ty . Th e abil ity to predic t, wi th a deg r ee of assu r a nce, wh er e fi res migh t bur n to in a d e fi ned peri od and the typ e of behavi our that

w i l l b e ex pe r i e n c e d, se ems t o be in d i cat e d as a p r e c ur so r to e f fec t iv e str a tegi es and c o m m u n ity in f o rm ati o n .

Th e join t agen ci es n e ed t o c o n s i d er wh e t h e r t h ey se ek t o ac hie v e an e x p a nd ed rol e for fi r e b e h a v i ou r speci a li sts an d h o w th ey ou gh t to b e sour ced .

Q u est i o n s th at nee d to be in ves t i g ate d in c l u d e:

* Are ther e suffi cient tr ai ned peop le wi thi n fi re ag en ci es to pr ovid e a su itab le level of fi re beh a v i o ur i n pu t to I M Ts at n o r m al fir es?
* Are ther e suffi cient exper t fi re behavi our sp eci a l i s ts wi thi n the fi r e i n d u st r y ( i n c l u d i ng rese ar ch e r s a n d pe rso n n e l ext e rnal to t h e fi re

ag en cies) to p r ovid e appr opri ate inpu ts d u ri ng c a mp aig n fir es at b o th IMT level and state l e vel ?

Any review mu st al so focu s on h o w Vic t ori a c o uld pr ov ide itself with speci a li st fire beh a vi ou r pr edi c tion and wh ere su ch spec iali sts ough t to op er ate,

(I MT/I FAC cen t r e /ECC .) Th er e ar e p e opl e w i thi n th e f i r e ag en ci es wh o posse ss th e n e c e ssary u n der s tand ing of f i re behavi our , in cl udin g f o rm al tr ai ning in fi re science and pr ac ti cal expe rie n c e , t o u n de rt ak e thi s t a sk . H o w m a n y of th e m

th ere and thei r willi ng ness to d o so n e ed s to b e d e ter m in ed .

Th e Fir e B e h a vi our S p ec iali sts Debr ief (A ustr al ia, USA C a nad a ) th e NZ debrief and the Fi r e B e h a vi ou r Debri e f (DS E /C FA ) c o n t ain a series of i s su es f o r

cl arif ic ati o n f o r 200 7/08 and b e y o nd and c o ntain in pu t fr om loc a l per s onn e l .

Th e s e i s su e s w o uld b e an ap pr o p ri at e s t a r t p o i n t fo r fu r t h e r co nsi d e r at io n. It is evid en t th at if ad opted, th e continui ng u s e of fir e b e h a vi our sp ec ial i s t ser vic es

must be accomp ani e d by id entif i c a t i on an d t r ai nin g of a ca dre of fire be h a vi ou r pe rso n n e l a n d edu c ati o n/t r a i ni ng of i n c i den t m a na gem e nt pe rson n e l a b o u t t h e ou tpu t s an d w h at th e y m e an . I n tu rn , th at mu st al so f l ow thr o u g h t h e

c o m m u n i t y i n fo rma t ion c h an ne ls.

### Issues:

* De ter m in e th e e x te nt to w h ic h f i r e b e h a vi our sp eci a l i s t s oug h t t o be av ai lable and appl ied to m a j o r fi re ev en ts at I M T I F AC State level s .
* Deter m in e how Vi ctor i a can su ppl y the level of tr ai ned and qu al ifi ed f i re b e ha vio u r s p e c ial i s t s d e te rm i n e d as n e c e ssa r y .

# FIREGROUND COMMAND

### Introduction

Fe edb a c k on fir eg roun d c o mm an d and associ ated i s su es varied wi th m a n y commentator s ac kn owled g ing th at over al l, fi reground operat i o ns pr oceeded sm oothly but that f a cets do req u ir e st r e ng th eni n g . Te st im on y t o th e eff o r t s of fir eground c o mm and e r s and fr ont li ne firefig hter s lies in two ver y sig n if ic an t ach i evem en ts 12:

* Co nst r u c t i on a n d co nso l idat io n o f a co nt ai nm e n t li ne fr o m th e Big Ri ve r

arm of Lak e Eild on th rough Matl oc k, Ab er feldy an d Walh all a , endi ng n e ar T o ong a b b i e Th is c o n t ai nme n t li n e sp an ne d a d i st an ce of ap pr o x i m a t e ly

107 km , an d was ar gu abl y , on e of the m o st diffi cul t b a ck b u rn s ever u n d e r tak e n by V i c t o r ia n f i r e f ighte r s . Th i s li ne w a s su c c e s sf ully

es ta b lis he d to ho ld f i re o u t o f ma jo r me t r op o l i t a n wate r s u p p l y

catc hm en ts.

* Con s tr uc ti on and sec u ring of a m a j o r c o n t r o l lin e of ap proxi m atel y 20 0 k m in le n g th a l o n g t h e so ut he rn b o un da ry of th e Gr eat D i v i d e Com p l e x.

Th i s c o ntr o l lin e was probably th e l o n g est i n divi du al c o n t r o l lin e ev er

con s truc ted and con s oli d ated i n Vi ctoria’ s h i story , and was ac c o mpli sh ed withi n ni ne day s

### Key issues:

Divi sion/ S ector Commanders:

* Imp o rtanc e of r o l e c l arity – en su ring th at f i e ld c o mm anders u n derstand th eir r o le , wh er e t h e y fit in t o th e c o mm and ch ai n and th e e x p e ct at i o n s on th ei r r o l e s, in clu d i n g stric t observ anc e of saf e ty p r otoc ol s an d

s i tuatio n awareness.

* Th e need f o r th em to be m a n a gers, to b e p r oac t iv e an d to g o l o oking f o r a n swers when the system s l o w s down or sto p s.
* Nee d f o r th em t o en su re eff e c t i v e c o mm uni c a t i on s b e t w e e n t h e fi eld and th e I M T.
* En suri ng th at they h a v e the n e c e ssa ry resources to assist them.
* En suri ng th e team s an d per s onn e l, und er tak i ng l e gi ti m a te fir egr o und

ac tiv i ties, but n o t in v o lv ed in dir e c t fi re fig hti n g , adh e re to the c h ain of co mm and ( t hi s i s su e a ffe ct s al l pe rso n ne l un der t a k i n g f i r egro un d

a c t i vi ti es ot he r t h a n di r e c t f i r e f igh t in g ) .

Firegr o u n d sa fet y :

* T h e r e is a n e e d to con t in ue to pr o m ote sa fe ty a w a r e n ess a t al l le ve ls and n o t c o ndo n e any sl ac ke nin g in h i gh s t a n da rd s .
* Ensure sa fety messa ges a r e incorporat ed i n to all tr ai ni ng e x er ci se s.
* Con s id er w h e t h e r i t i s ap pr opri at e r e -i ssu e t h e De ce mb er 2 0 0 6 D V D.

12 Inf o r m ati o n sourc e : Draft n a rr ativ e of th e Vi ctor ian G r eat Divi de Fir e s D e c e mb er 2 006 - Feb r u a ry 2 007

* Con s id er i n novati ve m e thod s of r e in forci n g th e saf e ty messag e e.g. vi a case stud ies f r om 200 6/0 7 i n cid e nts i d entifi ed i n th e N e ar Mi ss an d

Accident Revi ew pr og ram .

S t ag in g areas

* Reinf o rc e t h e ne ed for de dic a te d St ag ing Ar ea m a n a g e men t – i t i s not th e t a sk of a sec t or or cr ew l e ad er .
* E v a l ua te ph ys i c a l pa ra me te rs – s i ze an d loc a t i o n re la ti v e to fi re gr ou n d (this is a ma tter that mus t be decide d on a fire by fir e basis and is an IMT rath er th an S t at e lev e l i s sue ) .

Access r e stricti o ns

* Resolve th e appl ic ati o n of the acce ss restriction po wers and how this s h ou l d b e c o m m u n i cat e d to a l l st ak eho l de rs du r i n g pre f i r e seaso n

ac tiv i t i e s .

* Th er e i s n e ed f o r di al ogu e wi th r e pr esentati ve med i a organi sations and th e fi re ser vic es to devel o p a Memor a ndu m of Und e r s tand ing that

en abl e s all med i a p e r s on nel t o u n de rs t a n d :

* + T h e r a t i o n a l e fo r an d n e c e ss it y o f r e st r i c t in g a c c e ss.
  + T h e powe rs a f f o r d e d t o I C s an d P o l i c e to rest r i c t ac cess.
  + Th e p o ten t ial c o n s equ e nc es of f a iling to ob serv e ac cess restric t i o n s .

Th e st ar tin g p o in t f o r eff e c t iv e fi regr ound c o m m and at an in cid e n t g o es t o t h e briefing s that f i r e gr ound comm anders r e ce iv e at th e be g i nn in g o f t h e i r s h if t.

T h e y ne e d t o u n d e rs ta n d wha t th e pro p os ed co nt ro l st ra te g i es ar e a n d w h at re sour ce s t h ey h a v e at t h e i r d i sp osal so th e y c a n arr a n g e an d im p l em en t

eff e c t iv e t a cti c s i n a b i d t o achi e v e th ose st rate gie s . It is im port ant th at whi l st th e fi eld c o ntr o l l er s ar e gi ve n br oad goal s, t h e sel e c t i o n and ti min g of t a ct ic s

to ach i e v e th ose g o al s re st s v e ry muc h w i t h th e c o m m a nde r s at th e fi reg r oun d w h o in ti mat e ly un de rst a n d t h e rea l t i m e co nse q ue nc es o f c u rr en t w e at he r

i m pa ct o n fi r e b e h a v i ou r. T h e c h o i c e of tactic s i s cl earl y the pr ovi n ce of th e

firegr o u n d comm and e r s an d n o t the role of the I M T, Region or I F A C . Eq u a ll y,

th e fi reg r ound c o mm ander i s th ere to m a n a ge th e fi reground and to d e vi se and impl em en t tact ic s in c o n s ult a ti on wi th Cr ew Le ad er s . I t is al s o im por t an t f o r

th e p e r s on s wh o o ccu py “i n - c h a r ge” p o sit i ons in the fie l d to understa nd that

th ey mu st driv e th e p r oce s s and positi on t h ei r r e sour ce s ap pr op riat ely in order to im ple m e n t th e t a c t i c s t h at th e y sel e c t .

Briefing s were v a ri abl e . S o m e field cr ews r e cei v ed f e w or n o br ief i n g s and

other s sp ecifi cally c o mmented that th eir b r ief i ng s were v e r y g o od, wi th cl ear

indi cati on s of wh at th ey were asked to ac hi ev e vi a ti m e ly IAP s an d g o od qu ality m a ps. Y e t o t h e rs re cei v e d goo d b r i e f i n gs, bu t w e l l a f te r t h e i r wor k pe r i o d ha d

c o m m e n ced [e .g. ha lf wa y t h r o ug h th e s h ift ], r e lat e d t o th e d e l a y e d co m p l e t i o n and sup p ly to th em of an IA P . Th e m a j o rity indi cated that b r iefin gs wer e

a d e q uat e an d o n t i m e , bu t th e r e we r e s u ff ic i e n t wh o re po rt e d oth e rw ise t o indicate tha t s t rengthe n ing is necessa ry.

A nu mb er of re sp on se s in dic a te d th at com m and p r oc edu r e s on t h e fir egr o u n d w e r e no t alw a ys fo ll ow e d , w i t h d i r e c t “ i n t er f e re nc e” fr o m g r o u ps, re g i ons an d ICC s, and ev en an IFAC ce n t r e , th at effecti v el y by passed c r i t ic al link s in th e

c h a i n. Th e S t ri ke T e am Le ader s debr ief noted that: “N ot e n oug h cre d it a n d credenc e was g iven to fir egr o u n d c o mmanders. Decis i ons we re t a k e n at too high a level th at shoul d be tak e n cl oser to the fir eli n e.” It is d i f fic u l t t o

enc o ur ag e pe opl e to u n de rt ak e t h ei r r o l e w h en some b o dy el se at a hig h e r l e v e l t r ies t o do it fo r them. Conve r s e ly, ICCs re po rt ed instances where t h e r e w a s “ a lack of situ ati o n r e p o r t s/comm un ic ati o n fr om the fir eg round back to IC C

dem o n s tr at ing ei th er l a c k of e x p e ri en ce or a f a i l ur e t o und er st an d th e role and ne ed s of th e IC C” .

T h is last co mm en t r e la tes di re ct ly to i n pu t to IA Ps an d i n fo rma t ion f l ow. J u st as fi e l d cr ews ne ed t i m e ly a n d ac c u r a te b r ie f i n g s, so to do I M Ts n e e d t i me ly i n p u t fro m D i v i s i on a n d Se ct or Co mm an de rs, c a us ed by th ose Com m a n de rs

eff e c t iv el y commu nic a ting in form ati o n upwards fr om th e fi eld to the I M T.

One in stan ce was r e c o rd ed wh er e a team h o ld ing n o d i rect fir egr o u n d

resp onsibili ties beg a n di recting cr ew m a n a g e men t , ord e red th e r e moval of

firefig hter /s f r om th e firegr o u n d and di ctated to th e c r ew wi th out ref e r e n c e to a n yone else in the cha i n o f command. W h i l st th e re mo va l of pe rso n s w h o ar e

not fit to re ma in o n the fire g ro und has to be not i o n a lly s u ppo r ted, t h e r e s h o u ld b e a l m o st n o sco p e fo r p e rsons o u ts i d e the chai n of com m and to beg i n or dering

ch ang e s. Thi s i s a m a tt er th at n eed s t o be fact or ed in to t h e pr oc e s se s for

var i ou s i n d ividu a l s or team s to ensur e th at all m e mb er s und er stand their rol e with unam biguous cl arity an d tha t their respo n sibiliti es lie in advis i ng and

co n s ul ti ng an a ppr opr i a t e pe r s o n in th e c h ai n o f c o mm and ab ou t an y

recommended courses o f actio n ra ther than by di rectl y impl em enti ng those ac ti on s .

A s i m ila r co mm en t a b o u t ro le c l ar i t y a p p l ies to D i v i s i on/ S e c to r Com m a n de rs. In a c i rc um stanc e wh ere a nil , in ad equ a te or un cl ear b r ief i ng was pr ovid ed ,

som e c o m m ander s ri ghtl y took it u p on th emsel v es to inqu ire up th e c o m m a nd ch ain what th eir task s were supp osed to b e . O t h e rs wai t ed t o be to ld, w i t h the r e s u lt t h at f o rc es re ma in e d i d le a t s t a g i n g a r eas fo r le n g t h y pe r i o d s.

Fir e fig hter s of any persuasi on d o n o t l i k e to h u rr y th ere, wait an d th en g o

h o m e w i t h o u t un de rta k in g p r o d u c ti ve w o rk . Co m m and e rs n e e d to be asse r t i v e to e n sur e t h ey re c e iv e th e i n f o r m at i o n th ey ne ed t o d o th e t a skin g wi th out

unnecessa ry dela ys. The issue o f Strike Team Leaders a n d Se cto r Comma n de rs exer ci si ng eff e c t iv e c o m m and was sp ec ific all y addr essed i n th e **CFA Pr e-**

Season U pdate Septem ber 20 06 .

Fie l d c o mm and e r s ind i cate d th at th eir span of c o n t r o l ne ed s to t a ke i n t o ac c o un t tw o f a ct or s – th e numb e r of p e r s on nel reporti n g to them and th e

natu re of the top o gr aphy th at g o v e rn s th e p h ys ic al s i ze o f t h e i r co mm an d. Th e most extr e m e i n st anc e r e qu ir ed a 2 . 5 h o ur driv e al ong th e control lin e.

It was u n iv er sall y r e c o gn i s ed th at l o c a l kn owledge wi thi n k e y fi eld areas was i n va l u ab l e ( a s i t is in a n IMT ) . So me ti mes fi e l d co mm an d e r s ha ve n o o r ve ry

fe w r e so ur ce s t o a s si s t t h e m , ot her t h a n th e c r e w s at th eir di sp o s al . A n u m b er comm en ted th at st re n g th eni n g t h e re sou r c e all o c a ti on t o fie ld c o m m and s c o ul d ass i st , to en su re tha t t h e co mman d s ha ve so me loc a l kn ow le d g e as w e l l a

st ro n g e r r e so u r ce base fo r ma nag e me nt o f t h e co mman d – no t s i m p l y mo re firefig hti n g cr ew bu t one or two “ a ssi s tants” . “ M ak e su re yo u ha ve t h e ri ght equi pm en t , e . g . tw o r a di os, d r iv er , p e n c ill e r ” (Extr a c t from S e p t ember 20 06 Pre-Season Upd a te) .

Th e p e r s on nel to f ill these r o l e s migh t b e f o u n d f r om withi n I M T stru ctur es. It was agr eed th at si mpl y be c a u s e th ere i s a posi ti on “c ell ” w i t h in th e I M T

stru ctur e i t does not alway s req u i r e f illi ng and r e l e ase of a sm all numb e r of

per s on nel to assi st fi eld c o m m a n d wou l d b e valu abl e . ICs h a v e p r evi o u s ly b e en enc o ur ag ed to al loc a te suf fic ient reso ur ces t o f i r e g r o un d com m a n d e rs ( D iv is io n and S e c t or Comm an d e r s ). Th ese matters were c o m p rehen s iv ely c o v e r e d i n the DVD and n o tes issued to each Br igade in N o vem b er 20 06 (refer f o otn o te 7 ) .

### Key issues:

* Rol e c lari t y – en su ring th at fi el d comm and e r s und er stand their rol e , wh er e t h e y fit in t o th e c o mm and ch ai n and th e e x p e ct at i o n s on t h ei r rol e s, i ncl u d ing stri ct ob serv an c e of safety protoc ol s and si tu ati o n

a w areness.

* T h e n e c e ssi t y fo r t h em to b e man a ge rs, to b e pr oac t i v e a n d to go loo k ing fo r answers when the system s l o w s down or sto p s.
* Nec e ssit y f o r th em t o en su re ef fe cti v e c o mm unic a ti on s bet w ee n th e fi eld a n d th e IMT.
* En suri ng th at they h a v e the n e c e ssa ry resources to assist them.
* En s u ri ng th e v a r i o u s t ea m s an d pe r s on nel, und ertakin g legitim a te

firegr o u nd acti vi ties, but n o t in v o lv ed in dir e c t fi re fig hti ng , adh e re to t h e cha i n of co mm an d. Th is issue a f fe cts a l l p ers on ne l u n d e r ta k i ng

firegr o u nd ac tiv ities oth e r th an d irect fir efi g hti ng .

### Firefighter safety

S a f e t y iss u es we re fr eq u e n t ly di sc uss e d un de r t h e fi r e gr ou n d co mm an d to p i c at debr ief s . I s su es r a ised in clud ed :

* Identi ficati o n and ad equate m a r k in g of d a ng er ou s tr ee s a n d ot he r hazard s. Th e G ipp sl and r e gi on al deb ri e f r e c o rd s that “ 52 % of al l r e po rt ed saf e ty in c i d en t s in vo lv ed da n g e r o u s t r e es... ”
* Av ail a bi lit y of ch a i n s a w s in cr e w s or t e am s a s sig n ed t o w o rk a s a uni t i n ar e a s w h e r e d a n g er ou s tr ee s e x i s t and w h e r e th er e pr osp ec t s of bein g

isol ated by fallen tr ees.

* Th e ne ed t o en su re t h at 4 W D dri v er c a p a bi l i ty e x t e n d s t o r u gg ed ter r a in , s i m i la r to th at e n c o u n t e re d d u ri ng t h e Gr eat D i v i d e Com p l e x.
* O b s e rva n ce o f r e qu i r e m e n t to re po rt a ct u al an d n ea r m i ss i n c i den t s.
* A g en era l re q u ir em en t t h at a l l f i r e g ro un d per s o n n el must o p era t e so as not to co mpromise safety standa r d s; e. g. a S e c t o r Co mm an d e r

a p pr oac hed a D i vis ion Co m m and e r r a is i ng co n ce r ns a b o ut peo p l e n o t wea r ing appropriate PPE and was a d vi sed to ign o r e non-ob serv an ce.

Dis c ussions with the jo in t Nea r M i ss an d Ac c i de nt In ves t ig at ion te am

high ligh t ed a per c epti on th at d a ngerou s tr ees fig ured more pr omin en tly d urin g 2006 /0 7 . Two separ a te i ncid e n t s wh er e tr ees f e ll wi th ou t warn in g c a u s ed three se r i o u s i n ju r i e s . A n u m b e r o f oth e r i n c i de nts re la te d in s e rio u s ve h i c l e da ma ge. T h is mat t er was a l so r a ise d d u rin g in te r n ati o nal de b r ie fs a n d d u ri n g t h e majo r debr ief s . The extent of “d angerous tr ees ” is r e lat e d d i re ct l y to t h e ty pe o f

v e ge tat i ve c o v e r th rou g h t he fi re a r e a s g e n e ra ll y a nd a m uc h gre a te r ex pos ur e

to f o r e st fi re i n 2 007 , th e v e r y d ry n a tur e of h e avy fu els c o n t rib uting to m o r e trees catching ali ght and burni n g down , bu t it m a y al so b e i ndi c a tiv e of

firefig hter s’ in creased ri sk acc e p t anc e , d u e to t he e x te nsiv e n a tur e of fir e s i n 2003 , 20 06 and 2 007 and a l e sser awar en ess of being “ri s k aver se” , a m a tter

proposed b y t he Ne ar Mi ss Te am . Time ly re mind er s ge ner a l ly ab out th e d a n g er s of tr ees in for e st fi res ar e i ndi c a ted . T h e use o f ca se st u d ies f r o m r e le van t

inci dents d urin g 2 007 c a n assi st to k eep these m a tter s high ligh t ed at all level s .

Incl u s i o n of these m a tter s in to f i e ld c o mm ander traini ng, especi ally d e ali n g w i th t he i r ro les a n d res p o nsi b i li t i es is i n d i cat e d.

Safety of fi re f i gh ter s was a r e c o mme nd at io n fr om t h e VBI : “Tha t D S E a n d CF A continu e to str e ss fi refigh t er saf e ty as thei r hig h est p r iority f o r i n cid e n t

m a n a g e rs a n d f i r e g r o u n d s u p e rv is ors . ” Whil e fi ref i g h ter saf e ty is a

fund ame n t a l c o mp on e n t of t h e fi re ag en ci es’ over all op er at ing phi l osop hy an d th e ag enc i e s c a n d e m o n s tr ate th at i t i s we ll emb e dd ed , i t i s n o t a mat t e r t h at

c a n be a d dr ess e d a n d se t a s i d e . C o nsis te nt a n d co nt inu i n g e ffo r t s to re ta in firefig hter saf e ty at the forefr on t of al l p e ople in th e c o m m and ch ai n are

n e cessa r y . A l tho u gh S O Ps or Sta n di n g O r de rs s h ou l d a l wa ys be s u b j e c t to

revi ew and ch an ged when n e c e ssary , regul a r pub lic ati o n of “ c ase studi e s” fr om sa fe ty in c i d e nt in ves t i g at io ns s h o u ld be pur s u e d as a m e a n s of ef f e c t iv el y

i n fo r m i n g fi r e fi g h t e rs a b o u t s p e c if i c sa fe ty iss u es.

In pr acti ce, th e i ssues i d entifi ed fr om th e d i rect fir e m a n a g e m e n t and saf e ty per s p e c t iv e h a ve all b e en pr ev iously i d entif i ed in th e 2005 /2 006 fire season .

To add r ess thi s , the C h ief Of fic er mail ed a short D V D and a d o u b l e sid e d sin g le sh e e t of A 4 not e s ( r e f er f o otn o te 7) t o ev er y Brig ade and Re gi on , plu s

s u fficient additiona l co pies for ea ch a u th or i s ed Se ct or Com m a nd e r a n d St rik e

Te am Lea d e r . T h is in it ia ti v e ta rge t e d se ve ra l i m po rta n t el em en ts, i n cl u d in g :

* I n c r eas i ng t h e ef fe ct iv e n ess o f fi r e gr ou n d co mm an de rs b y un de rsta n d i n g rol e s an d r e sp on sib ili t i e s an d t a k i ng co mm a n d.
* Re i n for c e m e n t o f sa fet y , s i t u at ion a l a w a r e n ess a n d b r ie f i n g s.
* Work ing wi th oth e r ag enc i es.

Th e op port uni ty w a s also t a k e n t o r a i s e aw ar en e s s of th e n a tur e of th e 200 6/0 7 fire season th at was d e v e l o pi ng , and to bri e fly d e sc rib e r e c e n t c h ang e s in

Wat e r Rep l eni s hm en t pol i cy in th e D V D .

U n fo r t u n ate l y, t h e Gre a t D i v i d e C o mp le x f i r es co mm enc e d p r io r to t h e distr i bu ti on of the D V D, poten t i a lly l i mi tin g th e d e sir e d imp a c t d u r i ng

2006 /2 007 bec a use of th e i m m e d i ate and se ver e f i re i m pact. However , it i s

opp o r t u n e to c o n s ider c o n t in uing to pr omote the D V D as th e m e ssag e s ar e still r e le va nt to t h e issu es i d en ti f i e d i n 20 0 6 / 200 7. Ot he r st ra te g i es to pr omo t e

mor e ef fec t iv e c o mm and at fir eg round l e a d e r s h ip le vel als o ne e d to be con s id er ed .

### Key issues:

* T h e r e is a n e e d to con t in ue to pr o m ote sa fe ty a w a r e n ess a t al l le ve ls and n o t c o ndo n e any sl ac ke nin g in h i gh s t a n da rd s .
* Ensure sa fety messa ges a r e incorporat ed i n to all tr ai ni ng e x er ci se s.
* Con s id er w h e t h e r i t i s ap pr opri at e r e -i ssu e t h e De ce mb er 2 0 0 6 D V D.
* Con s id er i n novati ve m e thod s of r e in forci n g th e saf e ty messag e e.g. vi a case stud ies f r om 200 6/0 7 i n cid e nts i d entifi ed i n th e N e ar Mi ss an d

Accident Revi ew pr og ram .

### Staging areas

Con s i s t e n t ma na ge me nt p r oc e s s e s f o r s t agi n g ar ea s ar o s e as an i m po rt a n t issue f o r f i r egr o und c o m m and . These ar e u s u a l ly poin ts of assembly f o r

mul t ipl e s t rike t e am s and cr e w s all o ca t e d t o a s e c t or and are oft e n th e p o i n t s

wh er e fi eld bri e fi ng s are d e li ve re d. A c o n s e q ue nc e i s t h at m a ny p e opl e ,

ve hicles a n d e q uipment asse mble a t s t agi n g a r e a s fo r ch an geov er, re-suppl y

a n d br ie fi ngs. Wi th out o r de r l y ma na ge me nt ac t i v i t i es m a y be unn e c essa r i l y protr a cted .

It i s un ive r s all y agr e e d th a t e a ch s t agi ng ar ea oug ht t o h a ve a d e di ca t e d

manager who reports to the Div i s i o n / Se ct or Co mm an d er an d st a f f s h oul d b e

av ai lable onsite, wh enev er S t rik e Teams ar e still activ e , and f o r exampl e, may r e qu i r e fu el or o th er su p p l ies loca te d at t h e S A . Res p on si b i li t y fo r an d

m a n a g em en t o f Sta g in g Ar eas sh ou l d no t b e ta c k e d o n to t h e du t i es o f a

firegr o u nd comm and e r wh o h o ld s resp on sibi lity f o r a di vi si on or sec t or . At

s o m e St agi n g A r e a s al ter n at ing ma na ge me nt p r oc e sse s w e r e em ployed by DS E and CFA, d e pendi n g who wa s on sh ift, c a u s i ng som e c o nfu s i o n, an d henc e

del a y t o th e r e sour ce s (in t er st at e) att e n d in g.

St agi n g ar e a s m u st be s u ffi ci en t i n siz e to c o p e wit h a n ti cip a ted a s se mbli e s a n d asso ciated plant and pe op le mo vem e nts. Loca tio n in re la tio n to the f i r e gro u nd

is cri t i c al and t r an sp ort b e tw ee n th e SA an d th e fir eg round sh ou ld ope r at e in a log ic a l fl ow. Exampl es were in stanced of S A s loca te d up to 4 0 ki lo me tr es f r o m

th e fi reg r ound , r e q uir ing a on e h o u r dr ive at the end of eac h sh if t by c rews wh o we re r e qui r e d t o ch ang e ov er at th e S A , inc l udi ng hand ov er of fir egr o un d veh i cl es.

### Key Issues:

* Reinf o rc e t he ne ed for de dic a te d St ag ing Ar ea m a n a g e men t – n o t th e task o f a sector o r crew lea d er.
* E v a l ua te ph ys i ca l pa ra me te rs – s i ze an d loc a t i o n re la ti v e to fi re gr ou n d (this is a ma tter that mus t be decide d on a fire by fir e basis and is an IMT rath er th an S t at e lev e l i s sue ) .

### Non–combatants

**Community members and residents**

A c r i t ica l ma tte r fac i ng r esi d en t s w i t h in c o mmu nit i e s th at are t h re at en ed o r likely to b e th reatened by fir e i s th ei r deci sion ab ou t wh ether to stay an d

def e nd t h ei r pr op er ty or le av e th e p o te nti a l fir e i m p a c t ar ea e a r l y f o r a saf e ar e a. Th e E m e r ge nc y Ma na ge men t A ct (1 986 ) a n d th e Co untry Fire Autho r it y Act (195 8) provid es r e sid e n t s wi th the right to s t ay w i th a n d de fend their

home s dur i ng a wild fir e. Th e f i re servi ce s ac tiv e ly pr om ot e th e con cep t of indiv i dual s deciding what they wi ll do, re co gn is i n g p ub li c l y, t hat ma ny

su cc essfu l build ing defen c es occ u r b e c a u s e ab le bodi ed peop le ar e pr esent. It is th e ai m of th e fir e servi c es to pr ovid e relev a n t and tim e ly in formati o n to

t h rea t e n e d co m m u n i t i es to en ab le in d i vi d u al s to m a k e i n fo r m e d de c i s i ons w i t h

su ffi cie n t t i me t o en act th ose d e ci si on s, wh et her t h e y ar e to r em a i n or l e av e th e ar ea e a rly .

To assi st i n traffi c m a n a g e m e n t issues on ac tiv e fir eg round s, wh ich m a y i nc lude a l l or pa rts o f co mm un i t ies w h e r e so me resi d e nts ha ve el ec te d to re ma in an d

o t h er res i de nts ha ve e l ec te d to le av e, an IC ma y r e ques t Vi c P ol i c e to c l ose

c e rta i n road s b eca use o f s a f et y iss u es. To this end, t h e jo int fire a g e n cies , CFA a n d DS E, an d V i cPo l ice de ve lo ped a ne w pol i c y d e a li n g w it h t r a ff ic ma na ge me nt at fi res in Nov e mb er 2006 .

T his po l i c y was im p l em e nte d du ri n g 20 06 /07 b ut t he r e so me co n f u s i o n a b o ut th e pr ec i s e me an ing o f c e rt a i n te rm s, p a r t ic ul arly t h e me ani n g of a “t o t al”

ver s u s a “ p ar ti al ” r o ad cl o s ur e a n d w h e t h er cer t ain au t h o r i s e d v e hicl e s an d/ or per s on s m a y be all o wed p a st c o n t rol p o in ts. Th e fir e servic es can req uest

c o n d it io ns f o r roa d c l os u r es w h ic h may in c l u d e f u ll a n d pa r t ia l clos u r es w i th cer t ain c o n d iti o n s of entr y f o r au th ori s ed person nel , i n clud ing fir efigh t er s

attend ing the inc i dent in th eir own vehic l es, p l ant an d eq uip m ent c o n t r a c t or s, o t h e r E m e r ge nc y S e r v i c es, no n- co m b ata n ts incl udi n g u t ili ty c o mp an ies and

wel f a r e / s u pport /r ec over y age n c i e s and m e dia repr esentativ e s who are

app r opri ately cl oth e d and ac cr edited .

Wh il st i t i s a c c e pt ed t h a t th e d e c i si o n to “ s t a y o r g o ” r e sid e s w i t h per s o n s w h o ar e at their home pri o r to th e expec t ed fi re imp a c t an d th at p e r s on s wh o ar e

not at th ei r r e s i d e n c e w h e n f i r e im p a c t be com e s li ke l y c a n le ga l ly b e p r ev ent e d from r e tur n ing bec a u s e of f i r e c o nd ition s , th e pr ovi s i o n s th at ar e ac tu all y

app lied and how they wil l b e i m plem ented ar e not uni v er sal ly clear . The disti n cti o n between r e sid e nts who had electe d to s t a y , ve rsus t h ose who

a tte mpt e d t o re turn to de fe nd pro p e r t i es was a n iss u e identifie d during t h e revi ew.

Th er e was som e u n c e r t ain t y ab ou t the p o wers of the fi re serv ic es and P o lic e to restric t tr affic at certai n p o in ts. Althou g h n o t specif ic ally r a i s ed at d e bri e f s

l e ve l, t h e Re al T i me P e rf or ma nce Mo n i to r i ng tea m / s d i d u n co v e r m u lt i p le ins t a n ces where a c cess to “close d” ar eas ca use d so me con c e r n.

T h e r e is g e n e ra l ag re em e n t t h at P o l i c e do no t ha ve t h e p o we r to re mo ve peop l e from an ar ea u n der “ p ec uni ar y i n terest” , i . e. they c a n n ot d i rect a f o rc ed

e v a c uat i on, but they have t h e abso lute a u thority to stop peopl e with p e c u n i ar y inter e sts fr om retu rni n g to an ar ea t o pr ot e c t th eir asset s . Vi cP ol i c e

ac kn owled g e th at they c a n stop an yone fr om enteri ng a fir e ar ea, wh ether they hol d a p e c uni ar y in terest or n o t in the f i re imp a c t or likely imp a ct ar ea. Th e

Vi cP oli c e vi ew i s th at th ey wil l d e ny acc e ss at th e r e q u e s t of an Incid e n t

Con t r o l l er but if p e op le r e f u se to stop i t i s unc lear as to wh ether they will be for c ib ly d e tai n ed , bec a u s e th e O ffic er m a y th en h a ve obl i g a ti on s to d e tai n ed

per s on that c o uld p r even t th em carryi n g ou t f u rther c r iti c al du ti es, or wheth e r th eir detail s wil l b e c o llected f o r later ac ti on . I n a c r i t ic al fir e si tu at i o n thi s

could pose som e di ffi c u lti e s for the P o lic e i n c o n t i nui n g to und er tak e th eir resp on sibili ties.

T h e i ssu e of exa c t le ga l p o we rs re ga r d in g th e c l os u r e o f ac cess an d w h o is o r

i s no t al low e d to b y -p ass a c l osu r e is cl ea r. Wh at does re qu i r e fu r t h e r d i a l o g ue is h o w those p o wer s will b e en ac ted an d h o w r e l e v a n t inf o rm ati o n is

commu nic a ted to th e commu ni ty ab out th e likely imp a ct of r o ad cl osur es, i . e. i n d i vi d u a l s w i l l b e a l low e d to r e ma in a t ho me i f th ey ha ve e l e c t e d to s t ay but

indiv i du al s wh o ar e not at thei r h o m e wh en fire c o n d iti o n s are suf fici e n t to wa rr an t r o ad cl o s ur e ma y n o t b e per m i t t e d to by -p a s s a tr aff i c m a n a g e m e n t poi n t.

### Key issue:

Re sol u t i o n o f t h e a p p l i c a t ion o f ac c e ss re st ric t ion po wer s an d h o w t h is s h o u ld be commu n i c a ted to al l stak eh ol d e r s d u ri ng pre fir e season acti vi ties.

### Media

Pr ovi s i o n e x i s t s f o r m e di a wh o a r e app r opri at el y t r ain e d , at ti red and

a c c r e d it e d , to a c c e ss p a rts o r al l o f s o m e f i r e g r ou n d s w h e n ac cess to o t h e r

n o n - ac c r e d i t ed pe rso n s m a y be res t ri ct ed or d e n i e d . As a g e n e ral o b se r v at ion medi a repr esentativ e s did ob ey the ess e ntial requirements. T h e r e w e re

in st an ce s, brough t t o th e at te nt i o n of r e al time perf or mance m o n i tori ng teams, wh er e ac cess to fi reg r ou nd s was restric t ed to f i r e sup p r essi on activity onl y and

se ve ra l media repres enta tives a t t e mpte d to gai n ac cess by con c ea l i n g me dia identity passes a n d pos i ng as vol u nt ee rs i n y e llo w ov er a lls , i n ord e r to pass thr o ugh Tr aff i c Managem e n t Poi n ts an d ga in a c cess to restricted s i tes.

Me d i a a r e a n esse nt ial pa r t o f t h e pa rt ne rsh i p to p r o v i d e t i m e ly in fo r m at io n to th e pu bli c . Th e a c ti o n s of a n i r r e sp on s i bl e f ew w h o pu t t h e m se lv e s at ri sk ,

potenti a lly placin g fi refigh t er s, who m a y c a ll ed u p on to extract th em fr om

diffi cul t si tuati o n s , in jeop ard y , was r e g a rd ed b y som e as supr em e id iocy . A s a ver y mi nim um , di al og ue b e tween r e sp onsi ble medi a org a niz a ti ons or

associ ati o n s wh o c a n repr esen t medi a gen e r a ll y and th e fi re ser vic es i s

i n d i c a te d in a b i d to a d dr ess t h is pro b le m. I t is no t an eas y s i t u at io n to reso l v e but th e foll owing i s su es m u st be inc lud ed on the agen da for c o n s ider ati o n :

* D e ve lo pm en t o f a “ Mem o ran d um o f Un de rs ta n d i n g to en su re tha t

journ a l i s ts und er stand th at i ncid e nt c o n t r o ll er s h a ve th e l a st word on

ar e a s t h at ar e u n s afe for acc e s s ” – t h e s e ar e t h e w o r d s f r om a Vi ct ori a n Polic e off ic e r p rovid in g feedb a ck to th e r e vi ew pr oc ess.

* De ter m in e wh et he r d e libe rat e t r ansgre sso rs s h ou l d ha ve a c c r ed it at io n wit h dr awn .
* I t is c r it ical fo r a l l p l ay e r s to u n d e r stand th at if the per ilou s si tu ation s i n to w h i c h t r a n s g r esso rs d e li b era te ly pu t th e m se lv es a r e rea l ised , t h e n

th e fi re ser vic e s m a y not b e abl e t o extr act th em or assi st th em b e c a u s e o f ex treme ris k to firefight ers a n d t h e y co uld e f fectively be on th e i r ow n . (bu t th at s h o u ld n o t be all o w ed tr an s p o s e int o a “c ar t e bl a n ch e” for

i n d i vi d u a l s t o co mm it st u p id a n d f o o l h a r d y ac ts) .

### Key issues:

* Th er e i s n e ed f o r di al ogu e wi th r e pr esentati ve med i a organi sations and th e fi re ser vic es to devel o p a Memor a ndu m of Und e r s tand ing that

en abl e s all med i a p er s on nel t o u n de rs t a n d :

* + T h e r a t i o n a l e fo r an d n ec ess it y o f r est r i c tin g a c c ess.
  + T h e powe rs a f f o r d e d t o I C s an d P o l i c e to rest r i c t ac cess.
  + Potenti a l c o n s equ e n c es of f a ilin g to ob serv e ac cess restri cti o n s .

# IT COMPATIBILITY

### Introduction

Th i s se ct i o n di s c u s se s th e l a ck of e a sy c o mp atibil ity an d in teroper a bi lity b e twe e n t h e CF A a n d D S E in fo r m a t io n t e c hno lo g y s y st em s. Th ese f a c t o r s

provid e b a r r ier s to ti m e ly tr an sfer of i n f o rm ati o n . L a ck of c o mp ati b ili ty al so imp a c t s th e eff e c t iv e impl em en tati on of ful ly in tegr ated p r ocesses when k e y

rep o r t in g c e n t res at I M T or IF AC C level m u st r e sort to dupl ic atin g inf o rm ati o n c h a n ne ls to se pa ra te f i r e a g en cy co or din a t i o n ce nt r e s.

I n fo r m at ion te ch no log y iss u es im p a c t a t all l e v e ls a n d on to most p r oc esses in sti t u t ed by t h e fir e ag en cie s .

### Key issues:

* T h e r e is nee d fo r exam i n a t io n o f i n fo rma t ion te ch no log y s y st ems to ov erc o me t h e e x i s t i ng imp a sse and t o de t e r m in e h o w eff e c t iv e and integr ated inf o rm ati o n syst em s can be establi s hed .
* T h is exam in at io n ne ed s to o c c u r co n c u r re ntl y wi th p r op osa l s to impl em en t a si ngl e st at e c o ordi n a t i on ce nt r e .

IT sy stem s figu r e pr omin en tly in th e r e p o r t ing an d m a nag e m e n t process. Th re e d i scr e t e l e v e l s of acti vi ty ar e id en ti fi ed .

* Wh en i s ol ated fir es oc cur dur i ng peri od s of l o w fi re load, th ey are

managed either by D S E or C F A , of t e n as a so le res p o n se a g en cy a n d th e ICC r e p o r t s vi a the normal chain of comm and of the contr o l ling agency to the relevant EC C or S E CC .

* Wh en the f i re load in c r eases and jo in t/c o op er ativ e/coordin a ted ef for t s

ar e n e c e ssary , rep o rti n g b e gi n s to b e c o me l e ss cl ear , al th ou gh eac h IC C norm all y c o n t in ues to rep o r t up ward s thr o ugh th e ch ai n of com m and of th e d e sig n ated lead agen cy . Thi s is n o t al way s as cl ear cu t as d e sc rib e d a n d th er e is o p por t u n i t y for cr oss-o v e r a n d la ck o f c l a r it y a n d

und er st a n d i ng ab ou t wh at t h e v e rt ic al re p o r t in g pr o c e s s sh ou ld be ,

es p e c i a l ly w h e n f i r es b e co me e i th e r v e r y nu m e r o us o r v e ry la rg e an d inv o lv e sev e r a l reg i on s.

* Th e th ird l e v e l oc cur s wh en mu ltiple fir es, potenti a lly sp an nin g sev e r a l CFA/DSE regions, ar e agg r eg ated i n to a “c ompl ex”. U n de r t h ose

circ um stan ces, to en sure that a con s i s ten t rep o r t in g stru ctur e pr ev ail s , an In teg r at ed Fir e A g e n cy Co o r di nati on Centre (I FAC C ) may b e

es ta b lis he d. IC Cs assoc i a t e d w i t h t h e c o m p le x re po r t to t h e IF A C c e nt re w h ic h i n t u r n p r ov i d es i n fo rma t ion d i re ct ly to bot h sta t e le ve l e m e r ge nc y coor dinati on centr e s (ECC and SECC).

At e a c h an d any of t h ose l e ve l s t h er e ar e m a n y associ at ed act ivi t i e s th at ar e r e l i an t u p on a n e f fe cti v e IT s y ste m , in c l u d in g :

* Prepar ati o n of I A P s .
* Tr a c ki ng of re s o u r c e s – pe r s onnel, pl ant, suppli e s.
* L o gis t i c s pr oc esses for or d e r l y ac q u isi t ion a n d re ce i p ti n g o f essen t ia l suppli e s.
* P r o v is ion of i n for m a t io n to S E C C / E C C for ag e n c y a n d i n te ra ge ncy coor din a ti on.
* P r o v is ion of i n for m a t io n to m e dia, V B IL - pr i m a r il y for co m m u n i ty i n fo r m at io n.
* I n te ra ge ncy co mm u n ic at io n.

Ea ch o f CFA a n d D S E m a in tai n se pa ra te IT p l at fo rms an d com m uni ca t i ons s y stems. Altho u gh some o p erators ar e ab l e to e x t r ac t c e rta i n re le va nt

inf o rm ati o n fr om ei th e r sy st em , t h e vast major i t y ar e u n ab le t o d o so and eff e c t iv el y cann ot m a ke th e tw o sy ste m s “ t alk ” t o e a c h oth e r . Un der th e

circ um st an ce s ou tl in e d in th e th ree ac t ivi ty scen ari o s ab ov e, th e fir st level

op er at e s on on e I T sy ste m /p latf orm b u t as soon as th er e i s e s c a l a t i on t o a high er level, diff icu l ti es im posed by i n c o m p atibil ity b e tween th e sy stem s ar e

imm e di atel y app a r e n t . Thi s m a tter has been exam ined bef o r e and the bottom l i n e is t h at t h e ke y f i e l d o p e r ator s – loc a l di st r i c t an d r e g i on al s t a f f– a r e not univ e r s al ly sati sfi e d wit h th e se rvic e p r ovi d ed by tw o diff er en t syste m s. Re al T i m e Pe r f or m a n c e Mon i to ri n g tea m s we re d e p l o y e d on f i v e oc cas i o n s d u r i ng

2006 /0 7 . I n f o ur of those d e pl oyments, I T issues fig u r ed pr omi n en tly as matter s f o r impr ovem en t, im pacting on r e s o urc e tr ack i n g and m a nag e m e n t ( t w i ce) , i n te g r at io n o f m a na ge men t , du p l icat io n o f ef for t a n d lo g i st i c s

processes.

Wh il st i t i s reason ab l e to ob ser v e th at n o t ev ery o n e agre e s u p on th e ne ed f o r a c o m m o n syst em , th e g r eat e r maj o ri ty do ag r e e o n t h e ne ed fo r a s y ste m th at is i n te r-o p e r ab l e (w he the r it be a si n g le com m o n sys t e m o r a co m b in at io n of

sepa ra te systems ) to f r ee l y al low in te r c han g e of data. T h is was a sou r ce of

c o ns ta nt f r u s t r at io n f r e q ue nt l y vo ic e d du ri ng t h e r e v i e w a n d th e a n sw er is no t si mply a m a t t e r of cr o s s tr ai ning in b o th sy s t e m s bu t t h e is s u e s e m erg e fr o m a gen e r a l lev e l of in com p atibi lity b e tween the pl atf o rm s and / or th e sof t war e .

Wh en hi gh lev e l s of fi re ac ti vity were occu r r ing , th e n eed f o r a g u arant e ed commu nic a ti on lin e was r e adi ly app a r e n t . To en su re th at t h e r e was e ffe ct i v e

coor dinati on of supply of joint IMTs bet w e e n r e gi ons, DS E/ CF A and RE CCs a n d IFAC c e n t r e s, a j o i n t IM T de sk w a s e s t a b l i s hed in th e DS E E CC to e n sure that

rel e v a n t commu nic a ti ons w e r e di r e c t ed t o w h er e th ey we re ne ed ed . I n a si mil a r

vei n , estab lishm en t of a j o in t str a teg i c p lan ning un it, attac h ed to th e D S E state c o o r di nat i on ce nt re pro v ide d a s t a t e lev e l over view of str a tegi c pl an nin g

issues. Bot h o f these facilit i es ope r ated e f f e c t iv ely . The N o r t h East IF ACC

experienced gr eat d iff icul ty in repor t i n g se p a r a tel y to both ag en c i e s so th e onl y practic a l solu ti on was to d u pli c ate inf o rm ation fl ow f r om th e cen t re to sati sfy

ne ed s of b o t h ag en ci e s . Thi s in stanc e se rves as a n exc e llent example where e f fe ct i v e int e gra t ion be tw ee n th e t w o agencies is st ifled by sys t emic

l i m ita t ions .

I t is no t a b i g lea p fro m t h is pos i t i o n to t h e po in t w h e r e th er e is a si n g le li n e

o f r e por t ing fo r a l l f i re mat t e r s to a s i n g le e m e r ge nc y co or d i n a t i o n ce nt r e – n o t to e i t h er or both of th e S E C C and EC C bu t t o a ded i c a te d, singl e , all age n c y

E C C or SE CC . Th is co nc e p t was ra ise d in t h e V B I an d, w h il e p r e l im i n a r y s t ep s have been und ertaken on thi s i ssue, the tim e i s op portune to pr ogress it

f u rt he r.

Th er e i s a s t r o ng m e s s a g e t h at k e y l o c a l an d re gi on al op er at o r s a r e no t ab le t o op er at e as eff e c t iv el y as p r act i c a ble wi th du plic ated I T syst em s t h at ar e n o t

comp atibl e . I t may well be a m e asur e of th e str o ng er lev e l of in tegr ati o n

b e twe e n CF A a n d DSE at I C C /RE C C/ IF A C C l e ve ls, r e f l e c t i n g g r eat e r le ve ls of

o r gan i sa t i on al mat u r i ty , t h at fu rth e r h i gh l i gh t t h e dis b e n e f its o f se pa ra te IT s y stems.

I t is no t a s i m p le un de r t ak i n g to d e let e ex ist i n g s y s t em s an d r e pl ac e t h e m w i th a s i n g le a l l p u r p ose IT sy ste m . T h is ma tter was extensiv ely c a n v assed d u ri ng

th e 2 005 /0 6 debri e f s 13 and the i ssues i d entifi ed th en ar e v e ry simi lar in 2006 /0 7 . Ther e i s n o easy solu ti on bu t th e matter req u ir es exhausti ve

examin ati o n to deter m in e wh at is feasi b le and wh at will wor k . Any review of

j o in t o r in te ro pe ra ble IT sys t e m s m u st proce e d ha nd in ha nd wi th th e co nce p t

of establi s hing one state lev e l c o ordi n a ti on centre. Th ere will be an imp a ct that w i l l ac cr ue o n re po rt in g be twe e n th e p r o p os ed s i ngle S t at e ce ntre a n d ICCs,

IFAC centr e s and the exi s ti ng regional structures f o r CFA and D S E.

### Key Issues:

* T h e r e is nee d fo r exam i n a t io n o f i n fo rma t ion te ch no log y s y st ems to ov erc o me t h e e x i s t i ng imp a sse and t o de t e r m in e h o w eff e c t iv e and integr ated inf o rm ati o n syst em s can be establi s hed .
* T h is exam in at io n ne ed s to o c c u r co n c u r re ntl y wi th a n y p r o p os als t o impl em en t a si ngl e st at e c o ordi n a t i on ce nt r e .

1. “ W h i l e i t i s a t t r a c t i v e t o c o n c l u d e t h a t a s i n g l e E m e r g e n c y S e r v i c e s I T s y s t e m s h o u l d b e crea ted, pr ogres s ion of the concept r e q u ir es ver y careful i n vest igatio n and anal ysis. Inves t me nt in a single emer ge nc y i n te rnet site whe r e ag en cies can ea s i ly s h a r e t h e i r la t e s t info rmation may be substantial. Suc h a syst em would nee d to be int e ro per a bl e a n d compati b le acros s a n d betwe e n E m erge nc y Ser v ice s ag enci es, be rob u s t and r e lia bl e, provi d e e a s y acce ss for end us ers – Stat e and Re gio n al coor dinati on, I M Ts , firegro u nd - and ha v e su ffici en t cap a cit y to ha ndl e v e r y hig h pe a k info rma t io n loads duri ng si gnific an t e v e n ts. The sol u tio n ma y be a si ngl e sy stem or a rang e of compati b le sy ste m s , with provi s ion for e f f i cient d a t a shari n g and dat a wa re housing, b u t the r e a r e ma ny ques tions t h at r e q u ire answ ers b e fo re emb a r k ing o n either course.” Extr act fr om 2 005 /0 6 r e v i e w .

# LOGISTICS

### Introduction

T h is s e c t ion d i sc uss e s l o g i s t i c s su p p l y (ex c lu d i n g i n te ra ct io n wi th ME C C s that is d i sc usse d e a r l ie r). A m a j o r in i t ia ti ve w a s th e us e of m o bi le f u l l y s e lf con t a i n e d campi n g f a cili ti es pr ovided by th e N o r t h Al ton a Eq uip m en t C e n t r e (DS E ).

### Key issues:

Lo gistic s suppl y

* + Defi ni ti on of roles in log i sti c s an d specifi c c r oss ag en c y tr aini ng .
  + T r i g ge rs t o i n d i ca te wh et he r to fa vo ur es tab l is h m e n t o f b a se cam p s vs. h a r d a cco mm o d at io n, in c l udi n g pro c e d u r es fo r ca m p ma na ge me nt an d

lay o ut.

* + Ne ed to r e c o gn ise t h e ne ed fo r p r ov is io n of lo g i st i c s s u p p o r t a n d / o r a log i sti c s r o le a t st ag in g a r e a s a n d b a s e c a m p s .

F i na nce an d res o u r ces tra c k i n g

* + D e ve lo pm en t o f a ca pa b l e fi na nce tra c ki n g s y st em.
  + Nee d f o r d e v e l o pm en t of a c a p a b l e el ec tr oni c r e sourc e s tr ac kin g syste m .
  + Resourc e tracki ng an d stor es c o ntr o l needs a co ns istent system a t IMT, S t a g in g A r e a a n d Base Ca mp le ve ls.

Comm unication

* + Ne ed to asses s ex ist i ng ra dio and tel e ph on e and c o v e rag e to id enti fy l i m it ed co ve ra ge a r e a s.
  + Need to en su re th at c o m m un ic ati o n s pl an ners are in corporated i n to each IMT/ICC an d th at th er e ar e ad eq uate n u mb er s of tr ai n e d commu n i c a ti on s pla n n e r s ar e av ail a b l e .
  + T h e r e is nee d fo r re v i e w of a n d a d o p t i o n of a co ns ist e n t t e m p late fo r dev e l o pi ng c o mm uni c a ti on s p l an s.
  + Need f o r c o m m un ic ati o n c a p a bi li ty wi th extern al pl an t op er ator s.
  + Need to en su re th at all c o m m a nd vehic l es in clud e com m and an d op er ation a l radi os (du a l radi os).

### Positive outcomes

Log i stic s i s su es i d enti fied wi th b e n e fi ci al i m pact in cl uded :

Abili ty to c a mp fir e fi ghter s cl oser to r e m o te fi res was valu abl e . For fi res in ar eas r e m o te fr om th e norm al ru n of servi c es av ail a b l e i n ru r a l c o m m un iti e s, especi all y catering and accom m o dati on, t h e se rvices pro v ide d by t h e DS E

E q ui p m e n t C e nt re a t No rt h A l to na w e r e v e ry h i gh l y reg a rd e d . T h e Ce nt re has

th e abil ity to pr ov ide full y self c o n t ain e d m o bi le uni ts incl udi n g c a mp ing ,

cate rin g , l a undr y , ablu ti on and toile t f a cili ti e s . Al th oug h t h e c a mp pr oc e s s w a s su it ab le , som e w o rk i s ne ed ed r e g a rdi n g c a mp m a n a g e m e n t , as t h er e ar e

a l wa ys fi re f i g hte r s in ca m p r e st in g be twe e n s h if ts. Ca m p la yo ut ca n im pa ct

sig n if ic an tl y on th e ab ility of of f sh ift p e r s onnel to rest, as c a n d e term in ati o n ab ou t wh et her a c a m p should be we t or dry .

Tr av el to and fr om fi r e s by bus/coach was gener a ll y wel l pl anned and or gani sed ( t h e re we re so me issu es w i t h t h e use o f sho r t hau l buses tha t we r e not

con s id er ed suitable f o r l o ng dista n ce transpo r t).

A p p l ica t ion o f ke y lear n i ngs f r om 2 0 0 2 / 0 3. P e rs ons w i t h ex p e r i e n c e f r o m t h e A l p i n e F i res w e r e ab le p r ov i d e use f u l lo ca l a d vi ce re ga r d i n g su pp l y o f

a cco mmo d a t io n, c a ter i n g an d other essentia l services.

Form ali s ed and d o c u men t ed h a ndover br iefing s between l o gi sti c s leader s

incl ud ed d e tai l s of completed ac ti on s and those i n tr ai n or whi c h need to b e f o ll owe d up . Th is m e a n t “ less to sl ip thr o ugh cr ac k s .”

C D - IMT too l k i t was us e f u l . F r o m lo g i st i c s pe rs pec t iv e, val u e was in c r eas e d b y add i ng th e Log i stic s Man u a l to th e I M T tool kit.

### Areas for strengthening

Are a s wh er e st re ng th e n ing w a s c o ns id er e d n e cessa r y in c l ud ed :

Tr ai nin g of lo gi st ic s s t a f f . Oft e n Log i st ic s p o si ti on s w e re f ill ed b y per s o n s w i th littl e or no tr ain i ng in IMT fun c ti ons. There was a perceptio n a m ong lo gistics

staff f r om 2006 /0 7 th at the l o gi stic s fu nc ti on was som e ti mes tak e n for gr an ted and t h at th ere w a s n o c o n s i s te nt syst em ac ross th e st at e and b e tw ee n

ag encies, with l i mi ted pr e-pl anning and i n teg r ated tr ai ning .

Fin a n c e s . Ther e w a s a per c e i v e d ne ed f o r stronger li nk s b e tween IFAC and I CCs i n tra c ki n g e x p e n d it u r e . T h e r e is l i m ite d a b il i t y to asc e r t a i n “ bi g pi c t u r e

sp end i ng ”, e . g. plant it ems we re cons ide r e d to re pres ent a n ex penditure it em app r oachi n g airc raft c o sts in real term s on som e f i res b u t th er e were

limi t ati o n s on m a n a gi ng th at expend itur e i m posed by ov er all pl ant manag e ment procedur es and r e sou r ce tr acki n g c a p a bi liti e s, r e sul t in g in in abi l i t y to

und er st and e x ac tly wh at pl an t w a s i n serv ic e , wh er e i t was l o c a te d and wh at fin an ci al ar ra nge m e n t s e x i s t e d .

Exter n al pl an t contrac t or s and th eir m a n a g e men t . I n ap propri ate or in ad equ a te plant and p l ant op er at ed b y i n e x peri en ce d and u n pr ep ar ed op er ator s, u n c e r t ain tim e k e epi n g and accounti ng pr oced ures. Exampl es i n cluded pl ant eng a g e d f o r

firefig hti n g in heav y ti mber without falli ng object and r o ll over pr otecti on ,

i n a d eq ua tel y a t t i re d op e r at ors (PP E no t wo rn or not pro v id e d ). A p e rc e p t i o n w a s tha t oft e n o u ts ide co nt ra cto r s w e re retaine d without a n y a p pre c iat i on o f

th eir skill , capabili ty and exp e r i enc e . N o ted th at thi s is a Di stri c t /Regi o n a l issue

to id en tif y and e s t a bli s h a r e gi st er of sui t able pl ant and op er ators dur i ng the

off fir e season (al o n g th e sam e li nes as th e process u s ed b y the SA U to id enti fy and acc r ed it call wh en n eed ed aircr a f t )

R e s o urc i ng of st agi n g ar e a s an d ma na ge me nt p r oc e s s e s f o r s t agi n g ar ea s a n d ba s e c a mp s ne ed s a l o gi s t i c s pr e s e n c e . Th ere w a s a l a c k of c o n s is te nc y in

sy s t e m s ap plie d t o s t a g ing ar e a s an d cam p s management th at cou l d b e ov ercome by tighter l o gi sti c al ar rangements.

### Key issues:

* + Defi ni ti on of roles in log i sti c s an d specifi c c r oss ag en c y tr aini ng .
  + T r i g ge rs t o i n d i ca te wh et he r to fa vo ur es tab l is h m e n t o f b a se cam p s vs. h a r d a cco mm o d at io n, in c l udi n g pro c e d u r es fo r ca m p ma na ge me nt an d

lay o ut.

* + Ne ed to r e c o gn ise t h e ne ed fo r p r ov is io n of lo g i st i c s s u p p o r t a n d / o r a log i sti c s r o le a t st ag in g a r e a s a n d b a s e c a m p s .
  + D e ve lo pm en t o f a ca pa b l e fi na nce tra c ki n g s y st em.
  + Dev e l o p m e n t of a c a p a bl e el ec tr oni c r e sou r ce s tr ac kin g sy st em .

### Resources Tracking

It is no ted tha t the issue o f a reso urce s tracking sys t em is a matte r t h at re ma in o u ts tanding fro m t h e VBI recom m endati ons 14 fr om 200 2 / 03 . It i s a matter th at

r a t e d me nti o ns i n man y fac e ts of f i r e m a nage me nt o p e r a t i o ns dur i n g t h is

revi ew. F o r exampl e, the c o mm un ic ati o n s d e brief n o ted th at “la ck of a s u i t abl e reso urces tracking s y stem mea n s that a num be r o f por t a b le in f r ast r uc tu re un i t s ar e still ou tstan d ing , l o c a ti on un kn own as of 13 Apr il 2 007 .” Th i s is bu t on e

exampl e an d hig h lig ht s th e n e ed for a sin g le al l-ag en cy tr ac kin g system th at is app lic ab le at all lev e l s .

**Key Issue :** De ve lo pme n t o f a capable elect r on ic resou r c e s trac king sy stem.

Resourc e tracki ng an d stor es c o ntr o l n eeds a co ns istent system a t IMT, Staging A r ea an d Bas e Ca m p le ve ls.

### Catering

Overwhelmingly, ca te ring w a s t h e sub j e c t o f a mu ch grea te r inc i de nce of

f a vou r a b le c o m m e n ts t h a n u n f a vo ur ab l e c o mments. O f 17 debri e f rec o rd s that n o m i nat e d i ssu es a b ou t ca te r i n g , 14 w e r e ve r y po si ti ve . T h e sa me 14 de b r ief s

al so p r ovid ed 5 n e g a ti ve comm en ts, pr ed omi n antl y centring on sp eci a l n e ed s

caterin g (e.g . veg e tar i an). In al l, 7 d e b r i e fs id en ti f i e d a r eas fo r im p r o v e m en ts. Per h ap s an ot he r i m p o rt an t s t a t i s tic i s th at 53 other d e bri e f rec o rds (l oc al ,

crew, r e gi on, I M T) m a de n o refer e nc e to c a teri ng , ther eby inf e rr i n g th at n o issues we re evide n t and tha t ca te ring wa s sa tis f a c to ry.

Fr om th e total sui t e of c o m m ents r e corded 14 wer e favour abl e and 7 id en ti fied so me s h or tf a ll, i.e . 6 6 . 7 % fav o u r a b le v s . 3 3 . 3 % un fa vou r a b le . ( N ot e: in

2005 /0 6 , r a w an aly s i s of c o m m ents d r awn f r om the debrief d a tab a se in dic a te a rati o of f a v o u r able to unf av our a b l e comm en ts of 55: 45 )

For r e c o rd purp oses, all of th e c o m m ents i d en tif yin g caterin g ar eas f o r impr ov em ent extracted fr om the debr ief s r e viewed ar e li sted bel o w:

* + Cat e r i n g ma na ge rs hav e n o hea l th tr aini ng (thi s referred to p e opl e in

IMTs resp onsibl e f o r organi si ng cater i ng ).

* + Ty pe o f f o od .

1. VBI r e c o m m en dati on 21 .8 “ T h a t DS E, CF A , MF ESB and VI CS ES work c o-operativ e ly to es ta b lis h a co m m on sy st em fo r res o u r c e t r ackin g du rin g m a j o r fir es and in ci den t s.”
   * Some shif ts mi ssed.
   * Catering di dn’t g o wel l (v s. in th e sam e d e b r ief : cateri ng did go w e ll ).
   * Catering at (the l o c a l ) h o te l n o t g o o d ( p re fe r r e d D S E c a t e r i ng tra i le r), l a t e f i n is her s m i sse d, o r a n g e s not s u ita b le du e to pe el.
   * Some pr obl e m s wi th spec ial n e ed s/v e getari an.
   * Catering f o r vegetari ans to be c o nsidered.

Per h ap s a telli ng stati s tic li es in th e c o m m ents p r ovid ed by

inte rsta te /inte r nat i o n a l units. Those t h a t co mmente d a b o u t cate ring (U SA, NT & AC T) wer e high in th eir pr ai se f o r b o th the stand a rd s of c a teri ng and i t s

deli very . The US c o ntingent i n d i c a t e d its int e n t to in tro d uce so me o f t h e Vi ctor ian c a ter i ng c o n c ep ts to US fir e m a nagem e n t .

Th e CFA im plem en t e d a compr e h e n s i v e C a t e ri ng Revi e w d u rin g t h e fir e se ason .

A c o m p one n t of t h i s r e vi ew w a s a su rv ey u n de rt ak en thr o ugh o u t th e Br ig ad e stru ct ur e t o colle c t d a t a about t h e ne ed s and pr ef er e n ce s of b r i g ad e s

conc ern i ng c a teri ng stand a rd s, types of m e al s (in c l u di ng “ r ati o n pack s” ),

meth od s and tim e li ness of di stri buti on , h y g i en e, l o cal or oth e r facili ti es and arr a nge m e n t s an d c o mmu nic a ti o n ab ou t c a t e ri ng i s s u e s .

Wh il st c a tering i s n o t iden ti fied as an i s su e th at r e qui r e s any spe c ifi c at t e n t ion , like m a n y other f a cets of fir e m a n a g e m e n t , i t i s a m a tter th at al way s h a s to b e in th e f o r e ground and never all o wed to “ s li p th r o ug h the cr ac k s ” . The outpu t s

from th e C F A su rv ey will pr ov id e a sou n d platf o r m to main tain a hig h stand a rd .

### Communications

Th i s secti o n di scu s ses c o mm uni c a ti on s p r in cip a ll y in the c o n t ext of fir egr o u n d i ssu es. It id e n t i fi es t h a t co mm uni ca t i ons f r om a g i v e n p o in t to a n y ot he r po in t is n o t always achi ev able. Thi s i s not rel a ted to an y i n ad equ a cies in th e

infr astru c ture u s ed b u t to p h y s i c al li mitati on s th at af fec t an y gr ou nd b a sed co mmu nic a ti on s y st e m . S o m e te mpo r ary s o luti o n s ar e av ai la ble t o d e al wi th a r eas o f poo r co ve ra ge b u t t h is is n o t a g u ar an te ed so lu t i o n a n d

“c omm u n i c a ti on s p l an s” that identi fy an y shortf al l s ar e c r itic al to saf e an d effi ci en t op er at ion s **.**

### Key issues:

* Ne ed to asses s ex ist i ng ra dio and tel e ph on e and c o v e rag e to id enti fy l i m it ed co ve ra ge a r e a s.
* Need to en su re th at c o m m un ic ati o n s pl an ners are in corporated i n to each IMT/ICC an d th at th er e ar e ad eq uate n u mb er s of tr ai n e d commu n i c a ti on s pla n n e r s ar e av ail a b l e .
* T h e r e is nee d fo r re v i e w of a n d a d o p t i o n of a co ns ist e n t t e m p late fo r dev e l o pi ng c o mm uni c a ti on s p l an s.
* Need f o r c o m m un ic ati o n c a p a bi li ty wi th extern al pl an t op er ator s.
* Need to en su re th at all c o m m a nd vehic l es in clud e com m and an d op er ation a l radi os (du a l radi os).

“C omm uni c a ti on s” i ssues c a nv assed d u ri ng th e r e vi ew cover e d th e f u ll gamu t from i n ter - ag en cy commu nic a ti on, c o m m un ic ati o n li nk s b e tween inci dent

management stru ctur es (Div /S ec tor – I M T- IFACC - EC C), li nk s to MECC s,

me dia, V B IL, CFA/DSE we bs it es, inte rsta te /inte r nat i o n a l units a n d fire g round commu nic a ti on s. Man y of th e s e i s su e s ar e addre ssed el sew her e in thi s r e p o r t so thi s sec t i o n deal s prin cip a ll y with f ir e gr ou nd comm unic a ti on s.

Positi ve outcomes

Fir e gr ou nd c o mm uni c a ti on s l i s ted th e foll owin g p o si ti ve matter s:

“ R a d io co mmu n i ca ti ons s y ste m - S u f f i c ie nt ch an ne ls c o mmo n to CF A / DSE…” “Tec hn ic al staff on gr ou nd , C o m m uni c a tion s p l ann e r i n situ i n I M T...”

“Fir e g r oun d c o mm un i c ati o n s worked well

Loc a l l i ai son

Tech ni cal supp or t

P e o p le m o re a w a r e”

“R ad i o in fr a s t r u ct u re in N E an d Gipp sl and ( M ou nt ai n s and e l e v a t ed si te s ) …” “UHF p o r t ables for tal king to con t r a c t or s - F ire ser vic e integr atin g to p ubli c sy s t e m …”

“Use of the cr an e tru c k to temp orar ily el ev ate b a ses or rep e ater s to obtai n e l eva t ion fo r i m p r ov ed ra d i o c o ve ra ge… ”

“R el oc a ti o n of t h e c o mmu nic a ti o n s v a n a n d in st a l l a ti o n o f add i ti on al ph on e

lin es…”

“Su pp ort t o T el s tr a T ech ni ci an s to e n abl e a cce s s t o T e ls tr a co de red ar e a f o r m a in te nan ce / r e pa ir wo r k …”

Area s for stre ngt h e n in g

Areas identified f o r stren gth enin g in clud ed th e f o ll owi n g, som e of whic h conv er sely , ar e al so id en tifi ed as ar eas with a p o si ti ve ou tc om e:

“Management o f firegro und black s p ots… ”

“ R a d io co mmu n i ca ti on pra c t i ces /di sc i p l i n e…”

“ N o ca pa ci ty to s p ea k w i th pr i v ate con t rac t or s - P r i v a t e co nt ra cto r s a r e o p era t ing on a different radio s y stem...”

“C omm uni c a ti on “agency specifi c” - Di ff er ent way s of op er ating , Co mm un i cat io ns P l a n is n o t i n t e gr at ed… ”

“In e ff ec tiv e C o m mun i c ati o n s Pl an. C o mm un ic ati o n s pl an ner in fl exib le…”

“Rad i o n e twork c o ng ested . - L a c k of d u al fi t r a di os in veh icl es, di d n o t u s e

def a u lt c o mmu nic a ti ons pl an , p o or r a di o d i sc ipli ne, in su ffi cient f r eq uenci e s…” “ S y st em fa il u r e - Bla c k s p o ts and r est r i c ted f r e q ue nc ies . D i d not us e

trunking...”

“Nil or in su ffici e n t and in effi ci en t c o mm uni c a ti on s to exi s ting pl ant op er ator s (and G P S and tr aini ng ). L a c k of off s ider s…”

“ T r un k in g s y st em fa ile d… ”

“Not en ou g h r a di os h a ndh e ld s an d m o bil e s - Vehi cl es on fir el in e n o t sui t abl e …” “C over age not g o od at tim e s - D e ad sp ots, freq uenci e s not suited/strong

e n o u gh for de nse sm ok e o r mo unt ai ns/ g ul l i es…” “Mor e m o bi le r e p e ater s 161 Mhz and UHF … ”

“ A rea o f c o v e ra ge o f m o bi le p h on es - To pog r ap h y an d l a c k o f tow er s …”

C o nsi d e r a t io n of th e pos i t i ve o u tc om es an d a r eas fo r st r en g t h e n in g in d i cat e an uneven di splay of imp lem en tation acr o ss th e state. S o m e i ssues ar e l i s ted as s i m u lta n eou s l y “ g oo d ” an d “no t goo d ”. Fo r e x am p l e som e a r eas re po rt e d tha t

th e “ fir e servic es were ab le to i n tegr ate in to th e ‘ p ubl ic ’ sy stem an d h a v e g o od commu nic a ti on s wi th contractors vi a UHF” v s . th e c o ntra of “ nil or in suffi ci ent commu nic a ti on s t o exi s ting pl an t op er ator s ”, a n d “ Com m uni c a tion s Pl an ner i n

si tu in th e IMT w o rk e d w ell” v s . “ I n e f fe ct i v e Co mm u n ic at io ns P l an –

Co mm un i cat io ns pla n ne r in f l ex i b le ”. The s e diff er enc e s sugg e s t th ere i s a ne ed to cl osely examin e th e way i n w hich c o m m unic a ti on s servi ce s ar e pr ovid ed and managed i n dif ferent par t s of the state.

A c kn ow le dg i n g t h at a r a n g e o f ph ys i c a l co nd i t ions ca n se ve re l y im p a c t o n t o

commu nic a ti on s ab ili ti es, alli ed with inf r astr uctur e u s ed by d iff er en t ag enc i es, t h e r e has lo ng be en re co gnition t h a t a critical element o f majo r res p o n se

a c t i vi ti es is t h e de ve lop m en t of an ef f e c t i v e c o m m u n i cat i o n s p l a n th at ta k e s

int o acc o u n t th e e x i s ting sy ste m s and in fras tructure, kno w n limita tions in t h e

a r ea (e. g . b l ac ks pots ) an d a n y pr o vis io ns fo r te m p o r ar y a d d i t i o n s to ca pac i t y o r infr astru c ture (e.g . temp or ar y b a ses/r e p e ater s su sp ended on cr an es or

ba lloons ) .

Th e statewide c o mm u n ic ati o n s d e bri e f n o ted in con s i s tenc ies in the way in

w h ic h co mm u n i ca ti ons pla n s w e re de ve lo ped : “ In cons ist e n t fo r m a t ”, “ Dif f er en t stand a rd f o rmat ” and a “ r a ng e of te mpl a te s bein g u s ed t o pr ep ar e th e p l an s ”.

Th er e ar e clear ly exp e c t ati o n s h e ld by som e p e opl e th at they sh ould b e ab le to commu nic a te fr om al most an y p o in t, at a n y t i me, to a n y o t her po int. Given the natu re of the terr ai n withi n whi c h fir ef igh t i n g m u st h a ppen , thi s cann ot occ u r w i th c u rr ent l y av ai la b l e te ch no log y tha t us es a n a r ra y o f g r o u n d lo cat e d bases a n d re p e ate r s. Som e o f t h e co n d i t io ns described neg a tive l y ar e th e v e ry

re ason s th at r a di o c o mmu nic a ti ons d o n’ t w o rk w e ll or at all e . g . moun tain ous t e rra i n an d t h e e f fe ct o f d e e p wat e rsh e ds . Lo ca ls s h o u ld b e ab l e to id en t i f y

a r eas o f poo r o r n i l cov e ra ge a n d b u i l d those in to t h e p l an n i n g pro c ess e s fo r management of ind ivi dual fi res u n less th er e ar e al t e rn at iv e s o lu ti on s th a t ca n

b e ins t i t u t ed i n t i m e fo r e f f e c t ive use o v er a d e fi ne d are a e.g . installa tion of a te mp or ari l y el ev at ed r e pe ate r .

Wh il st t h e s e c o nc ern s ar e not e d th ere oug h t t o be n o expe ct ati o n t h at th ose mat t e r s can be eas i ly reso lve d . S o me areas reso rt ed t o inno va tive meas ure su ch as su sp end i ng r a di o re pe at er s f r om a cr an e or a lar g e b a ll oon , or by

p o s i t i o n i n g i n to an a i rc ra f t . A l t h ou g h t h e fi re s e r v ic es c a n so me tim e s

impl em en t em erg e n c y me asu r e s in p o or rad i o c o v e r a g e ar eas, m o bi le t e le p h one cover a ge r e sts wi th telec o mm un ic ati o n s pr ovi d er. Giv e n th e si mi lar i ty in th e

t e c h nol o g y us e d , i t is n o t su r p ris i n g t h at ar eas o f p o or ra d i o c o ve ra ge o f t e n coincide wi th “bl a ck spot” radi o cover a ge a n d ag ain t h ere i s no si mple fi x .

T h at n o te d, t h e o p po rt u n i t y s h o u l d be ex plor e d w i t h tel e co mm un ic at io ns

provid er s r e g a rdi n g t h e p r ovi s i o n of te mp orar y c o ver a ge enh a nc e m en t s i n th ose a r eas where the te le co mmunicat io ns agencies canno t just ify pe rma n e n t

a r rangements.

It i s imp o r t an t th at e n d u s er s c a n un der s tand th at the reason s why ev ery o n e

cann ot c o m m uni c a t e w i th ev er yon e e l se , wh e r ev er and wh en ev er t h ey w a n t t o , ar e te chn o l o gi c a lly b a s e d an d ar e n o t sp eci fic all y r e l a t e d t o t h e s y s t e m / s u s ed in Vic t ori a . It is n o t that Vi ctor i a uses a lesser techn o l o gy – it i s th at ther e ar e n o ra d i o c o m m u n i cat i on s s y s t e m s t h at a l low m u lt i p l e use r s t o re l i a b ly

commu nic a te irr e sp ec tiv e of loc a ti on , te rr ai n, di stanc e s an d exi s ting networ k load s.

I t is c r it ical t h en to ap p r ec ia te th at e f fe ct iv e us e of ex ist i n g s y ste m s re li es heavi ly up on un der s tanding the c a p a bi lities and li mitati on s of the sy stem s i n use, tempora r y fixes that can be a p pl i e d, a d e q uat e us er t r ai n i n g an d

inc o rp orati o n in to in ci den t comm unic a ti on s plan s of kn own weakn e ss in a l o c a l ar e a .

Th e issue of fir egr o un d c o mm un i c ati o n s n e c e ssarily in v o lv es a c o n s id er ab le

e l em en t o f t e c h ni ca l un der s ta ndin g. Im p o r t ant l y , th e commu nic a ti on s St rat e gi c Work ing Gr oup in clu d es m e mb er s tech nic a l l y skil led in c o mm uni c a ti on s sy stem s and in fr astruc tur e . Ap ar t f r om i t s prim ar y r o le of devel o pi ng r e c o mmend ations f o r c h an ge t h is g r o u p c o u l d a l so b e ta sk ed w i th pr e p ar at io n of a s h o r t b r ie f i n g

th at suc c i n ctl y d e scr i be s r a d i o c o m m un ic a t i o n s y st em s in u s e inc l uding a sh or t

narr ative on why it i s not p o ssi b l e to gu ar ant ee 10 0% eff e c t i v e p o in t t o p o i n t commu nicati on .

Cen t r a l to th eir del i b e rati on s, in add i ti on to c o mm uni c a ti on s i ssu es r a i s ed ac ross the wh ol e sp ec tru m of d e brief s will be th e d e tail ed deb r i e f r e c e n t l y c o n d uc te d, t h e “ S t a tew i de Co mmu n i cat i o n s D e b r i e f ” .

### Key issues:

* Ne ed to asses s ex ist i ng ra dio and tel e ph on e and c o v e rag e to id enti fy l i m it ed co ve ra ge a r e a s.
* Need to en su re th at c o m m un ic ati o n s pl an ners are in corporated i n to each IMT/ICC an d th at th er e ar e ad eq uate n u mb er s of tr ai n e d commu n i c a ti on s pla n n e r s ar e av ail a b l e .
* T h e r e is nee d fo r re v i e w of a n d a d o p t i o n of a co ns ist e n t t e m p late fo r dev e l o pi ng c o mm uni c a ti on s p l an s.
* Need f o r c o m m un ic ati o n c a p a bi li ty wi th extern al pl an t op er ator s.
* Need to en su re th at all c o m m a nd vehic l es in clud e com m and an d op er ation a l radi os (du a l radi os).

# GENERAL OBSERVATIONS

### Introduction

T h is s e c t ion d e sc r i b e s o b se r v at ion s abo u t the i m po r t anc e o f co nsist e n c y i n c o m p le ti n g d u ti es an d tas k ac ross t h e w h o l e f i r e ma nag e me nt st ru c t u r e.

Wh en ev er t h er e i s a d e p a r t ur e f r om “ s t a nd ard pr acti ce ” du ring d e mandin g

ev en ts, e x t r em e f r u s tr at i o n i s e x peri en ced by indivi dual s and teams who m a y th en att e m p t to “f i x ” th e pr ob le m. On e of th e pr inc i p a l re ason s to d e ve l o p

“stand ard op er ating procedur es” or “stan d ing ord e r s ” is th at if all p a r t ic ip ants a r e t r a i ne d an d o r ex er c i se d t o s i m i la r le ve ls, t h e n t h ey w i l l u n d er sta n d wh at

task s th ey ar e r e qu ir e d t o p e r f or m and th e stand a rd p r oce sse s t o achi ev e th ose tasks.

**Key issue**: A l l f i r e ma nag e me nt pe rso n n e l m u st be a w a r e o f a n d un d e rst a n d th e n e ed f o r stand a r d and con s istent pr oce d ures to apply to e a ch fa ce t o f fire m a n a g e m e n t . Wh i l st in no va tio n s h ou l d a l wa ys b e e n co ur ag e d , ch an g e s to

s t a n d a rd p r o c ed ur e s mu st n o t o ccu r in an ad h o c fa s h io n an d al l pe r s o n n e l

sh ould be t r ai ne d and enc o ur ag e d t o ac ce pt syst em s as th ey are pre s en ted and not to in sti t u t e ch ang e s “ o n the run ” . It i s app r opri ate to m a k e repr esen tati on s f o r c h an ge t h rou g h r e le va nt cha n n e ls e. g. de b r ie fs or p o st f i r e r e v i e ws.

Th ere was a very str o ng r e cu rr en t m e ssag e fr om i n di vidu a l s and gr oup s ab ou t th e “ imp o r t an ce of c o nsi s ten c y i n h o w thin gs are don e .”

To i llu str a te thi s fur t h e r a sel e c t i o n of c o m m en ts d r awn fr om debrief r e c o r d s fol l ow:

“La c k o f consis te ncy be tw ee n s h ifts – o f te n no co nsta ncy be twe e n t e ams… ” “To o mu ch tur n ove r of pe opl e on th e d e sk , p e r s onn e l n eed t r a i ni n g a n d

c o ns is te ncy ... ” and

“ if th er e w a s a p r ot oc ol e s tabli s h e d f o r all o c a t i ng a c o n s i s te nt ti tl e , d a te and tim e i t wou l d m a k e saving it to a folder easi er …” (Ind i vidu a l feed back f o r m s)

“C on si s t e n cy of inf o r m a t i o n t h r o ug h ch ain of c o m m a n d n e e d s i m pr ov em e n t … ”

( S e c t o r Com m a n de r/st r i ke te am )

“ T oo m u c h t u rno v er in p o si t i ons . ‘ E ve ry da y w a s g r o und h o g da y’ . Es pe c i a l l y log i sti c s.” , and “ N e e d c o ns is te ncy ( f u l l t i m e ) i n who e ve r is do i n g t h e

buying/purchas ing a n d tracking fina n cing...” (US de brie f)

“We ne ed pre - org a n i sed I M Ts fr om a c o r e group to achi ev e consi s tency of a p pr oac h to IA Ps…” (Re g io na l de b r ie f)

S o me exa m ples o f the manifest atio n o f lack o f co ns ist e nc y include:

**Changeovers**: T h e imp o r t ance of th e ou tg oi ng p o si ti on /u ni t/ cr ew bri e fing t h e in co m i n g pos i t i o n / u ni t/ cr ew. S u c h br ie fi n g s nee d to be c o n c i s e a n d s i m p l e but mu st i n clud e d e tai l or d e scr i p t i o n s of w h at w e r e th e c r it ic al achi ev em en t s in th e ou tg oin g sh ift that will im pact on the inc o ming shif t, wh at cri t ic al

p r io r i t i es st i l l ex ist, wh at nee d s to be don e n e x t a n d wh at s y ste m s a r e be in g used t o ac hie v e w o r k ou tp ut s. The lev e l s of ch ange ov er b r ie fin g s r a ng ed f r om nil to v e ry good .

**Systems and Templates**: Pe rh aps o n e o f th e m o st co mm on re fe ren c es was tha t systems a n d ways o f achievin g work o u t p uts a n d the templa tes use d

f o r d e v e lo pi n g pl ans an d re co rd i n g va r i o u s da ta we re su b j e c t to co nsta nt

ch ang e , i n clud ing hig h ly cri t ic al doc u m e n t s su ch as IA Ps and en d of shi f t h a nd- ov er fold er s an d p a p e rs. A n u mb er of re spondents, and no ta bly severa l o f the

o u t- of- s tate cont ingents, note d t h e cons tantl y c h angi ng f a c e s th ey en coun tered each da y were o f ten acco mpanied by a ne w metho d or system o r templa te fo r

detailin g and r e c o r d in g wor k .

O t he r co mme n ts in clu d e d : “ th e r e d i d n ’t see m to be an y s y st em f o r re co r d in g t h is so I de ve lo p e d my ow n te mp l a te ” ( m aybe relate d to e l ectronic te mplate

for m at s th at did n o t wo rk or w e re mi s s in g or th e op er at o r w a s n o t aw ar e h o w or wh er e t o ac ce ss t h e f o r m al te mpl a t e ) . Co mments of this nat u re in d i cat e a

lack o f unde rs tanding a n d ex posure to the int e nded s y st ems a n d pe rha p s a less t h a n full apprecia tio n o f the co nt ext o f t h e ro le/s be ing unde r ta ke n.

**Constant staff rotation**: “ l o g i sti c s work ed r e ally well – we h a d a c o ns is te nt t e a m . ” W h e n e v e r st aff we re a l loc a t e d t o a t a sk fo r reaso n a b le

rota tions of 5- 7 days they had opportuni t y t o de v e lo p s y n e r g ies w i th in th eir

te am and wit h o t h e r ar en a s i n t h e I M T/I F ACC/SECC /ECC, esp e ci all y if they r e tu rn e d to t h e i r or i g in al ass i g n m e nt a n d w e r e no t re -al l o c a t e d e l se wh er e.

W h e r e t h e y we r e ro tate d ve ry q u ic k l y i n an d o u t, t h e r e was no opp o rt un it y to dev e l o p th e s e re lati onship s wi th a loss of c o n t in ui ty and p o te nti a l f o r

tasks / is sues being “ dr opp e d through the cr ack s ” b e tw ee n shi f t s . Th e ma t t e r of commu ni ty inter a ction was iden tifi ed as a cri t ic al are a wh er e i t was se en t o b e be ne f i c i a l to hav e “ th e sam e f a c e s ”, in c l u d in g lo ca ls, d e l i v e r i n g th e l a tes t

upd a tes an d fir e news to th e c o mmu nity , thr o ug h d e v e l o pm en t of

und er st and i ng an d t r u s t b e t w e e n th e p r e s en ter s and th e c o mmu ni ty , r a th er th an altern ate pr oc esses where d ifferent pr esen ter s r o tated alm o st d a il y .

**Communications planning**: In cid e nt c o mm un ic ati o n s pl an s , a cri t i c a l asp e c t of I M T an d fi r e gr ou nd op er at ion we r e fr eq ue ntl y dif f er en t bet w ee n I M Ts due to “ Inco ns iste nt fo r m at ”, “ Di ffer e n t standard f o rm at ” an d a “ range of

templ a tes being used t o pr ep ar e th e p l an s ”. A s a con s e q ue nc e, so me pl an ne rs experienc e d diff ic ulty in compl e ting ad equ a te pl an s.

Con s i s ten c y in th e way in whic h ac tiv i ties are p l ann e d and im plemen ted i s imp o r t ant to enabl e sy stems and procedur es to stand up und er dif ficult

op er at ing c i rcu m st a n c e s and f o r op er at o r s t o k n ow a n d und er s t a n d wh at t h o s e s y st ems a r e . T h is is a matt er that a ll St ra tegic Wo rking Gro u ps ne e d to

con s id er as it per v ade s th e wh ol e sp ec tru m of fir e m a nag e m e n t ac tiv i t i e s .

**Key issue**: A l l f i r e m a na g e m e nt pe rson n e l mus t b e aw ar e of an d

und er st and th e ne ed f o r st and a r d and con s iste nt pr oc edu r e s t o apply t o eac h facet of fir e m a n a gem e n t . Whi l s t inn o v a ti on should alway s be en c o u r aged ,

ch ang e s t o s t and a r d p r o c ed ur e s mu st n o t o ccu r in an ad h o c fa s h io n an d al l

per s on ne l sh o u ld be t r ai ne d and enc o ur ag e d t o ac ce pt s y s t em s a s th ey a r e

p r ese n t e d a n d not to i n s t it ute cha n ges “o n th e r un” . It is appr op r i ate to mak e repr esen tati on s for c h ange thr o ugh rel e v a nt c h a n n e ls e. g. de b r i e fs o r pos t f i r e revi ews.

# STRATEGIC ANALYSIS OF KEY ISSUES – THE WAY FORWARD

### Introduction

T h is s e c t ion b r ie fl y des c ri b e s how th e re v i ew p r oc ess w i l l co nt inu e on be yon d

t h e co mp let i o n o f th is r e po rt. Com p l e t i on o f t h is re po rt m a r k s a po i n t on l y pa rt o f t h e wa y t h rou g h t h e a n a lys is st e p s r e p r ese n t e d d i ag r a m m at i c a l ly in A ppe n d ix

1. Th e r e p o r t h a s id enti fied k e y ar eas that Vi ct or ian p r acti ti on er s h a ve ju dg ed sh ould ei th er b e ad op ted or am e n ded . It i s now th e task of t h e l o cal

practiti oners who un d e r s tand how fi re m a n a g e m e n t oper ates in Vi ctor ia to

en su re th at th eir pr op ose d ac ti on s f i t wi th in th e p o l i t i c a l , soc i al and fi n a nc i a l cons traints that prevail.

### Strategic Analysis of Review Outcomes

K e y iss u es i d e n t i f i e d th ro u g h th is r e vi ew proc ess w e r e p r ese n t e d a n d d i sc usse d at a work shop on 8 May 200 7 th at in clu d ed fiv e S t r a tegic Wor kin g Gr oup s . Th e five gr ou p s ar e focu ssed on :

* + I n fo r m at ion F l ow t o th e C o m m u n i ty
  + Coo r di nat i on wi th Ot he r A g en c i es
  + Co mm un i c at io ns
  + Log i st ic s
  + Pl ann i ng /F i r egr o und

Eac h gr oup is l e d b y seni or fu nc tion al p e r s onnel fr om withi n each ag en cy wh o have pri m ary p o r t f o li o c a rri ag e of the key i s su es assig n ed to th e group . Th e

worki n g g r oup m e mb er shi p s i n cl ude oth e r pract i ti one r s f o r th e subj ec t ar eas t o a n a lys e out c o m es a n d d e ve lo p s t r a t e g i c l e ve l a c t i o n s th at c a n pro v id e

maxi mum r e turn f o r i n vestm e n t .

A r is in g fr om th e r e v i ew p r oc ess a r e ve ry lar g e q u a n t i ti es o f da ta, m o st o f wh i c h have be en ac quir ed fr om th e e x t e n s i v e op e r ati o n a l ob serv ati o n s th at ar ose

duri ng a sever e an d p r otr a c t ed season . To gai n f u ll v a lue fr om th e r e vi ew

process these data r e quir e add i tional co n s id e r at io n and ana l ys is t o de l v e mo re deeply in to key i s su es th at h a ve been i d enti fied . Of ten , th er e will be n o sim p le and easy solu ti on and it m a y not al way s be th e c a se th at a g e n e ri c solu ti on will

fit th e en ti re st at e .

Str a tegic Work ing Gr oup s will h a v e ac cess to any revi ew m a teri al f o r

examin ati o n, in clud in g th i s r e p o rt, the si x major r e gi onal debri e fs, other

debr ief r e cord s and r e p o r t s of associ ated p r og ram s . Exami n ati o n of debri e f s

t h a t we re th e f o u n d at io ns fo r t h e r e gi ona l de b r ie fs i n dic a t e s tha t t h e y a c h i e v e d th eir goal of identify i n g k e y i s su es and fil tering out th ose m a tter s th at oug h t to

b e , a n d can b e , ad d r ess e d at l o c a l a n d r e gi o n al le ve ls. It is co nsi d e r e d t h at i t w o u l d b e m o re p r o d u c ti ve fo r th e S t r a tegi c Worki n g Group s to f o cus on the

mor e later a l deb r i e f s and r e vi ews – the fu n c ti onal ar ea, sp eci a li st, and

inte rsta te /inte r nat i o n a l de brie fs a n d as socia t e d pro g ra ms reports - rat h e r than to exam in e th e und erl ying deb r i e fs in detail . That sai d , sh ould S t rategic

Wo r k i n g Gro u ps wis h to ex am i n e t h e un d e r l yi n g de b r i e fs, t h e n t h ey s h o u ld be aff o rde d t h at opp o r t u n it y.

T h e y ha ve a s h or t t i me f r am e i n w h ic h to cre a te a n d ma in ta in mom e nt um t o dev e l o p pr op osal s f o r am ending how C F A and D S E will move their partner s hi p fo rwa r d. They als o need to place any o b se rv at io ns f r om th is fi r e se ason in to t h e f r am ewo r k o f lea r n i n g s f r o m e a r l ie r f i r e se asons , an d in c l u d e o t h e r

perf or m a n c e im pr ov e m en t p r ogr a m s a l re ad y un der w ay or pl an ne d . The ti mel i ne

to c h art th eir dir e c t i o n and de ve lop re spe c tive action plans fo r pres entat i o n at a j o in t D S E/CF A work shop i s b y mid Ju ne 2 007 .

Th e tim e fr am e t o ach i ev e an y c h ang e s th a t ar e app r o v ed , pr i o r t o ne x t fi re

se ason is al so l i k e l y to be sh or t. Wh en ev er c h a n ge is ag r e e d , it is n e c e ssa ry t o d e f i n e th e c h a n ge para me te rs, de ve lo p a p pr o p r i a t e doc u me nta t ion / t e m p la tes

and c o m m u n ic a t e th e ch ang e s t o s t aff . Sp e c ifi c t r ain i n g m a y al s o be ne ce s s a ry .

Any ch an g e s t h at are c o n t em pl ated bu t not c o mpl e ted by th e st art of th e n e xt fire season need very care ful assess ment to determin e wh et h e r t h ey sh oul d be impl em en ted m i d season or h e ld ov er un til af ter the fi re season .

Some ch an ges, by their v e ry n a ture wi ll r e q u ir e a l o n g er p e ri od f o r

impl em en tati on th an is avail a bl e bef o r e th e on set of the 200 7/08 season . I t is imp o r t ant t h er ef or e th at in de t e r m ini n g w h at cha n ges o u ght to occur, tha t a

proposed ti me table f o r imp l e m e n tati on sh ou ld sim u l t an eou s ly be dev e l o p e d . Wh er e an i mme di at e solu ti on, pri o r t o 2 007 /08 fi re season , is not r e a l ist i c, str a t e gi c w o rk ing gr oup s , and ul tim a te ly th e ag enc i e s , ne ed t o d e t e rm in e

wh et he r t h e c u rr en t situ ati o n sh oul d r e m a i n or wh eth e r sh ort term pr ocesses c a n a n d o u g h t to be pu t in pl ace t o a d d r ess i d e n t i f i e d sh or tc om i n gs.

Ideall y , some changes should be achi ev abl e bef o r e th e on set of the 200 7/08

fire season , b u t giv e n cur r ent cli m atic in dic a tor s , the next fir e season m a y wel l comm enc e earli e r r a t h er th an l a t e r an d t h e tim e fr ame for de ve l o p m en t , te sti n g and im plemen tati on could be li mited to as littl e as 4 - 5 m o n t h s f o r any

initi a ti ves soug ht to be i n troduc ed f o r the 2007 /0 8 f i r e season .

### Concluding Remarks

Rec o gn i s in g th at b e n e fi ts c a n only accr ue if early an d determi n ed p r ogr e ss i s m a de on i n t e rna l r e vie w, D S E and C F A a g ree d to co mm e n c e th is c u rr en t r e v i e w process in Feb r u a ry 2 007 , d e spi t e the p o tenti a l that r e m a in ed f o r fir e ac ti vi ty .

Th e p r elimi n ary b r iefi ng of th e S t r a tegi c Work ing Gr oup s on 8 May 200 5 was

th e i n itial step in the detailed an aly s i s to d e term in e what n e ed s to b e ad op ted or al t e r e d , wh at t h e o u tc o m e s s o ugh t ar e a n d wh en a n y ac ti on s sh o u ld o c c u r .

T h e f i r e bus i n e ss is no t a pa rt t i m e pro g ram . D i ff e r e n t as p e ct s of i t re q u ir e

a tte nt io n at d i f f e r e n t t i mes o f t h e yea r bu t t h e r e is a l w a ys a c r iti c a l com p on e n t in pr og ress th at n e ed s atten t i o n and r e sour cing – d i r e ct fir efig hti n g i n the fi re

season, pr e s cr ibe d fi r e ac tiv i ti e s in au tu mn , r e c r ui tm e n t , tr ain i ng and

prep ar ator y activi ti es in win t er /spr ing . A r e vi ew sim i l a r to th e 2 006 /07 r e vi ew was u n dertak en f o r th e 2 005 /0 6 fire season .

Th e 200 5/0 6 fir e season revi ew was c o m p l e ted in Jul y 20 06 , al though som e st ra te g i c an al ys is ha d b e e n i n it iat e d ea rl ie r. By t h e ti me th e wo rk in g g r ou ps

comm enc e d th ei r an aly s es, haz a rd m a n a gem e nt bu rn in g o p e r a t i o n s we re w e l l und er way and the fir e season in Nor t h Am eric a was well devel o p e d . Vi ctor i a was soon r e quested to d e pl oy r e sour c e s t o th e US A , m e e t in g th ose r e qu e s ts und er an i n tern ati o n a l ag reem ent.

At ab out th e sam e t i m e as th e US d e pl oy ment retur n ed to A u strali a, f i re

servi c es in NS W soug h t in ter s tate assis t an ce . V i c t o r i a , th e c l o s e s t s t at e t o

muc h of th e NS W fi re ac tiv i t y , d e ployed c o n s id er ab le r e sour ce s t o N S W b u t th e

rap i d on s e t of t h e l o c a l fir e s e a s on , m a ny we ek s a h e a d of sch e dule f o r V i ct ori a , dictated tha t this ass i stance could no t be s u stained. A sh ort while lat e r the

tabl es wer e tur n ed c o mp letely with N S W and o t her s t a t es pro viding ass i stance

to Vic t ori a thr o ugh Decem b er an d Janu ar y. Between 1 Dec e m b er 2006 and earl y Feb r u a ry 2 007 , a c o n s tant and p r otr a c t ed fi refi gh t, l a sting f o r on e d a y sh or t of

t e n wee k s, w i t h on l y a li m i t e d res p it e, i n la te D e c e mb e r 2 0 07, o c c u rr e d .

Wh ate v e r t h e c a u s e and l o n g e vit y of c u rr en t c lim ate i m pact t h e r e c a n b e n o dispu t e th at S o uth Easter n A u str a li a i s i n th e thr o es of a dr oug h t th at n o w

exce ed s an y simi l a r e v en t i n l ivi ng m e m o r y . D e spi t e t h e in te nti o n t o impl e m en t ch ang e s ar isi n g fr om th e r e vi ew of th e 200 5/0 6 fi re season , events con s pi r e d

to mi lit ate ag ai n s t im medi ate ou tpu t s f r om most of th e st r a t e gi c worki n g

g r ou ps t h at we re c r e a t e d to ma na ge t h e p r o c ess fr om t w e l v e mon t hs ea rl i e r .

It i s imp o r t ant to appr eci a te that chan ge to procedur es and pr ocess d o es not ju st h a pp en with the flic k of a switch, and in m a ny cases several year s are

req u ir ed f o r ful l and effecti v e im plem en tati on . Whil st th ere wer e few i m m e diate ben e fi ts ap par e n t f r om the 20 05 /06 wor kin g gr oup s - excl udin g c o m m un ity

inf o rm ati o n fl ow wher e 2 005 /0 6 str a tegi es eff e c t iv el y deli vered wh at th at whi c h

th ey i n t e n d ed - str a t e gic p r oc esse s ar e n o w imb e dd ed in t h e P u bl ic L a nd s F i re I n i t ia t i v e – O p era t iona l P r o c e d u r es Pr oj ec t, w h i c h is ma tc he d b y s i m i la r an d

rel a ted CF A pr oj ec t s . Tak e n t o t h ei r ul ti m a te c o n c lu si on s, th e s e proje c t s wi ll add r ess th e i s su es rai s ed i n th e 2005 /06 r e view as well as thi s review. Th ose proce sse s have be en incl ud ed i n th e Strategic Wo rking Gro u ps processes.

### Information flow to the community

Es ta bl is hme n t o f t h e V B IL a n d i t s su bs eq uen t ex pa ns io n an d e n or m o us

a d van c es in co mm u n it y in te rac t io n, b u i l d i ng on t h e p r o c ess e s d e v e lo pe d d u r i n g 2002 /0 3 b o th p r i o r to and du ring fir es i s a mod e l f o r other states, i n d eed oth e r

c o u n t r ies to fo llo w. Th e a g e n c i es h a v e d e ve lo pe d st ron g in fo r m at io n f l o w s to commu ni ti es to en abl e resi dents to m a ke ti m e ly deci si ons to stay or go, and

inc o rp orate good un derstand ing of the lik ely c o n s equ e n c es of leavi n g h o m e at inappr op ri ate ti mes, and th e c o n d iti o n s li kely to be experi en ced duri ng th e

pa s s a g e of th e f i r e fr on t .

Activi ti es u n der F R V p r ov id e p e ople livi ng and worki n g in b u shf i r e pr one ar eas wit h abi l i t y t o b e t t e r und er st and th e p o te nt ial imp a ct s of fir e on th em an d t h ei r imm e di at e env i r o n s . A l th ou gh th e t a rge t s set by the VBI regardi n g comm uni t y

i n fo r m at io n f l o w ha ve c l ea rl y been a c hi ev e d , in it ia ti ve s to ma in tain s t ron g

bon d s b e tween fi re ag enc i es and fire pro n e communit i es w i ll ens u re no

d i m i nu tio n i n com m u n i t y u n d e r st an d i n g a n d a p pr ec ia ti on of t h e ro le o f f i r e.

### Resourcing

A c r i t ica l ne e d i d e n t i fie d un de r res o u r c i n g is t h e de ve lo p m e n t and

impl em en t a t i on of an eff e c t i v e t r acki ng sy ste m f o r re sou r c e s and fin an ce s.

D e ve lo pm en t o f a coop e r at i v e reso u r ce s tracking s y stem across CFA, DSE , MFB and Vic S ES is a m u lti-ag en cy r e c o m m en d a ti on th at r e mai n s ou t s tandi n g f r om

t h e V B I. Gi v e n th e a l m o st ce rta i n a ssoc i a t io n w i t h i n fo r m at io n te c hno lo g y , i t is

app r opri ate th at thi s proceed in conc er t with I T r e v i ews.

### Coordination and Integration

Th e two fir e ag enc i es CFA and D S E are r a pi dly tr an si ti ng fr om j o i n t to

integr ated op er ation s . Refl ec ti on on the in ter a g e nc y r e l a tion shi p s on ly a d e ca de o r so a g o h i gh l i g h t s t h e a d va n c es m a de an d th ese we re f u rt he r

ch ar ac teri sed thi s season by full y in tegr ated f a ci lities th at wer e establ i s h e d –

S t rat e g i c Pl an n i n g U n it , J o i n t IMT des k an d i n te gr ate d I M Ts. O n e o f th e

o u ts tanding reco mmendat i ons fro m t h e V B I is the establis hme n t o f a single stat e c o ord i n a ti on c e n t re c o v e ri n g all em erg e nc y ag en c i e s . I t i s pr op ose d to

a d dr ess t h a t re co mme n d at io n, fr o m th e p e r s pe ct iv e of th e f i r e se r v ice s , b y establ i s hm en t of a si ngle fi re emerg e n c y c o ordi n a tion centre pri o r to th e

2007 /0 8 season . I m pl em en tati on of thi s will sub s tanti a lly r e i n f o rc e i m p r o v e m en ts in in teg r at io n a c hi e v e d du r i ng 2 0 0 6 / 0 7.

### Planning

Imple m e n ta tio n o f the Inte grat ed Fire Ma na ge me nt Pla n n i ng mode l, a d o p ted i n 2007 , wi ll continu e to str e ng th en c o m m un i t y i n ter a cti o n wi th the fir e ag enc i es. A p r ess i ng n e e d re ma in s fo r r e vie w of in c i de nt a c t i o n p l an n i n g pro c ess e s, on e of th e key facets of oper ati o n a l fire m a n a g e m e n t .

### Fireground

Wh il st ther e ar e sever a l i s su es fl ag g e d for i m pr ov em ent, the f i reground

per s on nel wh o su cc essf ully im pl em en ted two m a ssiv e c o n t r o l l i n e s r e fl ec ts th e s k i l l s a n d tr a i n i ng o f th e m a n y pe rso n ne l who p a rtici p ated in th ese fi res. Th e a c hie v ement o f these t w o co nt ro l lines is s y mb oli c of th e d e gr ee of skil l s a n d capabili ti es exerci sed . It is im por t an t to reco gnis e the de ve lo pment o f s u ch

sk ill s an d c a p a bi lities and al so th e m a n a geme nt s t r u c t ur es t h at a l lo w exe r cise of th ose sk ill s ov er p r ot r a c t ed e v en t s .

### IT compatibility

In co nce r t w i th t h e pro p osa l to impl em en t a s i n g le sta t e l e ve l em e r ge nc y

coor din a ti on c e n t r e i s th e n e c e ssi t y f o r r e vi ew of I T pl atf o rm s and sof t ware to e n a b le seam l e ss i n t e rc ha n g e o f in fo r m at io n an d dat a b e twe e n t h e s e r v ic es.

Bea r in g in m i n d t h is ne e d , g e n e ra l l y ve r y pos i t i ve c o mm e n ts w e re con t ri b u te d ab ou t th e s t a n d a rd an d a v ail a bi li ty of web b a sed fi re m a pp ing .

It i s th e op ini o n o f t h e au th or , s u pp or ted b y t h e o u t c o m e s of t h i s rev i e w , th at f i r e ma na ge me nt i n V i c t o r ia has c o m e a l o n g way in recen t year s. 200 2/03 was a water s h e d year th at resu lted i n exte n s iv e inq u iri e s thr o ug h the VBI . Si nc e

th at in quir y m o st of i t s r e c o m m e nd ati o n s have been add r essed . CFA and D S E rep o r t s on th e VBI rec o m m end a ti on s ind i c a te th at spec ific rec o m m en dati ons

conc ern i ng e a c h age n cy h a ve be en ad dre ssed . Th er e ar e r e c o m m en dati ons th at rem a i n ou t s tandi n g acr o ss t h e f u ll suit e of em erg e n c y m a n a g e m e n t ag enc i e s

th at are n o t sol e ly wi thin th e p u r view of ei ther CF A or DS E to imp l em en t.

Wh il st n o t nearl y as signif ic an t as 2002/03 , th e fi re season in 20 05/06 was on e of th e c a taly sts for th is revi ew p r oce ss. A simila r pro c ess was instituted in

2005 /0 6 b u t was refin ed an d tigh tened in f o cu s thi s year . A s i n dic a ted above, th e 2 005 /0 6 pr oc ess was overtaken to som e extent by oth e r cri t i c al fi re

management d e m a nd s b u t n o n e thel ess sig n ific an t ad v a n c es wer e made on p r oc esses a g ree d in 20 0 5 / 0 6.

C u r r e n t cl im at e co nd it io ns su g g es t, at least i n th e s h o r t t e rm, th at S o u t h-

Easter n A u str a li a m a y exp e ri enc e a h i gh er freq uenc y of diff icu l t fire c o n d iti o n s th an h a s p r evi o u s ly b e en the n o rm . I t i s p o ssib le th at sev e re season s in th e

natu re of 2 002 /03 and 200 6/07 with pr ot ra cte d pe r i o d s o f a d v e rs e f i r e wea t h e r will pr ev ail more fr eq uen t l y th an hi stor y n o w re co rds . F o r th ese re asons , it is

imper a ti ve th at c o m m uni ti es in fi re p r one ar ea s c o n t i n ue t o wo rk in an alli a n ce with th e f i r e servi c es and i t i s eq ually imp e r a tiv e th at the fir e ser vic es

re co gnise the be ne fits o f that a l lia n ce.

U p to t h is p o in t, t h e fi r e se rv i c es ha v e res p o n de d to co mm u n i t y n e e d s t o rea c h a pos i t i o n w h e r e V i cto r ia no w has com m uni t i es base d i n fi re pron e a r eas t h a t

ar e, m o r e than li kely , better i n f o rmed th an th eir c o un terp ar ts el sewhere on th e globe. Ind i cati ons fr om thei r r e sponse to th e 2 002 /0 3 i n qui r ies, and the events of 200 5/06 and 2 006 /07 , r e g a rd i n g op erat io na l i s su e s , ar e th at t h e t w o f i r e

servi c es, C F A an d D S E, will c o n t inu e to dev e l o p and r e fine their p a r t ner s hip in o r de r to ma in ta in ef fe ct i v e ru ra l an d fo rest f i r e ca pa bil i t ies.

# APPENDICES

### Appendix 1: Terms of Reference

**Independent Review of DSE and CFA Operational Performance**

**2006/2007 Fire Season Terms of Reference**

##### B A CKGROUND

Vi ct or ia n F i re Au th ori t ie s (CF A an d DS E ) h a v e b e en , an d m a y c o n t inu e to be, inv o l v ed in m a jor r u ral / f o r e st f i res duri ng 200 6/ 200 7 fir e season. Alr e ady , th e Gr eat Divid e

Com p l e x of fir es h a v e req u ir ed extended fi re figh t in g op er ation s f r om all Vi ctori a n fi re ag en cies, and sup p ort fr om in ter s tate and over seas ag enc i es. Oth e r si gnif ic ant fir es have al so occu rred to date, inc l u d ing fir es i n Gipp sland in mid O c tob e r 200 6, and the Casterton c o mp lex of f i res in l a te Novem b er 2006 . Vic t ori a n fi refi ghter s wer e al so

depl oy ed to the United States in Aug u st th r o ug h to O c tober to assi st i n m a j o r fir es i n western US A, and to N S W in N o v e mber 20 06 . The p o ten t i a l still exi s ts f o r ad di ti on al major fi res to oc cur i n the n e xt few m o nt hs du e to dry wea t h e r c o n d it io ns.

DS E and C F A j o in tly und ertake a numb e r of j o in t op er ati o n s p e r f orm a nc e

i m p r o v e m en t pro c esses , i n c l ud in g de b r ie fs, in ves t i g a t i o ns o f near m i sses a n d a c c i de nts, a n d re al t i m e pe rf orm a n c e moni to r i n g vis its . I t is pro p os ed t h at th e

c o ns u l ta nt p a rt ic i p at e i n ke y de br i e fs as th ey are s c heduled, a n d re view t h e o u t c o m es of al l pr ocesses to identi fy str a tegic opp o rtu n iti e s for i m pr ov em ent.

##### OPERATIONAL R E VIEW PROCESSE S

* 1. **1 D ebrie fs**

I t is i n t e n d e d to un d e r t a k e a se ri es o f d e br ie fs at lo ca l an d re g i ona l l e v e l of t h e Great Di vid e C o m p lex fires to c a p t ur e k e y l e sson s lear n e d . I t i s pl an ned th at

Re g i o n a l De b r ie fs of th e Gr eat D i v i d e Co m p le x f i r es w i ll b e s c he dul e d t h r o u g h o u t Vi ctor ia in late F e bru a ry and ear l y March (su b je ct to pe rso n ne l av a ila b i l i t y d u e to

p o t e n t ial op e r at io na l; co ns tra i nts ) . P r e l im in ary p l anni ng h a s identi fied th at up to 6 Re g i o n a l De b r ie fs wou l d be c o nd u c t e d s t ate w id e. Lo ca l D e br ie fs a r e a l so p l a n n e d fo r

firegr o und per s onnel, IMTs, and state coord i na t i on ce nt res, and of all inte rsta te and o v erseas suppo r t a g encies.

Debr iefs h a ve al read y been h e l d or are pl an ned f o r oth e r sp ec ifi c sig n if ic an t fires th at h a v e occu rred i n Vi ctor ia in 2006 /2 007 fire season . I n addi ti on, debri e f s h a ve

been cond ucted or ar e pl anned f o r the C F A/ DSE depl oyment to USA i n O c tober 200 6 , and the CFA depl oym e nt to NSW in N o v e m b er 2 0 0 6 .

* 1. **Near Miss /Accident Investigations**

DS E and C F A h a ve c o mmenc ed i n vestig ati o ns in to a n u mb er of n e ar m i ss in cid e nts or ac cid e n t s. It i s pr op osed th at in divid u a l r e por t s wil l b e pr ep ar ed for each i n cid e n t ,

a n d tha t an overview re po rt w i ll be prepa r ed at t h e e n d of th e season r e vi ewi n g th e o u t c o m es id e n t i fi e d i n a l l in d i vi du al re po rts.

#### 3 Rea l Time Perform a nc e Monitoring Progra m

To dat e, Re al T i m e Pe r f o r ma n c e Mo ni to ri n g Tea m s ha ve be en de pl o y e d on 5

oc c a si on s i n 20 06 /20 0 7 . Add i ti on al dep l oym e n t s ar e p o ssib le dur i ng the r e m a i nder

of th e fir e season. In divid u a l r e por t s wil l b e pr ep ar ed for each v i si t and an ov erv i ew rep o r t will be p rep ared at th e en d of the season reviewin g the outc omes of al l

indiv idual r e p o r t s.

##### PROPOSAL

T h e i n de pen d en t co nsu l ta nt w i ll b e ret a i n e d to :

12 . meet th e C hief Of fic er (CF A), Chi e f Offi cer F ire and Em erg e n c y Manag e m e n t Divis i on (DSE) to discuss iss u es a n d ex pe cta tio ns ea rly in t h e pro c ess ,

13 .

a tte nd the Re gio n a l De brie fs of the G r eat Di vide C o mp l e x fir es,

1. . revi ew str a teg ic i s su es i d entifi ed in Loc a l D e bri e f s of the G reat Di vide Com p l e x fir es,
2. . provid e a p reli m in ary rep o r t to b o th C hi e f O ffic er s indi cati ng k e y str a tegi c issues iden tifi ed th at need to b e imm e di ately addr essed,
3. . a tte n d or re v i e w th e o u t c o m es of ot he r d ebr i e fs co nd uc te d in 20 06 / 2 0 0 7 ,
4. . revi ew th e ou tc om es of real tim e perf or m a n c e m o n i tor i n g vi si ts,
5. . r e v i ew t h e o u t c o m es of ne ar mi ss an d a c c i den t in ves ti g a tio ns,
6. . m ee t w i t h k e y i n t er n al an d ex te rn al s t a k e h o l de rs,
7. . revi ew op erati o n a l perform a n c e i n the 20 06 /20 07 fir e season ag ain s t i s su es iden ti fied i n pr evi o u s year s to id en tify a r eas w h e r e improvements have been mad e a n d ar e a s t h at req u ir e ongoi n g attenti o n,
8. . pr ovi d e a fin al repor t on op er ation a l p e rf ormanc e f o r th e 2 00 6/2007 fir e season i n an agr eed f o rm at b y 3 0 Ap ril 200 7
9. . assi st in t h e pr e s en tat i on of ou tc om e s to k e y in te rn al and e x te rn al stakeho l ders.

##### OUTPUTS

* 1. **Preliminary Report**

Th e Pr elim i nary Rep o r t will be an inter n al b r iefi ng d o cu men t p r ovi d ed sp ecifi cally to both Chi e f Offi cers an d sh oul d f o cu s on key issues th at were id en tified th at c o ul d b e imm e di atel y addr essed to p rovid e im pr ov em en t opp o r t un iti e s du ring th e remai n d e r

of th e fir e season. Th e P rel imi n ary Report should be submi t ted withi n 1 0 working day s of th e fin al Reg i on al D e bri e f.

#### Final Re po rt

Th e Fin a l Rep o r t will b e a d o c um e n t th at i s intend ed f o r br oad cir c ul ati o n wi thi n the fire a g encies a n d als o ex te rnally. The report sh oul d d e tail how DS E an d CF A

prep ar ed f o r and r e spon ded to, th e 2 00 6/2007 fir e season , wh at wen t well , wh at ne ed s to b e im pr ov ed , an d sug g e sti o n s ab out how imp r ov em en t s may b e ac h i ev ed .

T he F i na l Re po rt s ho uld i d e nt i f y a l l asp e cts ari s ing fr om the oper ati o n a l revi ew

processes that i m p a c t ed Vi ctor ia' s ab ili ty to man a g e b ushfi re ri sk s, an d to r a pi dly and effec t i vel y r e sp ond to and c o n t r o l fu tu re b u shf ir e s. The Fi n a l Rep o r t should

iden ti fy major p o li cy , procedur al , and c a p aci ty i ssues g r ouped und e r the f o l l owing headi ng s :

* + - Prevention/ P re pa re dness ,
    - Respo n s e

Initi a l A t tack ,

O n go in g Inc i de n t Co ntr o l,

E m e r ge nc y Ma na ge men t Coo r d i na tio n a n d Li a i son .

* + - Reco very
* Oth e r sign i fic an t i ssu es ari s i n g with f o cu s on sign ifi c a n t r i sk s to fir efig hter s, the publi c and their asse ts and the e n viro n me nt.

Th e Fin a l Rep o r t sh ou l d id en tify pri o ri ty issues an d p o tenti a l solu ti on s ar i s in g f o r th e op er ati o n a l re vi e w pr oce sse s. Whil e t h e c o ntr a ct or m a y c o m m en t on pr ior i ti e s a n d inte rdepe n de ncies bet w ee n iss u es raised, t h e c o ntracto r w i ll not unde rta k e

sep a r a te oper ati o n a l revi ews of an y of th e fires.

T h e dra f t Fi na l Re po r t sh ou l d b e c o m p le te d b y 15 A p r i l 2 0 07. T h e d r a f t F i na l Re po rt will be j o i n tly reviewed by th e D S E - CFA d e bri e f pr oject team , and m a y r e q u ir e

se ve ra l ite r a t io ns for c o m p le ti on. Th e F i nal Re po rt is re q u ir ed to b e c o m p le te d by 30 April 20 07 .

#### Stakeholder Brie fings

Th e Contractor wi ll b e req u ir ed to b r ief senio r ma na ge rs w i t h in t h e CF A, DSE, O f f i c e o f t h e E m er g e n c y Se rv i c es Co mm iss i o n e r an d o t h e rs as a g r e e d on ma jo r issu es a n d su ggested pri o ri ti es, and p a r t ic i p ate in in tern al wor k sh op (s), pr ovi s ion a ll y in May or J u n e 2 0 0 7 w h e r e f i n d in gs a r e p r ese n t e d an d p r io r i t y iss u es dis c usse d.

##### IMPLEMENTATION

T h e sc he dul e o r ra tes s u bm it te d by th e co ns ul ta nt w i ll be us ed. D u r i n g pr epa r at io n o f t h e r e vie w an d at its co mp le t i o n , t h e co nt ra cto r a g re es t h at a l l m a te r i a l

i n s p ec te d, r e v i ew ed or p r o d uce d to o r b y th e co nt ra cto r , r e m a i n s as t h e ex cl us i v e proper ty of th e St ate of Vic t ori a . The c o n t r a c t or und e r t a k e s t o r e t u rn any and all s u c h ma te ri a l at t h e co nc l u si on of th e r e view a n d agrees tha t t h e S t at e of V i cto r ia re tains ex clus ive inte lle c t u a l prope r t y rights to s u ch mat e ria l .

Th e c o n t r a ct or ag re e s th a t an y i n f o rm a t i o n pr odu c ed or ob t a i n ed duri ng th e c o ur s e o f t h is re v i e w p r o c ess w i ll re ma in s t ri ct l y co nf i d e n t i a l a n d tha t t h e con t rac t or w i l l

n o t pu b l ish o r att e m p t to ma ke pu b l ic a n y in fo r m at io n a r is i n g d u r i n g t h e cou r s e of , or foll owin g th e c o mp leti on of th e c o ntr a ct.

### Appendix 2: Operational review process 2006/07

**Introduction**

T h is a p pe nd i x d e sc r i bes th e re v i e w p r o c esses tha t we re emplo y e d to ide n t i fy th e i s su es em ergi ng f r om the 20 06/07 fir e season. Si x maj o r reg i on al debri e fs were jointl y cond ucted by CFA and D S E. T h es e d e br ie fs w e r e s u pp o r te d a n d

i n fo r m e d by d e b r ie fs a t u n i t / l o c a l / d ist r ic t le ve ls a n d al so b y de b r i e fs f r o m

sp eci a li st and f unc ti on al ar e a s. Thre e cont in uou s im pr ovem en t p r ogram s th at h a v e ea ch b e en ru nn in g fo r se ver a l ye ars – Nea r Mi ss a n d Ac c i den t

I n ve st ig at io n, Rea l Tim e P e r f o r m a n c e Mo ni to r i n g a n d O p era t ions A n a l ysis – also c o n t r i b u te d to t h e re v i e w . Man y pe op le s u bmi t te d i n di v i d u al “ D e b r ie f i n g Re co rd Pr of orm a s ” to re co rd a n d co nt ri bu te th ei r ide a s.

In addi ti on to the ab ove i n puts the rev i ew process included consultat i o n w i th

stakeh old e rs li sted in ap pendi x 3, in spec ti on s a n d d i s c u s si on s a t ke y si te s ( e . g .

No rt h A l to na E q u i pmen t Ce nt re, V B IL ) an d th e o p por t un i t y to co ns i d e r a draf t p a pe r b y th e S u m m e r C a m p a i gn Re v i e w W o r k i n g Pa rt y o f th e Vo lu n t ee r F i re

Brig ad es Vi ct ori a ( V FB V) .

### Regional debrief process

A s e ri es of j o in t f i r e se r v ice s de br i e fs was he l d at loc a l an d re g i ona l l e v e ls for fire ac tivi ty dur i ng 20 06/07 . Si x joi n t CF A/D S E regi on al deb r ief s were

condu c ted to exam in e th e Gr eat Divid e Fi r e Compl e x to capture l e sson s l e ar ned from th at e v en t as we l l as oth e r majo r fi res exp e ri enc e d d u ri ng the season .

Wh en ev er possib le , t h e s e d e bri e f s we re in for m ed by earli e r deb r ief s fr om crew,

u n i t a n d d i st r i c t l e v e l, to ge th e r w i th fu nc t i o n a l ar ea de b r ie fs, f o r exa m p l e Inf o rm ati o n, Logi stics and C o m m unicati ons functi ons.

To e n s u r e c o ns is te ncy i n approac h , t h e s i x regi onal d e brief s wer e cond ucted by a facilita tor, on the bas i s t h at a cons is te nt met h o d o l ogy ma y assist in

iden ti fyi ng wh ether i ssues showed a c o n s i s ten t trend , were reg i on/ar e a sp ecifi c

or w e r e on e- o ff oc c a s i on s .

Th e me th o d ol og y u t il i s ed w a s b a s e d on t h e ORI D d i s c u s si on t e c h n i que w h e r e par t i c ip an ts i n th e pr oc ess were en c o ur ag ed to b e :

**O** b j ecti ve: ground their di scu s si ons in f a c t and id en tif y key f a c t s and events r a t h e r t h an p l a c in g re li an ce u p on o p i n io ns;

**R** efl e cti v e: identify key turn ing p o in ts and think ab ou t why they were k e y poi n ts;

**I** n t e r pr et iv e: wh at i ssue s d o t h e fact s of t h e c a se r a i s e, and

**D** eci s ion a l: determi n e wh at sh ou ld b e d o n e ab ou t th ose i s su e s th at w o r k e d

w e ll, thos e t h at nee d st r e n g t h e n in g , th e ne cess ar y ac t i o n s to fol l ow a n d who o u ght to champio n thos e a c t ivit i es .

Parti c ip ants were led thr o ugh a l o gi c a l p r oc e s s t o achi ev e a “ fir e manage me nt” m i n d se t to ass i st re ca ll of s i gn i f i ca nt e v e n ts f r om t h e f i r e seas on d u r i n g a n

i n tr od u c to ry s e ss ion , t o a ssis t i n es ta bl i s h i ng the f a c t s th at c o ul d be reli ed on and which could be used i n l a ter gr ou p di scussion. Par t ic ip an ts were then

vol u n t aril y spl i t in to 6 gr oup s to par t i c ip ate in d i scu ssi on s about key i s su es on t h e fo l l ow in g s i x to p i c s :

I n fo r m at ion f l ow t o th e co m m u n i t y; Co ord i n a ti o n w i t h ot he r a g e n ci e s ;

Pl ann i ng ;

Fir e gr ound comm and; Log i st ic s;

Co mm un i c at io ns.

P a r t ic i p an ts w e r e aske d to vo lu nt ar i l y no min a t e as a hos t to l e a d an d re co rd discu s si on s und er eac h m a j o r topic . Th e h o st r e m a i n ed wi th that topi c f o r all

discuss i ons a b out it and other pa rtic i p a n ts m o v e d bet w e e n dis c u ssi on gr ou ps , gen e r a ll y attend ing di sc u s si on s i n whic h th ey had m o st in ter e st i n the subj ect

a r ea . T h e to p i cs w e re d e l i ber a tel y n o t n a rr owly defin ed to en abl e parti c ip an ts to d e term i n e wh at i ssues th ey wished to di sc u s s i n each g r oup . Not all

p a rt ic i p a n ts at te n d e d d i sc uss i ons i n ea c h ma jo r to pi c, b u t ha d t h e o p po rt uni t y to h a v e i n p u t t o at le ast t h r e e ke y t o pi c ar e a s.

Th e task for eac h d i sc ussion g r oup was to i d en tif y and record i ssues th at

work ed we l l , i s su e s t h at r e qui r e d str e ng th e n ing , and wh er e ar eas of agr e e m en t o r d i sa g r e e m e nt ex is te d. Par t ic i p a n ts w e r e a l so as ke d t o i d e n t i fy , f o r thos e

matt er s th at r e qui r e som e c h an ge , wh at t h e d e si rabl e ou tc om e sh ould be and iden ti fy th e n e c e ssar y act i on t o impl em en t th at c h ang e . Th ey w e re al so ask e d to c o n s ider an appr op riate tim e li ne for w h en the actions ought to be

impl em ented and to all o cate a gener a l lev e l o f responsibility fo r implementa tio n

a t lo ca l, r e g i ona l o r st ate le ve l.

Ul tim a tely , each di scussi on gr oup devel o ped a sched u l e id entif ying the acti ons t h a t ma tte re d t h e most i.e . th e mos t i m portant, a n d the act i ons tha t o u ght to be i m pl em ented f i r s t, and in som e c a ses to iden ti fy a “ c h a mp ion” to en sur e

th at ac ti on s ar e ca rri ed f o r w ard .

Ea ch ke y pa rt o f t h e p r oc ess wer e c a p t u r ed b y no tes e i th er o n wa l l c h ar ts or

l a be l l e d not e pa pe r. Th e r e c o r d s o f ea ch deb r i e f w e re s u bs e q u e n t l y ty pe d in to a f o rma t ma tc h i ng t h e di sc uss i o n fo r m at and cop i es wer e di stri buted to each

par t i c ip an t. The ful l r e c o rd s fr om each of th e m a j o r debr ief s an d th e und erlyi ng

debr ief s ar e n o t i n cl u d ed as ap p e ndi c es t o thi s re vi ew si nc e muc h of th e

c o n t e n t re fe rs to mat t e r s t h at nee d to be ad o p t e d, rea f fi r m e d o r i n tro d uc e d at local or region al l e v e l. There i s opp o r t u n i t y to c o ll ate th e r e c o rd s f r om th e si x major d e br ief s in to a con s olid ated d o cu me nt , a l tho u gh it is import ant to e n sure th at each d e bri e f rec o rd r e tai n s i t s id en ti ty as m a ny in divid u a l , l o cal and

regi onal ac ti on s were rec o r d ed .

Th e valu e i n r e tai n in g eac h se parate debri e f rec o rd in it s ori g in al form at i s that i t se r v es as a r e a d y re f e r e n c e do cu me nt. Se ve ra l ins t a n c e s we re d i s c u sse d

duri ng th e ov er all pr oce s s wh er e indi vid ua l s indi c a ted that on e of th eir fir st reac ti on s on r e c o gn i s i n g the p o ten t i a l of 2 006 /07 after massive ligh t ni ng

ac tiv i ty on 1 D e c e mb er 20 06 was to l o c a te thei r r e c o rd s f r om 200 2/0 3 and

re fres h their me mo ry o n iss u es th a t ar o s e f r om t h at c a mp a i gn . T h e a d va nta g es o f us in g th is p r oc ess a r e :

* c o ns is te ncy betw ee n de bri e fs;
* abi lity to r a pi dly di sti l ev en ts d o wn to i m p o rtan t i ssues;
* c o ns ta nt r e qu i r e m e n t t o gro u n d di sc uss i ons a r ou n d fa ct ua l e v e n ts
* abi lity f o r all p a r t ici p an ts to c o n t rib u te equ a ll y and to deter m in e indiv i du al ly wh at th e k e y el em en t s we re fr om t h ei r p e r s p e c t iv e;
* no in hibi ti on on d i scu s si on top i c s ;
* abi lity to i d en tif y ar eas of c o n s ensu s;
* abi lity to d e fi ne th e m o st imp o r t an t a n d va lua b le o u t c om es.

T h e disa d v a n ta ge o f u s i n g t h is p r oc ess is t h a t wh i l e t h e r e is sco p e t o ra p i d l y iden ti fy key i s su es, the cru c i a l players (th e l o c a l I M T or IF AC m e mb er s) d o n’t

have th e opport uni ty to an aly s e th e ou tp uts as a gr oup, and th er e ar e qu e s t i on m a rks a b ou t w h e t h e r t h e y r e a l l y “o wn ” t h e o u t p ut, u n l ess th ey ha ve fu rt he r

inv o lv em en t in the pr ocess. I n thi s i n stanc e , member s f r om the region al d e br ief

team s h a v e been inc l u d ed in to work ing gr oup s to un d e rtake str a teg i c analy s i s

T h e co l l a t ed r e co r d s fr o m re g i o n a l d e br ie fs, f u nc ti ona l a n d s p e c ia li st de b r i e f s

and a s s o ci at ed pr ogr a m s wi ll f o rm a c r i t ic al pa rt o f t h e s t r a teg i c an aly s i s of th e 2006 /0 7 op er ation .

### Specialist, functional area and other debriefs

Most fu nc ti on al and spec ia l i s t a r e a s, i n c l ud in g in te rst a t e an d in ter n a t ion a l

depl oy ments conducted d e br iefs, as d i d r egio n al an d lo ca l ar ea s in add i t i o n t o th e si x m a j o r reg i on al deb r ief s . I n all , app r oxim ately 70 d e br ief rec o r d s

contribu ted to thi s th e rev i ew p r ocess. A ll d e bri e f rec o rds wer e el ec tr oni c all y

r e co rd e d i n m i nu te, s c h e du l e o r po rta b le do cu m e n t fo rm at e n a b lin g s e ar c h a n d e x t r ac t i on o f k e y iss u es . T h e deb r i e f re co rd s w i l l li kew i s e fo r m a ke y pa rt o f

th e str a teg i c an al y s i s th at will follow thi s r e view.

S o m e s p ec ia l i st a n d fun c tio n a l a r e a de b r ie fs u t il ise d a s i m i la r fo rm at as t h e major r e gi onal debri e fs an d we r e a s si st ed by t h e sa m e f a c ili t a t o r. Ot he r

debr ief s were c o n d uc ted without th e assi stan ce of a f a c ili tator , but in

ac c o rd an ce wi th s t and i ng p r o c e d ure s a n d were appr op riately rec o rded . In lin e wit h d e br ie f pr ot o c ol s ad op t e d b y DS E and CFA, many indiv i dual s compl e ted

a n d s u bm itt e d a “ Deb r ief i ng Rec o rd Pr of or ma ” i n whi c h th ey rec o rd ed ideas an d su gge s t i o n s f o r ad op t i on or i m pr ov em en t .

### Associated Improvement Programs

Th ree p r og ram s c o m p rising p a r t of th e rev i e w are describ e d b e l o w.

### Near Miss and Accident Investigation

Nea r M i ss a n d Ac c i den t in ves t i g a t io ns w e re jo in tl y c o n d u c te d o n a n u m b er o f inci dents f o ll owin g th e 2 002 /2 00 3 fir e season . G i v e n the exten t of fir e

su ppr essi on ac tivi ty d u rin g 2 005 /06 , th e Ch ief s of CF A and D S E f o rm ally

es ta b lis he d a jo i n t re vi e w p r oc ess to p r o vid e addi ti on al scr u ti ny t o n e ar mi ss a n d a c ci den t r e po rts. A nu m b e r o f n e ar -m iss in ci d e n t s an d a c c i den t s to f i r e

f i g ht i n g per s o n n e l w e r e re po rte d an d re co rd e d i n a ccor d wi th s t an d i n g procedures.

Th e p u rp ose was t o re vie w all r e por t ed i n ci den t s, id en tify any in c i den t s th at w a r r a n te d f u rt he r in ves t ig at ion , c o n d uc t s u c h in ves t iga t io ns a n d i d e n t i f y k e y

learn i ng s arising fr om th e r e v i ews an d f ur t he r in ves t i g a t io n a n d pr o v i d e a mo re compr e h e n s i v e rec o rd of these even ts

To und er take thi s pr ocess a small m a n a ge me nt g r ou p, c o m p r i si n g Ma na ge r: O p er at io ns P e r f o r manc e Im p r o v em e n t, CF A a n d Ass i stan t Ch ie f O f f i c e r :

O p er at io ns S u pp or t, D S E w a s est a b l ish e d. To ass i st th e m a na gem e nt pro c ess a n i n ves t ig at io n an d re po rt i n g team co m p r i s i n g a fo rm er se nio r o ffi c e r f r om ea ch

fire s e rvice was es ta blishe d.

A simi l a r p r ocess was ag ai n u n d e rtaken d u ring 200 6/07 .

Th e b e n e f i t s of n e ar mi ss or ac c i den t inv e stig at i o n em erg e wh en som e t h in g ch ang e s as a result of an in vesti g at i o n . Th ose c h ang e s may r e su lt fr om

impr ov ing engi neer ing contr o l s , e.g . manda t ory us e of safety boo t s and

hel m ets, tr ai ning oper ator s so th ey kn ow th e saf e and correct way to d o a task , and traini n g peop le to identify a dan g erou s si tu ati o n b e f o r e som e thi n g g o es

wr ong .

Key lesson s can on ly provid e b e havi our a l c h ange if th e l e sson s are

d i sse mi na te d. Mos t pe op le a r e na tu ra ll y c u riou s and want to kn ow the

c i r c u m sta n c e s o f pa rt ic u l a r e v e n ts – th ey wa nt to kn ow w h a t hap p e ne d and

wh ether a sy stemic , oper ati o n a l or pur e ly accid e n t al occu rrenc e contribu ted to t h e event. Above a ll else, t h e y wa nt to kn ow w h a t ke y l e sso ns em e r ge d f r om

t h e ev en t an d s u bse q ue nt in v e st ig at io n an d w h a t a c t i on has o c c u r r e d to add r e s s a n y sy st em ic is s u e s .

T h e r e is opp o rt un it y to use si g n if i c a n t in vest i g a t io ns as case st ud i e s an d publi s h th e resu lts in a “S af ety B u ll eti n ” or l ike docu ment th at i s r e gul a rly

p r od u c e d an d w i de l y av a ila b l e . I t i s c r i t i c a l t o ma in ta in co n f id en tia l it y an d no t

iden ti fy th e p e r s on nel inv o lv ed . Ev en ts m u st b e d e scr i bed in suffi cient detail to en su re th at read er s c a n appr ec iate the c h ain of events th at g a v e r i se to the

incident and any pro c edural, o p eratio na l or s y stemic changes that a r e

env i s aged . It i s r a re f o r an even t to be pu r e c h anc e or mi sf or tu n e . Equ a l ly i t i s of te n th e c a se t h at a sequ en ce of ev en t s lead s to th e inci de nt. C a r e fu l an al ysis

of e a c h ev en t sh ou ld iden ti fy th e c h ain of ev en ts and key c o n t r i buti ng factor s, without ap por t i o ning blame to any i n div i dual .

Re su lts s h ou l d be pe rio d ica l l y re le ase d i n t h e fo rm at o f a jo i n t l y ba d g e d an d a p pr opr i ate l y t i t l e d pu bl ic at io n. T h is a v e n ue o f us i n g “ c as e s t udies ” to

dissem i n a te k e y lessons reg a rdi n g safety i s rec o g n i s ed as an im p o r t an t

t e c h ni q u e to t r a n s f e r in fo r m at io n an d t o h i gh l i g h t r e le va nt messa ges . W h ils t it i s i m po rta n t to en su re t h at SO Ps a n d Sta n din g Or d e rs a r e up da ted an d re-

issued , the “c ase stud y” techn i qu e, where r e ader s c a n identify wi th real lif e

s i t u at io ns o f t e n car r i es a mo re p o w e r f ul mess ag e t h an a re la ti vel y s t e r i l e SO P.

### Real Time Performance Monitoring

Re al T i me P e rf or ma nce Mo n i to r i ng is a pr ogr a m de ve lop e d i n 2 0 0 1 / 02 t o : a ) mo n i to r t h e a c t i vi t i es o f In c i de nt Ma na ge me nt s t r u c t ur es to

* p r omo t e saf e ty t h rou g h o u t t h e f i r e s u p p r ess i o n ef fo rt
* prom ot e ef fec t iv e and eff i ci en t i n cid e n t manag e m e n t , and ;

1. pr om ote continuous i m pr ov emen t in in ci de nt ma nage me nt by
   * eff e c t iv el y measur ing op er ation a l per f orm a n c e duri ng i n cid e n t s, and
   * r e in fo r c i n g es ta bl is hed sta n dar d s a n d pe r f or m a n c e m e as u r es.

As a c o n s equenc e of thei r d e pl oy men t , m o ni torin g teams f o c u s on sy stem s,

structure and process. They do not a d dress issues of stra tegy o r ta ctics unless th ey i d enti fy sp eci fic saf e ty c o nc ern s . They sh ould n o t bec o m e inv o lv ed in

c a r r y in g out a n y i n c i de nt ma nage me nt fu n c t i o n ot he r t h a n i n ex ce ptio na l circ um stan ces.

Act i v a t i on of a P e rf or ma nc e M o n i t o ri ng T e am m a y occ u r at the r e qu est of eith er th e S t at e C o ordi n a t o r of th e c o nt rol age n cy or th e I n ci den t C o ntr o ll er of a l e v e l two or thr e e fi re. The team s oper ate in ac c o rd with f o r m al bu sin e ss r u l e s an d

as t h e y a r e in ess e nce co nduct i ng a real tim e a n al ys is o r au d i t o f c r it ic al fi r e s u ppress i on a n d ma na ge me nt ope r at io ns , experienced and q u ali fied per s onnel ar e m a nd at ory as t e am m e mb er s. Th ey mu st in ser t th eir t e am i n to t h e

op er ation i n suc h a f a sh ion as to never c o m p romi se th e abil ity of th e i n ci dent

management stru ctur e to c o nd u c t it s bu si n e s s and th e Incid e nt Contr o l l er has th e au th ori t y t o h o l d or ame n d monit o ring act i vit i es if the te am sa fe ty o r fire figh t in g eff e c t iv en ess is lik ely to be compr o mi sed .

RTP M team s r e p o r t an y i s su es of imm e di acy dir e c t ly to th e I M T b u t ultim a tely th ey f o rm ally r e p o r t to th e r e l e v a n t State C o ordi n a tor withi n set timel i n e s.

A n im po rt an t co m p o n e n t o f r e por t in g is to ass i gn a “r is k ra ti n g ” to fi n d in gs, compri sing an am alg a m of c o n s equenc e and lik eli h ood of an event occu rri ng

### Operations Analyses

O p er at io ns A n a l yses co m p r i se the in v e st i g at io n an d a n a l ysis o f s p e c if i c o p e r a t iona l matt ers bro u ght to t h e a tte ntio n o f the jo int Chiefs . Fo r t h e

matter s th at are in vestig ated , the anal y s i s team i s requir ed to d e term in e

wh et he r an y sy st em s, equi pm en t or tr ai nin g cont ribu t e d t o th e m a t t er u n de r r e v i ew. A fu r t h e r o b jec t iv e is t o id e n t i fy f r om wi th i n t h e mat t e r s in v e st i g at ed

a n y can d i d a t e sc ena r ios fo r mo re de ta il e d a n a lys is to p r o v i d e str a t e g i c l e ar n i ng o p po rt un it ies as pa rt o f jo i n t CFA / DSE pe r f o r man c e im p r o v e m en t pro g ra ms.

O p er at io ns A n a l yses m a y co mme n c e b e fore a n i n ci den t is co nt ro l l e d , b u t g e ne ra l l y co nt i n u e fo r so me t i me a f te rw ar ds r e vi ew in g d o cu me ntat io n an d interv iewi n g per s onn e l.

As i s th e c a se with p e rf or m a nc e moni torin g revi ews, th e op er ati o n s an aly s i s

tea m s must work in clos e co llaboratio n wi th IMTs in ci rcum st an ce s wh er e th e i n c i d e n t is n o t yet cont ro l l e d to en su re tha t t h e i r ac ti v i t i es do not n e gat i v e ly imp a c t on r e sp on s e or re co ve ry o p er a t i o n s .

### Appendix 3: Schedule of persons consulted

|  |  |
| --- | --- |
| **Or ganisat ion** | **Position occupied** |
| CFA | Chi e f O f f i c e r/D i r e ctor Op eratio ns D e pu ty C hi e f O ffi c e r s :  Ma na g e r Op era t i o na l Po lic y a n d Pla n ni ng ; Ma na g e r St a t e O p era t io n s ;  Eme r g e nc y Ma na g e m e nt . Op e r a t io n s Ma na g e r SEC C :  Man a ger R e se arc h an d E v alu a ti o n ;  Manage r Com m u n ity D e v e l o pm en t Proje ct Manag e r, IFMP P r oj ect; Ma na g e r E n v i ro n m e n t a l Ma na g e m e nt ;  Manage r O H & S ;  Op e r a t io n s Of fi c e r R e g io n 2 3 . |
| D e pa rt me nt o f H uma n S e r v ic es | Dir e ct o r Em erg e ncy Ma na g e m e nt Bra n c h ; Act i ng Ma na g e r Reco ve ry U n it ;  Op e r a t io n s Ma na g e r. |
| DSE | Chi e f O f f i c e r F i r e a n d Em erg e nc y Ma na g e me nt As si st a n t Ch ie f Of fic e r s :  St ra t e g y a n d Pa r t ner s hip s ; Op e r a t io n s Su p p o r t ;  Ma na g e r Pr ep a r e d ne s s ;  Man a ger Capabi l i ty S u ppo rt; Manage r ECC;  OH S Co o r d i na t o r ( R eg io na l) ; Proje ct O f f i c e r P l ann i ng;  Ma na g e r St ra t e g i c Pla n ni ng a n d R i s k D e p a rt m e nt a l Lia i so n – Wa t e r ; No rt h Alt o na Eq u ip m ent C e nt r e M a na g e m e nt T e a m :  Ma na g e r Eq uip m ent S e rv ic es  Bu si ne s s Ma na g e r –Wa r e h o u s e ; SA U/ S A D Ma na g e r:  Res p onse Su ppo r t Man a ger. |
| E m e r ge nc y S e r v ic es  Telec o mm u n ic ati o n s A u th ority | Ce nt re Ma na g e r. |
| Jo int CFA/DSE T e ams | Deb r i e f T e a m :  Dep u t y Ch ie f Of f i ce r, Ma na ger O p era t io n s P e rfo r ma nc e Improve m en t CF A;  M a n a ger Bu si ness Im p r ove m e n t DS E ;  Ma na g e r Co nt i n u o us I m p r o v e m e n t DSE  Pol i c y / P r oject Off i c e r F i r e Cod e I m ple m e n tati o n DS E.  Comm un it y I n fo r ma t ion F l ow:  Proje ct O f f i c e r C FA;  Project Off i c e r F i re Informat ion DSE.  N e ar Miss an d Acci d e n t I n ves ti g ati o n T e am ( 2 ). Re al T i m e P e r f or manc e Mo nitor i n g Te am ( 2 ).  O p erati o ns A n a l ys is T e am ( 2 ). N arrativ e Te am ( 4 ). |
| Offi ce of Emerg e n c y Ser vic es Com m i s si oner | De p u ty Comm i s si on er Pol i c y an d Plann i n g. |
| Park s Vi ctoria | Dep u ty G e n e ra l Manage r/D i r e cto r Fir e & E m e r g e n cy S e r v i ce s . |
| Vi ctor ia P o l i ce | State E m e r ge nc y Re spon s e Coo r d i nator. |
| Vi ct or ia S t at e Emer ge ncy S e rvi ce | Dir e ct or Op era t i o ns. |
| Vi ctor ia Bu sh fir e I nf o r m ati o n Li n e | Wend o u r e e Ma na g e m e nt T e a m ( 4 ) . |

**Appendix 4: External coordination with support agencies**

E x te rn a l C o o r d i na ti o n w i th su pp o r t age n ci e s ( exc l u d i ng ME C C )

**Victoria Police**

I n a d d i t i o n to t h e iss u es o f in te ra ct io ns between MECC S and the f i re ag enci es

discussed a b o v e in ( **E x te rn a l C o o r d i na ti o n b e twee n F i re a ge n ci e s a n d ME C C** ) V i c t o r i a Po li c e ra is ed iss ues w i t h t r a f fi c m a na ge me nt po i nts an d roa d c l os u r es .

Th er e i s a ne ed t o r e -eng ag e on th e i s su e of r o ad c l osure s and c o n t in ue t he di al ogu e to en sur e that th e fi re serv ic es, Polic e an d su pp ort ag enc ies un d e r s tand an d

impl em en t th e pr ovi s i o n s th at ap ply , and c o mmu nic a te th ose pr ov isi o n s t o t h e commu ni ty u s ing pr e-fire ed uc ati o n tool s.

Th e s e m a tt er s m a y n o t b e easy t o r e solv e and r e qu ir e con s id er at i o n at app r opr i at ely seni or levels between rep resen tativ e s of th e v a r i o u s a g e n ci es, a b le to ma ke b i n d in g agr e em en t s an d c o m m it me nt s on be h a lf of th eir age n cy . Th er e i s ne ed for a

stru ct ur ed proce ss t h at id en tif i e s th ose ar e a s wh er e t her e i s a l a ck of cl ari t y about procedures and t h e i r implementat i o n , followed b y ac ti on to resol v e the i s su es

iden ti fied .

T h is mat t er is fu rt he r d i s cu sse d i n F iregr ou nd C o m m a nd: N o n-c o mbatan ts.

### Victoria State Emergency Service

V i c to r i a Sta te Eme r gen c y Se r v ic e (V i c SE S) u n dertook m a n y in div id u al task ing s an d depl oy men t s du rin g the fir es, in clud ing 80 0+ v o l un t eer s wh o were i nv o l ved in 245 0 i n d i vi d u a l ass i gn me nts, a n d s t a f f wh o we re i n vo lv e d in mo re t h an 5 2 0 in d i vi d u a l

ass i gnments.

Vi cS ES v o l unteer s p r ovi d ed sup p or t f o r m o re th an 27 0 shif ts at firegr o u nd Stagi ng A r eas, in clu d i n g th e p r ov is io n of St ag i n g Ar ea Ma na ge rs to ma na ge so me S t a g in g

Areas. Staf f and volun t eer s und ertook more than 49 0 depl oy ments to Incid e nt C o ntr o l C e nt res, Mu n i ci pa l Em e r ge nc y C o o r di nat i on Ce n t r es (ME C Cs) a n d A g e n c y Coo r d i na ti on C e nt res a c ross t h e Nor t h East a n d East er n p a rts o f the Sta te, as we l l as at S tat e l ev e l

at t h e DS E ECC .

T h e a b ov e st at ist i cs re la te to f i re s u pp or t o n ly a n d do not rec o g n is e th e si g n i f i c a n t commi tm en t by v o lu nteer s and Unit m a n a g e men t (C on trol lers and Dep uties) in b o th planni ng for and p r ovi ding stand - by in thei r local ar eas to en su re th at c o v e r a ge of

t h e i r Vi c S ES co re res p o n se a c t i v i t i es s u ch as Roa d Resc u e we re m a in tai n e d w h i l e f i r e

duty tea m s we re abs e nt, a n d o u t o f area in many cases.

Vi cS ES id enti fied a n umb er of areas wh ere it i s willi n g and cap a ble of assi sting the fire a g encies . To a c hie v e this requires so me re- t h i nk in g a n d esta b lis h m e n t o f

par a meter s und er wh i ch Vi cS ES can pr ovid e sup p ort. Th i s would en tail th e

d e ve lo p m en t o f s ta n da r d op er at in g s y st ems and pr otocols b e tween the f i r e servi c es and S E S, and u n d o ub tedly some cr oss-tr ai ni ng and exerci ses.

Th e rev i e w pr oc e s s h a d n o t ed t h er e we re oc c a si on s wh er e ac cr edi ted fi ref i ght er s w er e used f o r task s th at could have b e en h a ndl ed by non-fi re f i ghter s and indicated ther e

sh ould be mor e ef fort to u s e non - fi ref i gh ter s f o r appr opri ate task s as earl y as

possib le at maj o r fir es. Th e Vi cS ES off e r m es h es we ll into t h ese o b se rvat ions. VicS ES note d th at it w o uld b e cri t ic al t o en su re th at per s onn e l we re n o t pl ac ed in to p o si ti on s

for whic h they are n o t tr ain e d or acc red ited.

Vi cS ES i s able to f ill many non f i re task s in supp or t of fir e c a mp aign s e.g . stagi n g ar ea m a n a gem e n t (as it did d u ri ng the c a m p ai gn) and is willi ng to con s ul t with th e

fire servi c es an d en ter into an ag reement or MoU reg a r d ing th e r o les th at Vic S ES c a n , and will fill , as a supp or t ag enc y .

### Victoria Department of Human Services

Th e Dep a rt men t of H u ma n S e r vic e ( D H S ) pr ovi d ed t h e prim ar y c o ord i n a t i on of r e co ve ry op e r at io ns. D H S d i scussed a num ber of pr od uctiv e ar eas to p u r s ue.

Abili ty to p a r t ic ip ate i n the S t r a tegi c Pl anni ng Un it cel l at DS E an d obtai n r e gul a r

briefing s on the state-wid e pi ctu r e was of hi g h val u e to DHS. DHS a c t i vat e d i t s ow n rec o v e r y ECC f o r th e fir st ti me and t h i s en abled ef fe ct i v e coordin a t i on at st at e and regi onal l e vel between D H S and th e fi re ag enc i es.

Th e av ail a bili ty of p o tenti a l fi re spr e ad and imp a c t maps to D H S assi sted in

iden ti fyi ng commu ni ti es an d p o tenti a l vi cti m s. Th i s en abled D H S to m a in tain a high er state o f rea d iness and alert in those a r ea s an d t o b e a b le to in sti t ut e re co ve r y

op er ations mor e rapidl y and eff e ctiv ely .

Th er e i s a ne ed p e r c e ived by D H S t o f o rm al ise tr an si ti on pl an nin g arr a ng em en t s f o r

tr an si ti on in g fr om respon se to r e cover y . Ear ly in v o lv em en t i s cru c i a l as D H S begi n s to have a fa ce a n d ca n gradua lly ass u me a mo re d o m i n a nt role as the reac ti on ch an ges

f r om res p on se to re cov e ry . T h e r e is g o o d op p o r t u n i t y t o use the D S E / CF A co mm u n i t y inf o rm ati o n pr oc ess to inj e c t r e c o ver y m e ssages early and to “i ntr o du c e ” D H S

per s on nel so b y the time rec o v e ry i s in f u ll swin g th er e i s n o n e ed f o r an “ e duc a ti on p r og ra m ” w i th c o m m u n i t i e s a b ou t t h e ro le t h a t DH S oc c u pi es. The r e is n o c l e a r cu t

t r a n s i t i o n p o in t f r o m r e s p o n se to re cov e ry a n d ma ny v i c t i ms ar e n o t i n t e rest e d i n rec o v e r y pr oc e s s u n t i l th ey re c o g n i s e th at t h ey n eed i t and ar e e n ti tl ed t o i t . The

ne ed t o pr ovi d e tr ai n e d an d ac c r edi t ed sta ff to ICC s, MECC S, IF A C Cs /RE CCs st re tc he d D H S ca pa bil i t y wh en th e r e was an ex pe cta t io n t h at reco ve r y wou l d ta ke o v e r f r o m

resp on se and r un to the sam e format.

At State level , DHS strongly sup p or ts th e c o ncept that at R e gio n al level, the Res p o n se a n d R e co very Co mmit te es sho u ld be re presen te d at each ot he rs me et ings, to achie v e n e cessa r y in te ra ct io n a n d m u t u al r e c o g n it ion of t h e ro les a n d ne ed s of ei th er p h ase o f o p e r a t i o ns. Th e I F M P m o de l is reg a rd e d b y D H S as a goo d m o d e l f o r a n in teg r ate d

rec o v e r y m o d e l

Foll owi n g the earl y c o mmenc em ent of the fi re season , it was r e c o gni s ed th at som e

landh o ld er s f a ced extrem ely c h allengin g si tuat i o n s reg a rd ing av ai lab ili ty of water for ess e n t ia l pu r p os es i n cl u d in g uses asso ci ate d w i t h r e s i de nt ia l pu r p os es, p e ts a n d th e heal th /pr o duc t ivi ty of liv estock , if their sup p lies wer e drawn up on f o r fir efi g hti n g .

Un de r n o r m al ci rc um stanc e s, w a t e r m a y b e u t il i s ed b y t h e fir e agen ci es fr om any

so u r ce . I f l i m it ed wate r s u p p l ies we r e ut i l i se d fo r f i r e fi g h ti n g , a p o li c y i n t r od u c e d in Nov e mb er 2006 , Water Rep l acem en t P o l i cy Guid elin es, pr ovid ed f o r rep l ac emen t of

ess e n t ia l su p p l ies du ri n g t h e 20 06 / 0 7 f i r e se ason. T h e g u i d e l in es se t o u t the re q u i r e d rec o r d in g, rep o r t in g and n o tifi c a ti on pr oc esses to en able rep l eni s h m ent. Wher e an y confli ct occ u rr ed , D H S became in vol v ed to c o n s i d er an d advi se on hu m a n or

agr i cu ltur al h a rd sh ip i s su es.

D H S i n d i cat e d tha t i n i t s vi ew, t h e p r ov is io ns w i t h in t h e Wa te r Rep l e n is h m e n t Po li c y work ed v e r y well .

### Appendix 5: The Way Forward

**Review of CFA and DSE Operational Performance 2006/07 Fire Season**

Error ! No topic specified.

Appendix 6 Glossar y of abb r evi a tions

|  |  |
| --- | --- |
| AC T | Au st ra li an Cap i t a l Ter r it or y |
| AFAC | Au stral a si an Fi re Au th ori t i e s C o u n cil |
| A I IM S | A u s t r a l i a n I n te ra ge ncy I n c i de nt Ma na ge men t S y st em |
| CFA | Country Fir e Authori t y |
| CSC | Custom er Supp or t C e ntre |
| D E CC | D i s t ri ct E m e r ge nc y Coo r di na tio n C e nt re |
| DHS | Dep a r t m e n t of Hu m a n Servi c es |
| DPI | Dep a r t m e n t of Pri m ar y Ind u stry |
| D S E | D e pa rt me nt o f S u st ain a bi l i t y and En v i r o n m e n t |
| ECC | Em erg e ncy Coor dinati on Centre (DSE) |
| FR V | Fir e Re ad y Vi ct or ia |
| IAP | Incid e n t Ac ti on Pl an |
| IC | Incid e nt C o ntr o ll er |
| ICC | Incid e nt C o ntr o l Centre |
| ICS | Incid e nt C o ntr o l Sy stem |
| IFAC (C ) | Integr ated Fir e Ag ency C o ordi nati on (C entr e) |
| IL U | Int e r s tat e /In t e r n a ti onal Li aison Uni t |
| IMS | Inf o rm ati o n Manag e m e nt Sy stem |
| IMT | In c i de nt Ma na ge me nt Tea m |
| IT | Inf o rm ati o n Technology |
| ME C C | M u n i ci pa l Em e r ge nc y C o o r di nat i on Ce n t r e |
| MER C | M u n i ci pa l Em e r ge nc y C o o r di nat i on Ce n t r e |
| MERO | Mu nic i p a l Emerg e n c y Resp on se Offi cer |
| MFB | Metr op olitan Fi re and Em erg e n c y Servi c es B o ard |
| M O U | Me mo ra n d um of U n d e rst a n d in g |
| NIIMS | Nati onal Inter a gency I n cid e nt Man a ge me nt S y s t e m ( N A m er. ) |
| NSW | New So ut h Wa les |
| NT | Nor t h e rn Terri tory |
| NZ | New Zealand |
| OESC | Offi ce of th e Em erg e n c y S e r vic es Commi ssi o ner |
| OH&S | Occ u p a tion al Health and S a f e ty |
| PFF | Pr oj ec t F i r e fig ht er |
| Qld | Queen s lan d |
| RECC | Regi onal Emerg e ncy Coord i nati on C e ntre |
| RT PM | Real T i me Perf or ma nce Mo n i to r i ng |
| SA | Stagi n g Ar ea |
| SAD | State Air D e sk |
| S A U | S t at e A i rc ra ft U n i t |
| SECC | State Emer gency C o or dination C e ntr e (CFA) |
| SEWS | State Emer gen c y War n ing Sig n al |
| SOP | Stan dard O p er ating Pr oc ed ure ( s) |
| SP U | Str a tegic P l anni ng Un i t |
| TO R | Term s of r e ferenc e |
| USA | Un ited States of Am eri c a |
| VBI | Vi ctor ian B u shfi re Inq u iry |
| VBI L | Vi ct or ia n B u s h fi re Inf o rm a t i o n Li ne |
| V F BV | Vo luntee r Fire Briga d es V i cto r ia |
| Vi cS ES | Vi ctor ian S t ate Em erg e nc y Ser vic e |
| WA | W e st ern A u s t r a li a |