



FIRE SERVICES REVIEW: CFA Submission

August 2015



FIRE SERVICES REVIEW SUBMISSION



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Glossary

Acronym	Meaning
BNHCRC	Bushfire and Natural Hazards Cooperative Research Centre
BOSP	Brigade Operations Skills Program
CBD	Central Business District
CBR	Chemical Biological Radiological
CEO	Chief Executive Officer
CFA	Country Fire Authority
CFA Members	CFA's volunteers, firefighters and other staff
DELWP	Department of Environment, Land, Water and Planning
DFES	Department of Fire and Emergency Services (Western Australia)
DJR	Department of Justice and Regulation
DPC	District Planning Committee
DTF	Department of Treasury and Finance
EBA	Enterprise Bargaining Agreement
EM	Emergency Management
EMC	Emergency Management Commissioner
EMR	Emergency Medical Response
EMV	Emergency Management Victoria
ESO	Emergency Service Organisation
ESTA	Emergency Services Telecommunications Authority
F&EM	Fire and Emergency Management
FIRS	Fire and Incident Reporting System
FSC	Fire Services Commissioner
GARS	Greater Area Response System
HS&E	Health Safety and Environment
ICT	Information and Communications Technology
IMT	Incident Management Team
LGA	Local Government Area
LMS	Learning management system
MFB	Metropolitan Fire and Emergency Services Board
MFD	Metropolitan Fire District
NATO	The North Atlantic Treaty Organization
OH&S	Occupational Health and Safety
OSOM	One Source, One Message
POiSTED	People, Organisation, information, Support, Training, Equipment And Doctrine
PPC	Personal Protective Clothing
PPC&E	Personal Protective Clothing and Equipment
PPE	Personal Protective Equipment
PPRR	Prevention, Preparedness, Response And Recovery
PSTP	Public Safety Training Package
Review	The Fire Services Review
RMIT	RMIT University
RRDS	Regional Radio Despatch Service
RTO	Registered Training Organisation
SAP	Strategic Action Plan
SCRC	State Crisis and Resilience Council



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Acronym	Meaning
SES	Victoria State Emergency Service
TFS	Tasmanian Fire Service
ToR	Term of Reference
USAR	Urban Search and Rescue
VAGO	Victorian Auditor-General's Office
VBRC	Victorian Bushfires Royal Commission
VEMTC	Victorian Emergency Management Training Centre
VESEP	Volunteer Emergency Services Equipment Program
VFBV	Volunteer Fire Brigades Victoria



Fire Services Review: CFA Submission

Executive Summary

This submission from the Country Fire Authority (CFA) is in response to the Terms of Reference (ToRs) for the 2015 Fires Services Review (the Review), announced by the Honourable Jane Garrett, Minister for Emergency Services on 29 June 2015. The focus of the Review is primarily about the resourcing, operations, management and culture of the State's two principal fire services – CFA and the Metropolitan Fire and Emergency Services Board (MFB).

The CFA mission is to protect lives and property. To achieve this, CFA delivers a range of prevention, preparedness, response and recovery programs and services to communities. CFA's intent is that communities are thereby empowered to achieve better outcomes before, during and after emergencies, and, in so doing, build community resilience and self-reliance.

We recognise that CFA volunteers are, first and foremost, members of local communities. They do not necessarily join the corporate entity that is CFA, particularly in rural communities. However, they all seek to be involved in, and make a contribution to their community, primarily out of a sense of civic duty. CFA provides one of many avenues to do that.

CFA proposes that the most significant mechanism to provide support to all volunteers are the systematic and energetic implementation of the Service Delivery Strategy, adherence to the Volunteer Charter and the immediate roll out of the Volunteerism Strategy.

In this context, all CFA paid employees, including career firefighters, district, regional and headquarters staff, are ultimately employed to empower and support volunteers in communities across the state. This philosophy stands as a significant point of difference between CFA and other agencies in the emergency management sector that deliver services directly to communities in a more transactional manner.

CFA recognises that effective volunteer management is neither easy nor cheap. It is however, a cost-effective foundation for delivery of public value. CFA also recognises that attracting and retaining volunteers is challenging, largely because volunteering involves freedom of choice. People who feel empowered, rewarded and appreciated in their role are more likely to contribute and continue to do so. Implementing comprehensive and successful volunteer programs requires time, commitment and skilled personnel, as well as a clear understanding of why people volunteer and how they are best supported.

Successful volunteer engagement requires a nuanced, targeted and sophisticated approach. The fundamental strategy of prevention and preparedness as a mechanism to reduce response pressures provides the basis for CFA's approach to core capability management. Core capability management in turn, underpins CFA's approach to volunteer engagement.

CFA's submission addresses the ToRs for the Review based upon this philosophical viewpoint.

Discussion of the Terms of Reference

The over-arching theme running through CFA's response to the ToRs for the Review is that CFA's governance, management and doctrine are geared to deliver value to Victorian communities. It does



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this through effective emergency response and by embedding skills in communities that build resilience and enable communities to respond effectively to emergencies.

- (a) An assessment of the resourcing requirements necessary to ensure Victoria is appropriately equipped and fire ready

A key basis for resourcing must be economic and social sustainability. For this reason, the volunteer workforce model is critical to ensuring Victoria is appropriately equipped and fire ready. In areas of high demand, integrated fire stations are valuable for supporting volunteers. In these circumstances integrated stations are cost effective and, using CFA's Service Delivery Strategy, they support the resilience that CFA seeks to create and sustain.

- (b) How CFA and MFB staff can be best supported in protecting communities, taking into consideration operational needs, as well as Occupational Health and Safety best practice and best training methods

CFA employs staff to empower and support communities to protect themselves wherever this is practical. This is a key point of difference between why, and how, CFA employs staff and the reasons other emergency management agencies do the same. There are commonalities in our operational training needs and occupational health and safety (OH&S) practices, but there are also significant differences. These differences arise from CFA's need to empower and support communities in preference to just delivering services to them.

- (c) The interoperability between the CFA and MFB

Interoperability is defined as the ability for agencies to act together coherently, effectively and efficiently to achieve outcomes. It does not require uniformity in processes, systems and equipment. Interoperability is important to communities as it can facilitate seamless and efficient support. If it is accepted that the volunteer model must remain sustainable, then it must also be accepted that the principle of interoperability must be applied in ways that support, and do not erode, community resilience, and thus the volunteer model, and the consequential increase in the efficiency and effectiveness overall of the State's emergency management capability.

- (d) The interoperability across fire agencies responsible for preventing and suppressing all types of fire in Victoria, whether on public or private land

As identified above, CFA acknowledges the strategic imperative of preventing and preparing in preference to responding and recovering. Accordingly, CFA brigades support DELWP to meet vegetation management targets on public land.

- (e) CFA and MFB management structures and management work practices

CFA's management structures and practices are all, directly or indirectly focused on the provision of effective and efficient support to volunteers. Again, points of difference as to the design criteria for management structures and practices will manifest between agencies because of the fundamentally different requirements arising from the need at the frontline to effectively empower and support brigade management teams.

- (f) Enhancing workplace culture, including fostering greater respect and cooperation between management and its workforce, as well as enhancing workplace innovation and diversity



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Whilst CFA has made progress in the diversification of its workforce, there remain a number of significant constraints to further progress that must be effectively removed before the desired future can be reached. Some of these constraints are cultural and some take the form of deeply embedded and institutionalised practices and policies. CFA continues to discuss and aspire to a future workplace that is attractive to a far more diverse workforce than is currently the case. This is a challenging space that requires internal frictions to be identified and resolved. CFA values and the associated behaviours are key enablers for the creation and maintenance inclusive workplace culture.

Encouragingly in many CFA volunteer brigades, innovation and inclusion, and as a consequence, diversity, are already well established community norms.

(g) Options for the establishment of a Career Firefighters Registration Board

The concept of a career firefighter registration board has the potential to underpin the diversification of the CFA workforce. Concepts such as the mobility and universal recognition of qualifications and competencies offer great flexibility and opportunity for both individuals and the sector. However, if such a board were to come under the effective control of interest groups, there is potential for such an institution to hamstring CFA's efforts to manage organisational culture and to fetter the statutory powers and authority of the Chief Officer. One of the direct impacts of this scenario might be a loss of opportunity to improve diversity.

(h) The best mechanism to provide support for volunteer fire Brigades and to ensure their viability in providing emergency services

The most significant mechanisms to provide support to all volunteers are the systematic and energetic implementation of the Service Delivery Strategy, adherence to the Volunteer Charter and the immediate roll out of the Volunteerism Strategy. The Service Delivery Strategy is founded on recognition that contemporary emergency management requires investment in prevention and preparedness capability in order to reduce the inexorable pressures and demand for response capability. In this foundation strategy lies the key to long-term sustainability of our volunteer workforce. CFA's Volunteerism Strategy is an important adjunct to the Service Delivery Strategy and underpins both the word and the spirit of the Volunteer Charter to consult, maintain, encourage and strengthen volunteers in Victoria.

Future Directions

Victoria's emergency management sector has changed remarkably over the years since the Black Saturday bushfires in 2009. From a highly segmented emergency services sector, a collaborative and well-integrated emergency management sector is emerging. Emergency management is now more broadly focussed, encompassing responsibility for community engagement and strengthening community resilience as well as a focus on upskilling incident response and command and control.

CFA, as a volunteer-based organisation, is intrinsically well placed to provide sector leadership in community engagement and support because its members are of and from the communities they are committed to protect. CFA's resourcing, operations, management and culture are geared to this model especially now as it moves toward the all hazards, all agencies ethos, which now underpins emergency management in Victoria.



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1. The scope of the Fire Services Review

This submission has been prepared by the Country Fire Authority (CFA) in response to the Terms of Reference (ToRs) for the 2015 Fires Services Review (the Review), announced by the Honourable Jane Garrett, Minister for Emergency Services on 29 June 2015. The instrument establishing the Review is included as Attachment 1, which includes the ToRs for the Review.

Purpose of the Review

CFA has found it challenging to best focus its submission to the Review. Historically Reviews have been established as a result of some significant event or to address a serious identified issue or issues. CFA is not aware of any such drivers for this Review. Consequently CFA has reviewed the ToRs to identify key themes and possible outcomes of the Review.

Observations about the ToR, reporting date and conduct of the Review are as follows:

- the focus of the Review is the operations and management of the State's two primary fire services rather than having a broader focus on emergency management
- consequently, it appears that the Review will not necessarily consider issues around moving to an all-hazards all-agencies approach across the sector
- while the ambit of the Review is CFA and the Metropolitan Fire and Emergency Services Board (MFB), the fourth term of reference on interoperability expands to include the fire prevention and suppression activities of the Department of Environment, Land, Water and Planning (DELWP)
- ToR (g) refers to the establishment of a new entity which has meant CFA has, by necessity, made assumptions about its role and purpose
- CFA notes that two of the ToRs in relation to interoperability, and workforce culture and workplace innovation complement key commitments and priorities in the Victorian Emergency Management Strategic Action Plan 2015 - 2018
- the Review was commissioned on 29 June 2015 with a completion date of 30 September 2015 and written submissions are to be made to the Review by 31 August 2015
- key stakeholders are identified as four public sector entities, four unions and the Volunteer Fire Brigades Victoria (VFBV).

It is CFA's understanding that the ToRs are confined and do not go to broader structural and governance issues. CFA notes the Minister's statement on 19 August 2015 that the Review is not about establishing a single fire service nor is it about changing the Metropolitan Fire District (MFD) boundary. Similarly, issues surrounding Victoria's adoption of presumptive legislation related to firefighter health are not part of the Terms of Reference. Should the Review seek to consider any or all of these matters, CFA expects it would be given the opportunity to provide supplementary material.

CFA's submission

CFA has found the tight timelines have compromised its capacity to consult widely across the organisation, to hold conversations and to gain the views of our members on the Review which compromises our capacity to comprehensively reflect the statutory requirements of the Volunteer



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Charter that Government and the Authority consult with members on matters likely to affect them. CFA has sought views via email of members and the CEO and members of the ELT have held video-conferences inviting views. The feedback gained has helped shape our submission.

Given this analysis of the Review, CFA makes the following general contextual comments.

- CFA is more than just a fire service. It is one of the world's largest volunteer-based emergency service organisations with legislated responsibilities for the prevention and suppression of fires and other emergencies across the State.
- CFA does more than just respond to fires and emergencies. It draws its members from community and it is these members who work with communities to build community resilience to fires and other emergencies. This involves members working with local communities before, during and after an emergency. It involves such activities as community education and emergency planning, providing advice on land use planning, participating in planned burning, dealing with a range of response situations, providing advice to communities during an emergency and providing support for recovery operations after an emergency.
- CFA provides a surge capacity that enables the State to allocate large numbers of strike teams to assist in emergencies across the State during severe emergencies. The bulk of this surge capacity is sourced from the peri-urban regions of metropolitan Melbourne.
- CFA provides a highly effective public value proposition. Volunteers give their time freely (one estimate is that their economic benefit is around \$900 million pa), they are from and of communities and so are able to more effectively educate, influence, assist and control emergency related activities in their communities.
- CFA is an effective partner in the evolving emergency management environment and seeks to take a leadership role in bushfire and related areas in which it has a depth of expertise.
- CFA continually reviews its operational capability, organisational arrangements, systems and processes to ensure it has agility to meet changing needs, changing Government priorities and remains efficient.

To give context to our submission to the Review on each ToR, CFA is proposing to examine each matter to achieve the following outcomes:

- to reflect the Government's strategic directions for emergency management in the State as defined in the Victorian Emergency Management Strategic Action Plan 2015 – 2018
- to reflect the Government's policies and priorities for emergency management
- to make a commitment to continual improvement of the State's emergency services with a particular focus on achieving improved service delivery and identifying potential efficiencies with emergency management partners and especially between CFA and MFB.

CFA sees the Review as offering the opportunity to explore improvements to the current fire and emergency management arrangements but also to canvass future possibilities in this most critical area of Government responsibility.



2. CFA Overview

CFA

A volunteer and community based fire and emergency service organisation

CFA's Vision

To work together with communities to keep Victorians safe from fire and other emergencies

CFA's Mission

To protect lives and property

Long Term Outcomes

Reduce the incidence and impact of fire emergencies on the community of Victoria

Reduce the impact of non-fire emergencies on the community of Victoria

Be a highly trusted and respected fire and emergency service

Increase community resilience to fire and non-fire emergencies in Victoria

History and enabling legislation

CFA commenced operations on 2 April 1945. Its establishment followed a Royal Commission into the 1939 Black Friday fires that recommended a single firefighting authority for country Victoria, bringing together the Bush Fire Brigades, Country Fire Brigades and Forest Commission. The first Volunteer Fire Brigades were established in Geelong, Castlemaine and Sandhurst (now Bendigo) in the 1850s.

CFA's enabling legislation is the Country Fire Authority Act 1958 (the CFA Act), which recognises that CFA is a volunteer based organisation. CFA recognises that the dedication and commitment of volunteers is extended by the dedication and commitment of its career firefighters and support staff. Volunteers are supported by career firefighters and support staff in the delivery of a range of fire and emergency services across country Victoria, first and foremost to their own communities. In accordance with the Country Fire Authority Amendment (Volunteer Charter) Act 2011 CFA must, in performing its functions, have regard to the commitment and principles set out in the Volunteer Charter (refer Attachment 2) requiring CFA to encourage, maintain and strengthen the capacity of volunteers.

The other legislation that shapes the organisation and operational requirements for CFA are as follows.

Building Act 1993

Emergency Management Act 2013

Financial Management Act 1994

Freedom of Information Act 1982

Privacy and Data Collection Act 2015

Planning and Environment Act 1987

Protective Disclosure Act 2012

Workplace Health and Safety Act 2011



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Victoria's emergency management arrangements

CFA is one of four state emergency service organisations (ESOs). MFB is responsible for responding to fire and emergencies within the Metropolitan Fire District (MFD), while the Department of Environment, Land, Water and Planning (DELWP) is responsible for fire prevention and suppression on public lands. The Victorian State Emergency Service (SES) responds to emergencies across the State.

The policy environment in which Victoria's emergency services operate has changed significantly over the last fifteen years as the outcomes of major fire events have led to examination and re-configuration of the way in which fire services are managed and delivered. The following set of documents has been particularly influential on CFA operations, governance and priorities:

1. 2009 Victorian Bushfires Royal Commission (VBRC) Final Report (2010)
2. Inquiry into the Effect of Arrangements made by CFA on its Volunteers (Jones Report - 2011)
3. Reform of Emergency Management Arrangements – the Green Paper (2011) and White Paper (2012) and subsequent fire and emergency management Strategic Action Plans (2013-15)
4. Victorian Auditor-General's Office report Managing Emergency Services Volunteers (2014)

As is evident in these documents, there is a range of community and government expectations to which CFA must respond. The following factors are the most significant in shaping the current service delivery environment in which CFA operates.

- Building capacity and capability, within and across ESOs. Recently there has been an increased focus on improving both capacity and capability.
- Building community resilience and safety is regarded as one of the cornerstones for minimising the impact of fire on Victorian communities. This factor has led to increasing emphasis on fire readiness for both CFA and the community.
- Establishing clear and effective response and control arrangements. Improvements to incident management and control have been a particular focus.
- Performance monitoring, assurance and continuous improvement. There is a culture of continuous review and improvement with a view to driving more effective response, as well as committing to adopting improved performance measurement regimes.
- Regional and Municipal level control arrangements are being strengthened through ESOs and municipal councils.
- State level control arrangements for major emergencies have been strengthened with the establishment of EMV and the responsibilities of the EMC.
- Strengthening emergency management interoperability and more integrated arrangements with greater emphasis on the capability of ESOs to effectively work together.
- Strengthening emergency management planning processes. Whole of state collaboration also drives the continuous review and improvement of planning processes.

Following the 2009 Victorian Bushfires Royal Commission (VBRC) new overarching governance arrangements were established which today centre on Emergency Management Victoria (EMV) and the Emergency Management Commissioner (EMC) with responsibilities for providing leadership in major emergencies and for building a more collaborative, integrated and interoperable emergency management sector.



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Today CFA workforce comprises more than 55,000 volunteers, around 1200 service delivery staff and around 800 support staff, many of whom contribute to incident management through operational support roles. CFA’s operations are managed from its Headquarters in Burwood and 1,219 Brigades within 21 Districts and 5 Regions across Victoria. CFA routinely operates on the external boundaries of MFB operational areas in the MFD in accordance with agreed responsibilities for response to fires and emergencies.

In 2014, Victoria’s almost 5.9 million population was serviced by the fire services in the following way.

- 2.8 million in CFA’s Regions
- 2.0 million inside the MFD, serviced by MFB
- 1.1 million in municipalities where MFB and CFA share responsibility for emergency response.

Brigades attended 40,557 fire and emergency events in 2014 -15 (a summary of event types is as Attachment 3).

CFA governance and financial management

CFA is governed by a 9 member Board appointed by Governor-in-Council, which is responsible to the Minister for Emergency Services. CFA’s Executive Leadership Team (ELT) is comprised of its CEO, Chief Officer and Executive Directors. The Board and ELT bring a mix of managerial, technical, financial and operational experience to lead CFA in best practice emergency management. Further information about CFA governance and management is addressed below at ToR (e).

As of June 2015, CFA received \$488m in funding from the Government (see Figure 1). CFA holds assets with an indicative replacement value of \$2.3 billion at current prices. Figure 1 shows CFA’s annual funding from the Fire Services Levy (2009-10 to 2012-13) and the Fire Services Property Levy (2013-14 onwards). The non-base funding includes capital funding.

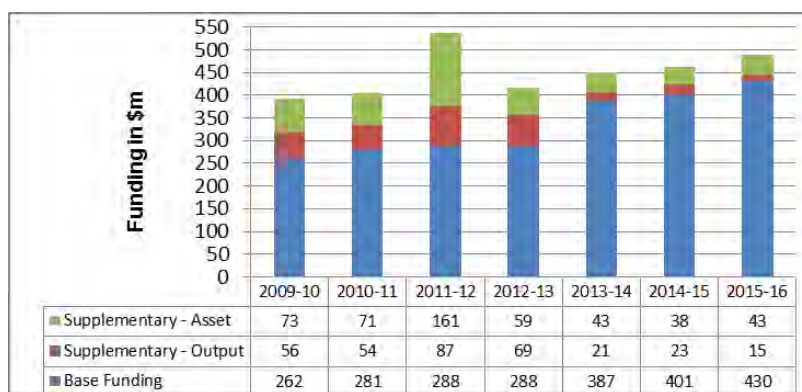


Figure 1: CFA Funding Profile

CFA has not been subject to annual government-wide efficiency led savings in the past. However in 2012-13 CFA was required to make a saving of \$41 million. Additionally, there have been requirements of CFA to reprioritise funding (rather than being allocated additional funding) in support of Government approved new initiatives.



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CFA has absorbed unfunded costs in relation to such matters as:

- the ongoing costs of enhanced community preparedness
- state-wide network of incident control centre operating costs
- revised command and control initiatives
- Enterprise Bargaining Agreement (EBA) 2010 settlement.

CFA services

CFA services have evolved over many decades and today reflect both a broad range of statutory responsibilities (refer Table 1) but also a number of local initiatives aimed at improving community readiness and safety or in supporting other ESOs. Not every Brigade delivers every statutory service.

Table 1: CFA statutory responsibilities and services, and source of authorisation

Service	Enabling legislation or authority
BEFORE	
Vegetation management	S14 CFA Act
Strategic land use planning	S14 CFA Act
Planned burning	S42 CFA Act
Dangerous Goods advice and regulation	S29(d) CFA Act
Risk intelligence	S14 CFA Act, EM Act 1986 & 2013
Emergency management planning (Municipal, Region, State)	S14 CFA Act, S51 CFA Act, EM Act 1986 & 2013
Community education and preparedness	S14 CFA Act, VBRC, Interim SAP
Fire Management Planning	S51 CFA Act
Fire Equipment Maintenance	Nil
DURING	
Bushfire	S14 CFA Act
Structural (fire)	S14 CFA Act
Hazmat	S20A CFA Act
Emergency Medical Response (EMR)	S20A CFA Act
Road Rescue	S20A CFA Act, EM Act 1986 & 2013
Trench and tunnel rescue	S20A CFA Act, EM Act 1986 & 2013
Mine rescue	S20A CFA Act, EM Act 1986 & 2013
Confined space rescue	S20A CFA Act, EM Act 1986 & 2013
Urban Search and Rescue (USAR)	S20A CFA Act, EM Act 1986 & 2013
High angle and rope rescue	S20A CFA Act, EM Act 1986 & 2013
Marine response	S20A CFA Act, EM Act 1986 & 2013
Flood support	EM Act 1986 & 2013, S20AAA CFA Act
Chemical Biological Radiological (CBR)	S20A CFA Act, EM Act 1986 & 2013 National Counter Terrorism Plan
Sirens for community warnings	S50B CFA Act
Community briefings/meetings	S50B CFA Act
Community alerting (OSOM, telephone alerts, SEWS, social media)	S50B CFA Act
Local command and control	S14 CFA Act
Provide incident management for class 1 & 2 emergencies	S20AAA CFA Act



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Service	Enabling legislation or authority
Provide incident management assistance for class 1 & 2 emergencies	S20AAA CFA Act
Media services	S14 CFA Act, S50B CFA Act
AFTER	
Support for recovery operations	S20AAA CFA Act
Fire investigation	S98 CFA Act

Source: CFA Service Delivery Strategy

The work of brigades with other ESOs and municipalities has, over the last 10 years, seen Governments move to formalise these types of arrangements under the banner of all-hazards all-agencies approach to emergency management. This approach has been consolidated in the White Paper on Victorian Emergency Management Reform and Victorian Emergency Management Strategic Action Plan 2015-18.

Volunteer Brigades recruit from their local community and volunteers can undertake operational or non-operational roles. Tasks performed by volunteers in their brigade include responding to fires and emergencies, community education, brigade administration, finance, training, people management, maintenance, catering, communications, and peer support.

External change drivers

Emergency management agencies in Victoria need to cope with significant social, demographic, economic and environmental change. Their significance will vary from community to community but will demand new and different responses by CFA and emergency management partners. Overall demand is increasing, as can be seen from the growth in the number of turnouts between 2000 and 2012 in Table 2.

Table 2: Growth in CFA service requests, 2000 to 2012

Year	All CFA				Regional Victoria			
	Fire	Non-fire	Incidents	Turnouts	Fire	Non-fire	Incidents	Turnouts
FY 2000	11,600	20,030	31,630	52,436	6,028	8,154	14,182	23,753
FY 2012	13,490	25,282	38,772	70,909	6,500	9,587	16,087	30,399
Change	+16%	+26%	+23%	+35%	+8%	+18%	+13%	+28%

Looking forward, some communities will have to deal with more frequent and longer campaign fires and/or more extensive flooding, growing service demand from population growth around outer Melbourne and larger provincial cities. On the other hand, some rural communities will shrink following farm amalgamations and the mix of service requirements will change as a result. An excellent summary of emerging challenges is detailed in the Victorian Emergency Management Strategic Action Plan 2015-18.



3. Responses to the Terms of Reference

This section of the submission provides CFA's responses to the individual Terms of Reference.

(a) An assessment of the resourcing requirements necessary to ensure Victoria is appropriately equipped and fire ready

CFA's understanding of ToR (a) is that the Review is seeking information about the resourcing requirements that CFA judges are necessary to be ready to respond to fires in its area of responsibility.

In responding on the question of resourcing requirements, CFA first makes a number of important observations:

- CFA is more than a fire response agency. CFA delivers a range of prevention, preparedness and response programs and services to ensure the fire readiness of communities
- the statutory responsibilities of CFA extend well beyond fire events
- the CFA model has and continues to be one where all CFA staff are employed to support volunteers in communities across the State.

CFA has identified the following resource drivers:

- CFA's current resource configuration
- the Chief Officer's capability framework for resourcing
- performance against performance targets
- volunteer resources
- surge capacity
- assets and infrastructure.

Current resources

A key basis for resourcing must be economic and social sustainability. For this reason, the volunteer workforce model is critical to ensuring Victoria is appropriately equipped and fire ready and offers a public value proposition that is not just effective but is also efficient. In areas of high demand, integrated fire stations are valuable for supporting volunteers. In these circumstances integrated stations are cost effective and, using CFA's Service Delivery Strategy, they support the resilience that CFA seeks to create and sustain.

CFA's resources profile is set out in Figure 2 which shows that, as at 30 June 2015, 57,311 volunteers operated through 1,219 Brigades supported by 1,907 staff. During 2014-15 CFA responded to 40,557 incidents that ranged from hazardous material events to major structural fires. In 2014-15 there were 17 major events involving structural fires (4 events), grass and scrub fires (12 events) and hazardous materials (1 event).



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Services in 2014-15		Brigades		Vehicles	
Total incidents	40,557	CFA brigades	1,180	Pumper tankers	50
Total brigade turnouts	82,880	Forestry industry brigades	22	Pumpers	261
Total Fire Ready Victoria meetings/workshops	994	Coast guard brigades	17	Tankers	1,868
Number of Property Advice Visit Service home visits	2,156	Total	1,219	Field operations vehicles	14
Community Fireguard sessions	441	Buildings		Rescue vehicles	30
School and youth program sessions	1,164	Fire stations	1,224	Aerial firefighting vehicles	12
CFA members		Headquarters and offices	38	Hazmat vehicles	13
Volunteers: operational	35,367	Training grounds	8		
support ¹	21,944	Mechanical workshops	13		
Total volunteers²	57,311	Communications workshop	1		
Staff: operational	972	State Logistics Centre	1		
support	935	Protective equipment centre	1		
Total staff	1,907	Residences	22		

¹ Including Junior members
² 928 volunteers are also CFA staff members

Figure 2: CFA resources profile as at 30 June 2015
 Source: CFA systems data

CFA’s Business Model (described in detail in response to ToR (e)) provides the driving business framework for the way CFA undertakes its statutory responsibilities. Having regard to external and internal change pressures and legislative responsibilities, CFA maintains a comprehensive strategic planning process to plot the future directions, which underpin capability design and drive service delivery priorities, and the measurement of performance closes the business cycle.

The capability component of the business model relates to the mix of People, Organisation, information, Support, Training, Equipment and Doctrine (POiSTED) resources which are determined annually in terms of budgetary allocations and seen as necessary to sustain the volunteer model.

Hence key resourcing decisions are driven by the application of CFA’s business model, the key component of which revolves around understanding CFA capability, identifying gaps and identifying new or changed requirements.

Service Delivery Strategy – The Chief Officer’s Identification of Service Needs

The Chief Officer is the equivalent to the chief operating officer of a large organisation. The Chief Officer is responsible for the leadership, performance and command on the Fire and Emergency Management (F&EM) Directorate and the achievement of critical statutory responsibilities in terms of the control of brigades, control of incidents and issuing warnings. In major fire events, the Chief Officer can assume the role of State Response Controller. The F&EM Directorate is the service delivery arm of the organisation and hence the largest Directorate and encompasses both operational preparedness and response as well as community preparedness.

The Chief Officer strongly influences the direction of the organisation and the activities of other support Directorates primarily through the Service Delivery Strategy. In 2012, the Chief Officer revised CFA’s Service Delivery Model. The model (Figure 3) illustrates the relationship between the authorising environment, CFA’s core functions, capability requirements (incorporating POiSTED) and the systems used to deliver our services across the emergency management spectrum of prevention, preparedness response and recovery.



CFA Service Delivery Model

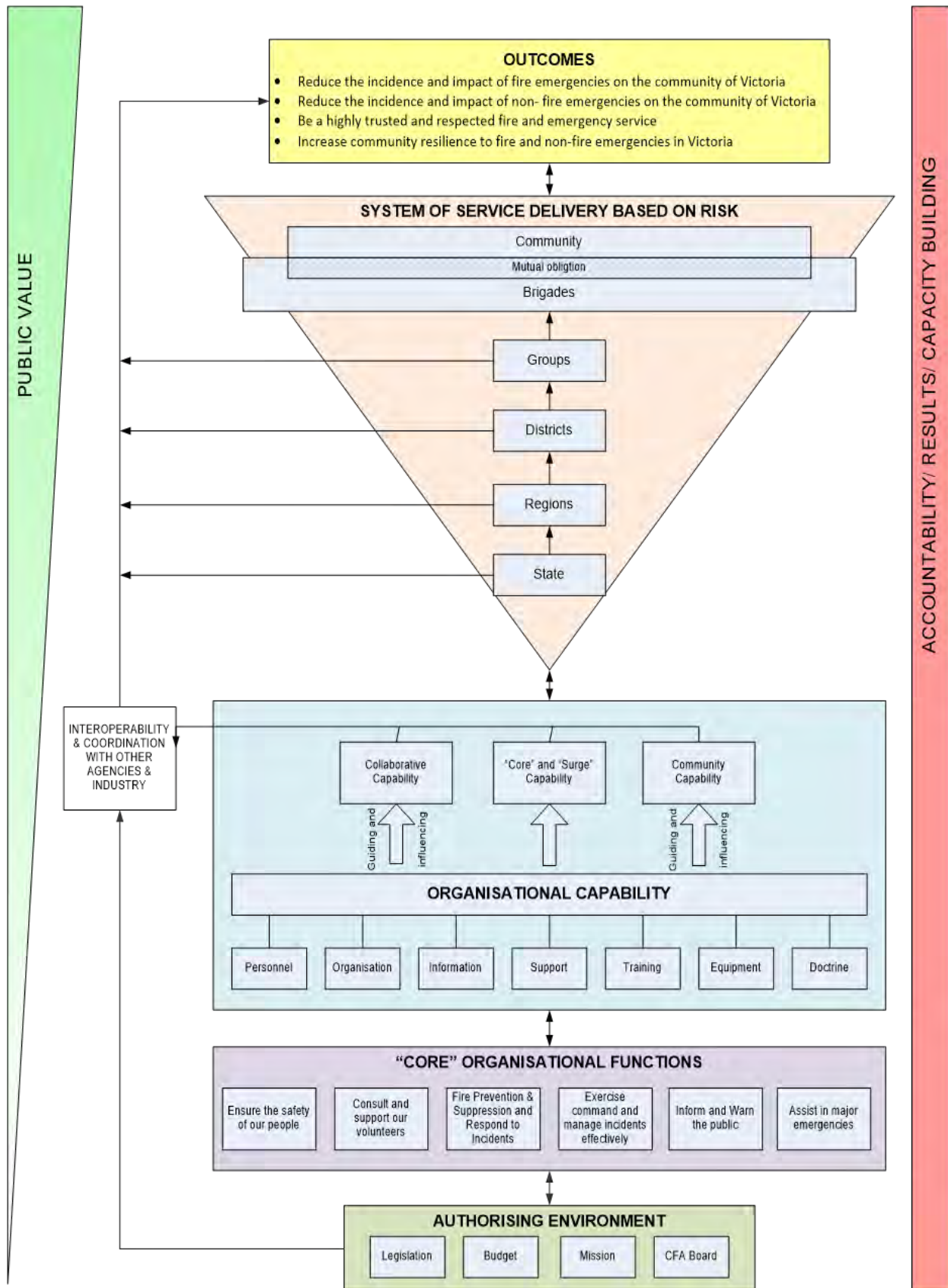


Figure 3: CFA Service Delivery Model



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The Service Delivery Model enshrines the following Service Delivery Principles:

- Brigades are the frontline of service delivery
- Volunteers are CFA's primary providers of services, supported by career firefighters and other staff
- Everyone in CFA has a role in service delivery
- Everyone in CFA understands their role and is accountable for their actions
- Sustainable service delivery meets stakeholder and evolving community expectations at an optimal cost
- CFA's partnerships are an essential part of its capability
- The fire services sector and the community will continue to seek to learn from us and we will learn from them
- CFA encourages innovation and use knowledge to challenge future service delivery
- CFA will always seek to understand, analyse and improve its performance.

The Chief Officer is a key partner in emergency management in Victoria managing critical relationships and incident control outcomes in collaboration with other stakeholder agencies including EMV, the EMC, DJR, DELWP, MFB, SES Victoria Police and ESTA. The Chief Officer is the key spokesman for the organisation of operational matters.

The Chief Officer is supported by four Deputy Chief Officers and an Executive Manager, Community Preparedness. The State is divided into five regions with each region under the command of an Assistant Chief Officer. Regions are divided into Districts under the command of an Operations Manager who is supported by a number of Operations Officers.

In compliance with its enabling legislation and in order to achieve CFA's long-term outcomes, the Chief Officer ensures that CFA maintains a level of capability to:

- Prevent fires
- Prepare for fires and other emergencies,
- Respond to fire and other emergencies, and
- Assist in the recovery from major fire and other emergencies.

This set of four capabilities recognised as the prevention, preparedness, response and recovery (PPRR) model is defined in Part 1 of the Emergency Management Manual Victoria, whose origins can be traced to the Emergency Management Act 1986 and replicated in the Emergency Management Act 2013. In achieving its legislative charter, CFA has developed and maintains a set of core service capabilities. The most significant of these include:

- Fire Prevention
- Land Use Planning
- Dangerous Goods Enforcement
- Bushfire Safety
- Bushfire preparedness
- Fire Response
- Incident Management
- Search and Rescue.

A key component of CFA capability is to ensure there is sufficient quantity of resource inputs to meet service needs and performance targets. The quantitative aspect of capability is capacity and it can



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include measures of such things as readiness, sustainability, duration and number of events. Capacity is a measure of the amount of capability either required of the agency, or maintained by the agency, in accordance with service delivery requirements and other guides.

The Chief Officer has identified the following principles to guide the internal allocation of CFA resources:

- primacy will be given to the protection of life, including to the protection of life and safety of firefighters
- community risk is a shared responsibility
- resources will be allocated and scaled to risk and need
- timeliness of response will underpin resource positioning
- resource allocation will take account of mutual support from neighbouring Brigades
- an evidence based approach
- flexibility
- recognition of the importance of volunteers in service delivery
- CFA has an integrated model of service delivery
- no role differentiation
- staff relief will be accounted for
- engagement and reasonable consultation.

For each brigade, the Chief Officer will give consideration to the following factors:

- historical workload requirements on a brigade by brigade basis, given over 99 per cent of brigade responses will be to attend routine emergency events while participating in a small number of campaign type fires (17 major emergencies of 40,557 total events in 2014-15). It should be noted however that the small proportion of major events represents significantly more workload for CFA.
- an assessment of volunteer capability and capacity and any need for career firefighter support arising from volunteer brigades identifying workload challenges
- service coverage and service delivery points, taking account of population growth or decline
- the mix of prevention and response requirements
- the mix of human and physical resources required
- the CFA Member profile of a Brigade and future viability assessments
- safety imperatives.

Performance targets

Generally, in responding to events CFA met its government-endorsed performance targets for CFA operations across the state of Victoria, as shown in Table 3. Along with other emergency service organisations, CFA failed to meet some of its time-based performance targets.

It is noteworthy, however, that in reviewing the performance of the fire services in 2015, Victoria's Auditor General noted that, while ESOs had not met some targets, performance was relatively stable over the years. The variations in the performance against quantity measures contained in Table 3 are explained by:

- higher level of firefighter recruitment than originally estimated



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- lower loss of staff through attrition
- system changes that have improved the accuracy of volunteer numbers (both operational and non-operational).

It should be noted that Victoria’s Auditor-General has been critical of the timeliness measures because they only related to a portion of total response activity¹. Additionally the Auditor General noted the framework in which the performance of ESOs is monitored must be improved. CFA considers this an important step in the realisation of appropriate public safety outcomes. CFA has recognised the need to expand its methods by which performance is measured and focus on both efficiency (response time) and effectiveness (outcome). The Victorian Auditor General acknowledged it was appropriate to measure performance in both these terms.

Table 3: CFA performance against service delivery targets, 2014-15

Major Outputs/Deliverables	Unit of Measure	2014-15 Target	2014-15 Actual
Performance measures			
Quantity			
1. Permanent operational staff	number	916	972
2. Permanent support staff	number	910	935
3. Volunteers – operational	number	39,400 -40,950	35,367
4. Volunteers – support	number	18,000 -19,000	21,944
Quality			
5. Road crash rescue accredited brigades/units	number	23	23
6. Level 3 Incident Controller trained staff and volunteers	number	41	59
7. Structural fire confined to room of origin A23 type incident 110-119 where K20 Extent of Flame Damage is (1,2,3*100)	per cent	70	68
A23 type incident 110-129 where K20 Extent of Flame Damage is (1,2,3*100)	per cent	70	77
Timelines			
8. Emergency response times meeting benchmarks – structural fires	per cent	90	87
9. Emergency response times meeting benchmarks – road accident rescue	per cent	90	96

Source: CFA systems data

Volunteers

Being a volunteer based emergency management agency has required that the philosophy underpinning the model be clearly articulated in a practical sense which led to the VFBV working with CFA developing in a diagrammatic sense the Volunteer Continuum of Support (see

Figure 4), which is described in the Jones Report on volunteers in CFA, as follows.

“The Volunteer Continuum of Support reflects the interconnected relationship between a brigade and the community in which it is located, so that as a community grows, and as the risk to that community grows with increased structures and people, the CFA brigade also expands and evolves to meet the needs of the community... [There] are a number of support options along the Continuum. These may include administrative and non-

¹ VAGO. Emergency Service Response Times. 2015.



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operational support or support from paid firefighters on day shifts, or a 24-hour roster, in order to address deficits in service delivery.”²

To date there are 34 integrated Brigades in which a decision has been taken to support volunteers with career firefighters. Career firefighters provide a standing capacity enabling brigades to remain viable where service demands have become significant.

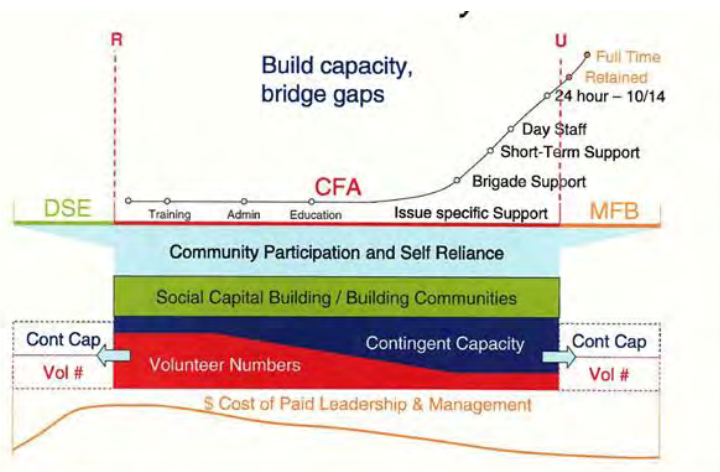


Figure 4: Continuum of Support

Not unexpectedly, given the large number of volunteer brigades, volunteer firefighters routinely attend more incidents than career firefighters. Table 4 provides a summary of turnout rates of both volunteers and career firefighters including false alarms.

Table 4: Turnout rates for volunteer and career firefighters

Financial Year	Av number of events attended by Career Firefighters	Maximum number of events attended per Member	
		Career Firefighters	Operational Volunteers
2007	124	352	521
2008	131	405	544
2009	134	394	476
2010	121	394	558
2011	119	393	472
2012	118	379	446
2013	130	369	510
2014	128	420	500
2015	129	324	504

The Jones Inquiry observed (as did the VBRC):

value to the Victorian community of CFA volunteers has been estimated at \$840 million per year. This does not represent the cost to fully replace volunteers with paid firefighters. Much of the value of volunteers cannot be assigned a monetary value.³

² Jones, D. Report of Inquiry into the Effect of Arrangements made by the Country Fire Authority on its Volunteers. 2011. page 203

³ Jones, D. Report of Inquiry into the Effect of Arrangements made by the Country Fire Authority on its Volunteers. 2011. page 31



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Given the significant economic and social benefit derived from the activities of CFA volunteers and their Brigades, Governments historically have worked to nurture and sustain CFA's delivery model.

Surge capacity

CFA has over time built the unique ability in Victoria to provide surge capacity for significant bushfires and other major emergencies from the network of Brigades across the State, but particularly around Melbourne's peri-urban area. CFA Brigades regularly provide a response surge capacity of 20 strike teams (100 tankers) but has formed 40 strike teams, (including robust mobile command and control teams) that can deploy anywhere across the State (or deploy interstate or overseas). This surge capacity has provided a capacity to hit large fires quickly and comprehensively to best protect lives and property. A prime example of CFA's surge capacity coming into play was demonstrated during the 40 day Hazelwood coal mine fire.

CFA's 39,500 operational volunteers contribute the equivalent hours worked by around 2,400 full-time workers. When brought together for major events occur volunteer surge capacity provide what has been estimated to be up to 16 times that which could be provided by the corresponding number of full-time staff. The value of the surge capacity provided by CFA volunteers was acknowledged by the VBRC in its final report as well as in the Government's White Paper.

CFA works with MFB to provide surge capacity across the MFD boundary with CFA supporting MFB on request and vice versa. In the future there is the potential to expand volunteer capacity, especially to build rapid surge capacity, by actively tapping into the metropolitan area and for exploring the concept of 'spontaneous volunteering' as occurred in the recent Californian fires when fire resources were stretched, available community members were equipped and given basic training to provide urgently needed additional human resources on a fire ground.

CFA Training

The role and importance of training at CFA is critical to ensure the readiness of members before, during and after emergency events. Training contributes significantly to both the capability and capacity of members to enable the safe and effective delivery of fire and emergency services. Dedicated investment and resourcing to support increasing capability requirements are fundamental to the safety of CFA members.

CFA is one of the largest non-tertiary Registered Training Organisations (RTO) in the Southern Hemisphere and delivers training to both career and volunteer members in multiple locations and formats. CFA Regions have an extensive network of volunteer trainers and assessors that support the delivery and assessment of training. The volunteer trainer and assessor networks complement and supplement the full-time CFA Instructor network. Currently CFA has well over 2,000 volunteer trainers and assessors and is in process of expanding this number so as to increase its training and delivery capacity to meet future demand for training and assessment.

Training will be an ongoing significant activity across CFA. It is important that emergency management agencies work closely with EMV in driving the training reform agenda while ensuring the integrity of training outcomes for the sector.

More detailed discussion of CFA's training profile and planned training initiatives is included in ToR (b).



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Assets and infrastructure

CFA currently is responsible for assets with an indicative replacement value of \$2.3 billion. In 2014 - 15 CFA budgeted \$21.1 million for its capital program of which \$0.8 million was allocated for equipment replacements. The remaining \$20.3 million would address less than 1 per cent of CFA's assessed asset needs.

A review undertaken by the Department of Treasury and Finance (DTF) in 2012 acknowledged that CFA's base funding was insufficient for the renewal of assets. Successive Governments have not provided sustainable base capital funding to underpin an effective asset maintenance and replacement regime. Historically capital funding has been uneven (and often linked to election cycles) resulting in uncertainty and deteriorating capacity and condition of assets.

As a result, CFA is faced with delivering a fire response with an increasing number of ageing tanker appliances. Approximately 500 tankers are older than 20 years of age and 150 are older than 25 years. These appliances are single cabin configurations where part of the crew is seated inside the cabin and part seated on a weather-exposed rear work deck. Most are not four wheel drive meaning they are limited in the terrain in which they can operate. Less than 38 per cent of CFA's tankers (391 tankers) are appropriate for long haul surge assignment. These appliances therefore have limited operational flexibility to respond to major emergencies.

CFA's buildings are used for the storage of appliances and equipment, providing a workplace to staff and volunteers, and providing communities with confidence about CFA's emergency response capability. There has been significant investment in Rural Fire Stations in recent years which has helped to lower the age profile of this category of stations, however CFA capital planning identifies significant additional capital funding is required to meet both service growth expectations as well ensure the maintenance of current infrastructure.

Arising from the Fiskville Inquiry, there has been modest investment in field training grounds, however existing facilities require significant refurbishment or replacement. There is an urgent need to find a replacement facility for the recently closed Fiskville facility. These facilities are critical to ensure CFA is able to support its volunteer operational skills training across the State.

The capacity of CFA's limited maintenance budget has been steadily eroded as infrastructure has been replaced with larger and more comprehensive facilities as required by building and occupational health and safety (OH&S) regulations as well as to meet the increasing expectations of volunteers and career firefighters. CFA's infrastructure maintenance budget has little more capability than to complete non-discretionary maintenance. This exacerbates facility deterioration issues and undermines volunteer attitudes and commitment.

CFA's Asset Strategy identifies current and future capital requirements for scheduled fleet replacement, asset development and maintenance and equipment replacement and upgrading. The Asset Strategy provides the roadmap for a series of governance, process and systems changes to improve the efficiency and effectiveness of CFA's asset management practices, including:

- development of a risk and service demand-based capability management system for assessing state wide resourcing needs
- centralised maintenance management arrangements to provide more efficient and effective asset maintenance support



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- enhancing the asset management governance framework for all stages of the asset lifecycle
- improving integrated long term capital investment planning through 10 year Asset Management Plans
- enhancing the Capital Evaluation System to objectively evaluate all capital investment proposals
- rationalising asset policies to ensure consistency in asset allocation and prioritisation
- seeking to assure CFA's base asset funding to provide for planned asset management.

CFA's preferred approach is to implement rolling 10 year Asset Management Plans that should be part of a consolidated asset plan for the sector.

In addition the Government's Volunteer Emergency Services Equipment Program (VESEP) should continue to operate. VESEP (and its predecessor program called the Community Safety Emergency Support Program) has operated since 2000 and provides local emergency services volunteer groups access to grants for operational equipment and vehicles as well as for other minor improvements. Using these grants, and their own raised funding, Brigades are able to purchase their own appliances. Brigades are aware that CFA is under no obligation to replace any of these appliances and it is assumed that Brigades will plan for their replacement by continuing to apply through future VESEP grant funding. It needs to be understood VESEP funding leverages significant additional funds both from CFA and local brigades to achieve a substantial multiplier effect.

Future resourcing levels

In underpinning the volunteer support model CFA's resourcing priorities would seek to be predicated on the inherent drivers of the Volunteer Continuum and specifically would support:

- transparent growth planning and the provision of new fire stations (and the review of any redundant stations) as part of the strategic planning processes for growth areas in Victoria
- evaluation and review of state training arrangements, including future VEMTC arrangements, necessary to ensure that recruits are getting appropriate fit-for-purpose training effectively and efficiently
- capital allocation for the CFA Asset Strategy, predicated on agreed growth projections, service delivery model, asset and equipment life cycles and any economies of scale procurement expectations
- moving to more flexible workforce approaches to ensure the public value proposition of the CFA model is sustained and to promote workforce innovation and diversity.

CFA would support the development of an emergency management resources allocation model that enables forward planning for resource requirements so that the community, the Government and the emergency service organisations have confidence that Victoria is fire and emergency ready. Such a model would support predictable funding allocations with forward year certainty, enable effective and efficient resource utilisation by emergency services and seek to reduce the impact of increases in the fire property levy.



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(b) How CFA and MFB staff can be best supported in protecting communities, taking into consideration operational needs, as well as Occupational Health and Safety best practice and best training methods

In responding to ToR (b) CFA understands that the Review is primarily seeking to form a judgement about the support needs of Victoria's firefighters, taking into account practical, legislated and best practice considerations. Specific focus is given to OH&S and training best practice. CFA notes that this ToR:

- is focussed on support to staff, which CFA has interpreted to also encompass volunteers
- indirectly involves the concept of community readiness, because of the impact of community readiness on what is needed for a fire service to protect a community.

CFA employs staff to empower and support communities to protect themselves. This is a key point of difference between why, and how, CFA employs staff and the reasons other emergency management agencies do the same. Although there are commonalities in our operational training needs and occupational health and safety practices, there are also significant differences. These differences arise from CFA's need to empower and support communities in preference to delivering services directly to them.

CFA's response addresses CFA Member support for effective:

- building community resilience - before, during and after emergency events
- the role of collaborative research
- best practice in health and safety
- best practice in training.

Building Community Resilience

Before

Victorian communities are best protected from emergencies when they understand the risk factors to their safety. The efficacy of the CFA model is because it is most strongly connected with the communities it serves.

The importance of community engagement and awareness of fire risks and appropriate responses came into sharp focus during the Victorian Bushfire Royal Commission in 2009 and 2010. Governments have reformed emergency management based on VBRC recommendations. Most recently the Victorian Emergency Management Strategic Action Plan 2015-18 continues this emphasis on the importance of community by making a key priority the building and empowering community leadership and developing awareness, shared responsibility and self-reliance to ultimately strengthen resilience.

It follows that CFA employs staff and deploys volunteers for different reasons from MFB. CFA seeks its staff and volunteers to be embedded in their communities and support them to achieve outcomes on their own behalf. CFA utilises community structures such as its Community FireGuard groups in areas of high bushfire risk areas in order to educate and build understanding of how communities can best protect themselves and not solely rely on emergency agencies such as CFA.



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CFA interprets 'protecting communities' as embracing its roles in community education, community preparedness as well as responding to emergencies and assisting communities in recovery. It is the breadth of these activities that fully embrace the purpose of CFA's role in the community, which is to protect lives and property. CFA seeks to engage with communities with a view to improving the community's understanding of risk and their capability to respond effectively in the event of a fire or other event. CFA's community role is largely unfunded.

From this perspective, CFA Members are best supported with resources and programs to minimise risk, prepare communities for emergency events and enable communities to respond effectively so that CFA response can be applied with precision to greatest effect. A strong focus on prevention can be expected to lower the resource requirements for response and to minimise damage and community disruption caused by major events.

During

Well supported CFA members are the backbone of CFA's response capability. While community readiness is critical to emergency event outcomes it needs to be complemented by an effective and coordinated response by emergency management organisations.

CFA Members are best supported when properly trained, equipped, commanded and supported by doctrine and systems that given primacy to safety, including the safety of firefighters.

Given that a fire response requires firefighters to have considerable physical and psychological stamina, the earlier the response to a fire event, the more effective the response is likely to be. A focus on traditional measures of response times ignores the fact a greater capacity to use early detection and suppression strategies would better protect communities and better support firefighters. Examples of such strategies are the use of drones and other remote sensing devices to gather real-time information about unfolding emergencies, the improved use of new and additional aerial resources to provide the rapid containment of fires, and the availability of new forms of firefighting appliances and equipment for use by emergency management organisations and by community members.

After

CFA considers that, with resources embedded in communities, it is also in a strong position to assist with recovery activities in the period immediately following fire response. In the future there is an opportunity for CFA to play a more supportive role in working with landowners after a major event and coordinating the activities of a growing number of community based support bodies, such as BlazeAid.

Collaborative research

To provide more technical and professional underpinning support to CFA members in terms of optimising operational approaches, organisation, building efficiencies and enhancing doctrine CFA has been seeking to gain a deeper understanding of critical elements of our emergency management model. To achieve this CFA has commissioned research in such areas as:

- Member safety - evaluating new programs and new equipment to improve member safety, health and wellbeing in both operational and support roles
- Bushfires and grass fires – identifying community preparedness and household behaviours in relation to bushfires and grass fires; and community actions on high risk days (extreme or code red FDR days)



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- Community expectations of CFA services – giving consideration to community needs and perceptions, stakeholder perceptions; member perceptions and customer satisfaction
- Residential Fire Safety – examining costs of residential fires; causal factors; interventions; Victorians experience of fires; vulnerable groups; and the use of smoke alarms and sprinklers
- Fire behaviour – improving fire behaviour models to better support operational fire incident management and better analyse the effects of fire prevention and fire suppression activities to estimate the extent and nature of the loss avoided (losses saved) through fire agency interventions before during and after incidents
- Fire and emergency management – research and innovation activities and projects to enhance both incident control and emergency management including the evaluation of equipment and technologies
- Monitoring and evaluation – assessing the community and operational outcomes from the many initiatives developed as part of the 2009 Bushfires Program, and from ongoing programs
- Data improvement – assessing ways to improve the extent and quality of data available to CFA to support ongoing research and performance reporting activities
- Knowledge and innovation – assessing the maturity of knowledge development and sharing approaches and encouraging divergent thinking and innovation

Much of this work has progressed in conjunction with external research providers including through a range of partnerships with research organisations, such as with the Monash Injury Research Institute, RMIT University, Deakin University and CSIRO. Research is both through the Bushfire and Natural Hazards Cooperative Research Centre (BNHCRC), and through direct collaborations with these research providers. CFA is an active partner of the Australasian Fire and Emergency Authorities Council which is a research leader in Australia on a broad range of topics around fire and emergency management.

CFA is a significant contributor to the Research Community of Practice established by EMV. The Community of Practice reports to EMV's Emergency Services Leadership Group. These research initiatives strongly underpin the Strategic Action Plan commitment to move to evidence based research to underpin future decisions in the sector.

Occupational Health and Safety Best Practice

In CFA's People Strategy 2013 – 2016, one of its five key strategies centres around creating a workplace where injuries are minimised and people think 'safety first'. This overarching strategic objective is underpinned by a specific Health, Safety and Environment Strategy 2013 – 2016 that identifies four strategic objectives:

- Build committed and accountable health, safety and environment (HS&E) leadership
- Establish and maintain effective control systems for health, safety and environmental risks
- Minimise the impact and consequences of our activities on the environment
- Improve the well-being and resilience of our people.

The development of the HS&E Strategy was built on bedrock of past OH&S initiatives including:

- the adherence to AS4801 for specific hazards as manual handling, chemical products and electrical safety
- the development of various OH&S online products (e.g. CFASafe)
- provision of specialist field-based health and safety advisors
- provision of health, fitness and well-being support programs



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- continued improvement in safe design of appliances including retro fitting effective crew protection to all tankers
- rollout of 15,000 new PPC outfits
- playing a leadership role in developing programs to address firefighter OH&S issues including heat stress, hydration, nutrition and stress management
- continuing improvement of member well-being, peer support programs and psychologist/counselling services to members and their families.

Since 2009, CFA's Organisational Wellbeing team has worked to enhance these existing services including conducting research into best practice provisions to support the welfare and wellbeing of CFA members into the future. The introduction of a Wellbeing Pilot Program in 2014 has provided additional resources including field-based advisors to continue to implement the strategy and work towards the reduction and mitigation of psychological risks across the whole organisation. Further information on CFA health and welfare support arrangements are at Attachment 4.

CFA has seen over 20 per cent reduction in serious incidents and injuries for volunteers in the past five years which has been reflected in its comparatively low WorkCover premium (about one third of the fire service industry rate for the last 10 years.) Such health and safety outcomes reflect a concerted effort to keep CFA Members safe. It is a reflection of the Chief Officer's dictum that 'everybody comes home safely'.

Under the overall governance of the Board's Health, Safety and Environment Committee work is continuing on a number of fronts in the implementation of CFA's Health, Safety and Environment Strategy with a special focus on adopting national and international quality standards, enhancing HS&E audit processes, improving reporting of serious injuries and 'near misses' and on improving HS&E performance measures.

Best training methods

CFA as a major non-tertiary Registered Training Organisations (RTO) delivers training to both career and volunteer members across the State. Since the year 2000, over 59,000 CFA members have been equipped with accredited training to prepare them for being an operational firefighter through a well adopted 'minimum skills' training regime. All volunteers and staff who wish to undertake operational duties must complete their minimum skills training prior to 'turning out' on the fire ground or responding to an emergency incident.

In 2014-2015, CFA training staff conducted and co-ordinated 2,472 separate courses, delivering training to 49,440 participants with 32,514 of those completing accredited assessments. The total expenditure on all training activities in CFA for 2014-2015 was \$30 million, with a significant proportion of this funding supporting the delivery of training to volunteers.

CFA delivers nationally accredited training courses within the national Public Safety Training Package (PSTP) which has been adopted nationally by the emergency services sector.

CFA's career recruit training is now conducted at the VEMTC Craigieburn and supports the objectives of the State Fire and Emergency Services Training Framework and EMV action plan through increased interoperability and better utilisation of sector resources. CFA career recruit training courses are conducted over 17 weeks and run in conjunction with MFB Career recruit training courses. CFA is currently contributing to the development of a single generic career recruit training



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program for both CFA and MFB which when completed will see both CFA and MFB recruits undertake the same recruit course.

CFA Regions have an extensive network of volunteer trainers and assessors that support the delivery and assessment of training. The volunteer trainer and assessor networks complement and supplement the full-time CFA Instructor network. Currently CFA has well over 2,000 volunteer trainers and assessors and is in process of expanding this number so as to increase its training and delivery capacity to meet future demand for training and assessment.

Today, CFA employs approximately one hundred and seventy personnel across its twenty one Districts and seven VEMTC facilities, who are responsible for a broad program of training delivery spanning over one hundred different units of competency, including:

- Firefighting skills from bushfire through to structural firefighter
- Specialist and technical rescue skills
- First Aid
- Driving under instruction
- Planned burning
- Electrical Safety
- Emergency Medical Response
- Leadership and management
- Training delivery and assessment skills
- Incident management skills up to Level 3 Incident controller, and
- Professional Development and technical skills

CFA has led and co-ordinates the following interoperable training programs on behalf of the sector, in line with State Government commitments and the Victorian Emergency Management Strategic Action Plan.

- Incident Management Team (IMT) training with multiple partners and agencies involved to build capability.
- First Aid Training tender and contract with St John Ambulance
- Joint Recruit Course(s) with Metropolitan Fire Brigade
- Emergency Medical Response for integrated fire stations
- Training for all new recruit career firefighters as part of Project 2016/350 Firefighters.

CFA's training related initiatives have been driven by a number of factors including the recommendations of past inquiries, capital allocations from Government, strategic priorities and internal demand. The recent closure of the Fiskville training campus has resulted in CFA training previously conducted at the site being relocated to other CFA and MFB VEMTC training facilities. CFA operates seven VEMTC training campuses located in Bangholme (South East Metropolitan), Penshurst (South West), Longerenong (West), Huntly (North West), Sale (South East), Wangaratta (North East) and Mildura (Sunraysia).

Over the past decade, training within CFA has been the subject of a number of reviews:

- the Worcester Polytechnic Institute Report (2008) – which identified volunteer aspirations for training



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- the Garnock Report (2009) – which identified while the training system was generally coping there was a range of improvements including to training content, delivery, flexibility, leadership training and skills recording
- Jones Report (2011) – Inquiry into volunteers which contained a number of recommendations about training which resulted in the Chief Officer promulgating a CFA Fire and Emergency Management Training Strategy
- State Fire & Emergency Services Training Framework (2013) – promulgated by the then FSC
- Victorian Emergency Management Training Centres Strategy (2014) – promulgated by the FSC and saw all training facilities in MFB and CFA come under the overall control of the FSC
- VAGO Managing Emergency Services Volunteers (2014) – included recommendations about more effective recording of volunteer skills profiling
- Victorian Emergency Management Training Centres Strategy – Implementation Plan (2015) – promulgated by EMV
- Floyd Review of CFA Training Strategy (2015) – commissioned by the Board to bring together the core change requirements for training into the future.

Recommendations for improvement arising from these reviews have driven reform in:

- a learning and coaching work package for Incident Management Team personnel
- risk based tools for establishing training needs
- the development of skills profiles and Brigade profiles
- programs to support new Brigade roles
- the reintroduction of drills for smaller Brigades
- simplified recognition of prior learning processes
- complete quality assurance against operational training programs
- expanded availability of online and virtual learning packages
- a specific brown coal mine firefighting training package.

CFA is in the process of planning for and deploying a Learning Management System (LMS) that will replace existing systems. The LMS is based on state-of-the-art digital technology that will support increased digital based learning into the future and will assist in more accurately recording training undertaken in all brigades.

The more recent change driver has been the overarching role in emergency management training taken by the FSC and more recently EMV which is leading toward common curriculum assessment, joint training delivery, maximise the use of existing training infrastructure, promote greater online delivery and common investment decisions. The benefits of such an approach will include greater interoperability between emergency management agencies, cost efficiencies, the overall increase in training capacity and the potential for an overall increase in total expenditure on training effort.

CFA sees the merit in establishing new centralised training co-ordination arrangements to set sector training standards and optimise the utilisation of training infrastructure. Features that need to be accounted for in any new arrangements include:

- understanding the unique training requirements of volunteers and volunteer Brigades
- the distributed and disparate nature of CFA delivery requirements are understood
- ensuring costly work practices that may be inherent in one training ground's operations do not migrate to all training grounds



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- there is equity in the governance of facilities which are used for joint emergency management training
- that future training infrastructure investments are cognisant of undertakings following the CFA Board's decision to close the Fiskville facility.

Future support requirements

CFA considers that further improvements in support of firefighters in protecting communities could best arise from:

- ongoing funding for community engagement activities geared to :
 - increasing community readiness
 - reducing risk (for example, through planned burning)
- extending CFA's reach to involvement in recovery activities immediately following fire or emergency response
- investment in new technologies for early detection of fire and/or the early aggressive attack of fires thereby reducing the hazards faced by firefighters
- further enhancement of command and control capability
- a sector-wide comprehensive review of health and safety practices, supported by research to better understand special OH&S needs of firefighters, appropriate quality OH&S standards for emergency sector workers, improved performance measures including most appropriate lead and lag health and safety indicators.

(c) The interoperability between the CFA and MFB

In responding to ToR (c) on the extent of operability between CFA and MFB, CFA anticipates that the Review is seeking to assess the extent of interoperability between the two services and to identify opportunities for enhancing interoperability.

CFA's response addresses:

- the meaning of interoperability
- arrangements between CFA and MFB
- sector-wide interoperability
- scope and scale of interoperability.

The meaning of interoperability

Interoperability is defined as the ability for agencies to act together coherently, effectively and efficiently to achieve outcomes. Interoperability is important to communities only to the extent that it facilitates seamless and efficient support. If it is accepted that the volunteer model must remain sustainable, then it must also be accepted that the principle of interoperability must be applied in ways that support, and do not erode, community resilience, and thus the volunteer model. Thus interoperability needs to be seen in the context that fire services systems are interoperable with the key elements of volunteer model, such as the role of the Group and the importance of local command and control as part of CFA's Mission Command doctrine. As well, the principle needs to ensure interoperability with community capability including extending to include industry (for example, Forest Industry Brigades)



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Current CFA and MFB arrangements

Victoria's fire agencies have agreed to act to ensure a high degree of interoperability between agencies in order that they are able to act together coherently, effectively and efficiently to achieve the State control priorities at a tactical, operational and strategic level. Specific attention to ensure interoperability is in the areas of:

- Procurement and standards
- Career staff recruit and promotional training and professional development.
- Firefighting appliances and stowage.
- Personal protective clothing and equipment.
- Communications.
- Doctrine.

For many years there have been initiatives to ensure greater operability between the MFB and CFA in terms of equipment and shared systems. Interoperability between CFA and the MFB has evolved over time and is now cemented in a Memorandum of Understanding. Interoperable command and control arrangements are set out in the Joint Operation Activities Memorandum of Understanding 2010 between CFA and the MFB. It provides for the deployment of CFA and MFB resources to fires in areas nominally the responsibility of one or other of the fire services. This MoU was developed to enhance interoperability between the two services attending the same incident and ensure good emergency incident management and outcomes.

The following examples demonstrate the breadth of the arrangements.

In Winter 2014, in partnership with MFB, CFA delivered its most successful home fire safety awareness campaign called 'Safe Mistake Zone'. The campaign reached 3.2 million people on Facebook and visitors to the campaign website rose by 900 per cent compared with the previous year's campaign. Seventy-nine per cent of those people said they had taken action at home to improve fire safety. This program is being repeated in 2015.

The MFB/CFA secondment program has been designed to enhance interoperability and understanding between agencies and is underpinned by a joint agency policy. An exchange of six agency personnel (on a one-for-one basis) began in early June with the six MFB personnel working in CFA fire stations at Mildura, Warrnambool, Sunbury and Boronia.

In 2014 the first joint training program for CFA and MFB recruits was completed.

Sector-wide interoperability

Other examples of emergency management agencies working together and developing shared services include:

- SES (hosted by CFA)
 - Emergency Services Telecommunications Authority (ESTA) interface
 - Incident Reporting System
 - Resource Management System
 - Incident Management System
 - Training Module
 - 365 View web application (a limited version of CFA Online)
- MFB (hosted by CFA)



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- ESTA interface
- AIRS (Australian Incident Reporting System)
- Product recall module in CFA Online
- Tasmania Fire Service (hosted by TFS)
 - Fire and Incident Reporting System (FIRS)
 - Resource Management System
 - Training Module
- Department of Fire and Emergency Services of WA (hosted by DFES)
 - FIRS
 - Resource Management System
 - Training Module

Nevertheless, the question remains for Government and EMV as to what constitutes the optimum level of interoperability in the Victorian emergency management sector.

CFA strongly supports a high level of interoperability including:

- shared understanding across the fire services, with EMV and with the Department of Justice and Regulation (DJR) of:
 - cost drivers for emergency response
 - the service delivery imperatives of each agency
- common planning and resource allocation protocols for major events
- shared response training for major events, reaching beyond fire control to emergency response to other large-scale events
- common command and control arrangements
- strong coordination
- standing incident management facilities
- sufficient vehicles and equipment for effective response in peri-urban areas where tankers may be necessary and water hydrants may be available.
- common financial management systems, supporting the rapid acquisition and deployment of resources during major events.

Additionally, in order to support efficient resource allocation for major events the following common approach to resource provisioning is regarded as desirable:

- information systems capable of rapidly supplying relevant workforce information to underpin resource allocation decisions
- purchasing of personal protective clothing and equipment (PPC&E), although PPC&E should meet the routine demands of each of the fire services rather than be common to both services. This is important as there are around 2,000 operational staff in MFB while there is around 40,000 operational CFA members hence decisions taken for greater uniformity can have significant financial implications for CFA
- the strategic positioning of CFA and MFB fire brigades around the MFD boundary.

Scope and scale of interoperability

While acknowledging the critical importance of shared planning and interoperability for the effective response to and management of major events, CFA considers that such shared activities should occur being mindful of the specific legislative requirements of emergency management



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organisations to deliver prescribed services within their areas of responsibility, and given the vast majority of CFA services delivered to the Victorian community are of a routine nature.

Most of CFA's and MFB's service delivery occur in quite different workplace environments and it is not necessarily the case the uniform arrangements will always suit such different environments. CFA believes that interoperability or mandated standards, for example in relation to specifications for trucks or emergency medical response training, should operate only where there is a demonstrable need for standardisation.

Where such a need can be demonstrated then standards should be set collaboratively, with full consultation with all affected parties so that different environmental or organisational imperatives can be accommodated.

Interoperability in the future

CFA contends that the focus of interoperability needs to be on systems working together and an understanding of the nature of CFA's volunteer model rather than on uniformity.

Victorian communities will be best served when optimal fit-for-purpose resourcing meets their needs. The 99 per cent of routine emergency response turn-outs do not need to be resourced at the same level as the 1 per cent of major events. The critical need is that firefighters and systems can work together.

There is considerable scope for further collaboration on the issue of interoperability on such matters:

- each of the ESOs is a RTO because training has been seen as a necessary part of core business. This approach may not be necessary in the future. Investigations of the viability of post-secondary and tertiary providers developing and delivering pre-requisite base qualifications for emergency management workers may offer a better option than ESOs meeting all the training and development needs of their workforce.
- cross-training on vehicles and equipment between ESOs would support interoperability when it is impractical and not cost efficient for equipment to be identical
- there is scope to extend common standards and procurement arrangements for PPC&E and appliances
- an examination of the merits of moving to common nomenclature for ranks and titles of fire officers and for organisational units
- further sharing of back office administrative systems.

A key first step will be the determination by EMV in collaboration with emergency management organisations of what constitutes an optimum level of interoperability in the Victorian emergency management sector.

(d) The interoperability across fire agencies responsible for preventing and suppressing all types of fire in Victoria, whether on public or private land

CFA has interpreted ToR (d) as addressing the specific collaborative arrangements between CFA and DELWP in light of the interpretation that interoperability is about systems and people working together.



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As identified above, CFA acknowledges the strategic imperative to prevent and prepare in preference to responding and recovering. Accordingly, CFA brigades support DELWP to meet vegetation management targets on public land.

CFA's response addresses:

- working together
- communications interoperability.

Working together

Interoperability with the fire service provided by DELWP has three main focal points – vegetation management, fire response and communications.

In relation to vegetation management, CFA has continued its investment in the Vegetation Management Program which provides technical, logistical and administrative support for Brigades involved in planned burning. In response to the 2013-14 study of the support needed by Brigades to increase their participation in planned burns, CFA launched the three-year Planned Burning Project. The project aims to increase CFA's involvement with DELWP in planned burns on public and private land.

CFA's participation in these burns is growing, which boosts interoperability and increases the knowledge and experience of CFA members.

A key initiative of the Planned Burning Project is to offer training to volunteers on days and at times that fit in with their work and personal lives. The project has also increased the number of training camps from one a year to four in 2014-15.

The Planned Burning Project builds on the DELWP Risk Landscape work that analyses bushfire risk and the effectiveness of planned burns. CFA Risk Landscape Coordinators will work with DELWP Risk Landscape teams to develop strategies for Brigades, landowners and municipalities.

This year CFA participated in 195 planned burns, totalling 1,964 hectares and 701 kilometres of roads. CFA also carried out 129 planned burns with DELWP on public land.

In relation to fire response, interactions with DELWP have evolved over many years. More recently, EMV has worked to promote the development of standard operating procedures for ESOs in relation to mutual supporting each other during a major fire event. On the matter of interoperability the issues have been identified in the previous section.

Communications

In relation to communications, as part of the standardisation of CFA's and DELWP's radio networks, all CFA districts completed their transition to the Regional Radio Dispatch Service (RRDS) in August 2014. Most radios used by DELWP are now compatible with RRDS. Conversion of radios used by firefighting aircraft and helicopters was completed in February 2015.

When DELWP converts its remaining radios in time for the 2015-16 fire season, all CFA and DELWP radios will be fully interoperable on all CFA dispatch talk groups.

The Regional Mobile Radio Command Communications Program will deliver a digital, statewide, multi-hazard, interoperable command channel radio system that will meet the needs of incident management teams. It will allow the carriage of incident channel traffic across the network. The



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base station and power upgrade works were completed in June 2015. The next step is to work with Brigades and DELWP to transition to operational use of the regional mobile radio command capability.

Part of the radio communications strategy was to eliminate all 78 radio blackspots identified by the VBRC. The final site was constructed in June 2015 to complete this work.

Further collaboration

CFA and DELWP will continue to partner on planned burning programs and will work with municipal councils to ensure high risk areas are addressed effectively.

It is acknowledged that further work on communications interoperability, despatch service interoperability and fixing communications black spots is required.

DELWP's long-standing experience in training and hosting what is effectively a summer firefighter crew that is on call during the highest bushfire risk period could be effectively leveraged by CFA in developing a part-time capability for deployment in locations where there is a summer influx of holiday makers and/or tourists.

(e) CFA and MFB management structures and management work practices

Through ToR (e) CFA anticipates that the Review is seeking to gain a clear understanding of the management structures of CFA and MFB that is sufficiently detailed to be able to analyse the value of the differing structures.

CFA's management structures and practices are all, directly or indirectly focused on the provision of effective and efficient support to volunteers. Again, points of difference as to the design criteria for management structures and practices will manifest between agencies because of the fundamentally different requirements arising from the need at the frontline to effectively empower and support brigade management teams.

The context of CFA's response to ToR (e) is its resourcing requirements that are set out in ToR (a). In response to ToR (e) CFA addresses the following matters:

- CFA's governance and organisational structure
- CFA's business model
- management work practices

CFA governance and organisational structure

CFA's Board is constituted under the CFA Act. It is responsible for setting CFA's strategic directions, ensuring compliance with enabling legislation and the overall stewardship of the organisation.

The Board is the formal link between the community, the State Government and CFA Members.

The Board meets monthly and alternates its meetings between CFA HQ and a CFA region. In addition the Board has established four Committees responsible for monitoring strategic directions in specific areas:

- Service Delivery Committee
- People, Remuneration and Culture Committee
- Health, Safety and Environment Committee



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- Finance, Risk and Audit Committee.

The Board, with the approval of the Minister, appoints the CEO and the Chief Officer. The CEO is responsible to the Board for carrying out CFA’s legislated functions, complying with the directions of the Board and implementing its policies. The Chief Officer has a range of legislated roles, responsibilities and accountabilities, including overall command and control responsibilities during emergencies.

CFA’s CEO manages CFA on a day-to-day basis in accordance with policies and direction set by the Board through the ELT. The ELT is comprised of the CEO, the Chief Officer and Executive Directors of each of CFA’s Directorates: Operational Training and Volunteerism, Infrastructure Services, Communication and Legal Services, Business Performance and Strategy, and People and Culture. CFA’s current organisation chart is at Figure 5.

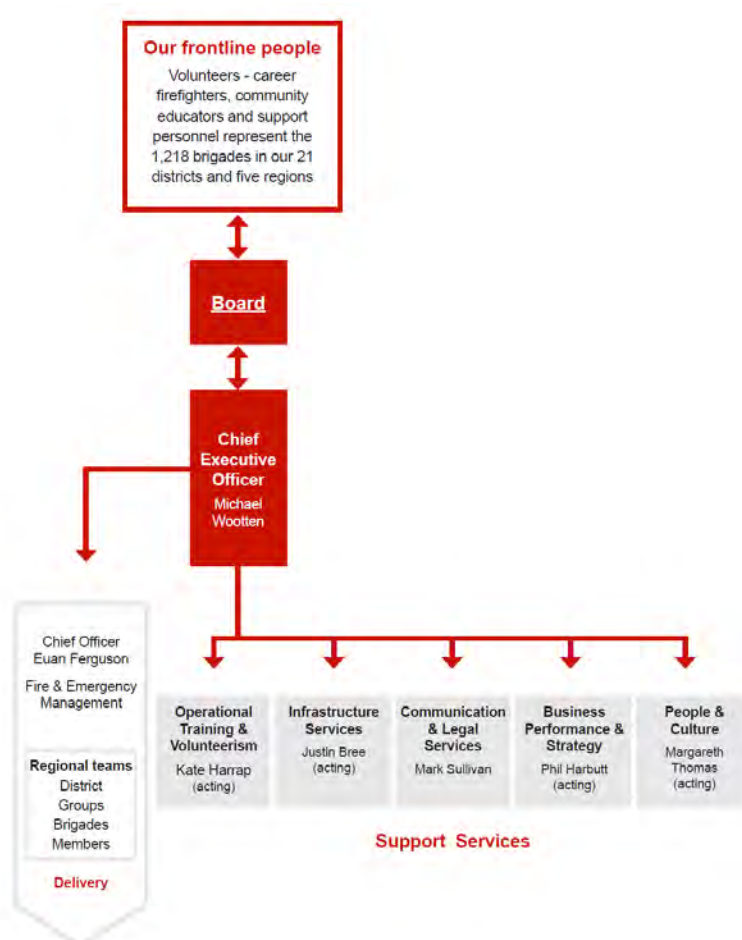


Figure 5: CFA Organisational structure, August 2015

The CEO assists the Board to set and monitor the strategic directions for the organisation. He or she sets the vision and cultural underpinnings, monitors the overall directions of key elements of the organisation and is responsible for managing relationships with key stakeholders. The CEO chairs weekly meetings of the CFA Executive Leadership Team (ELT).

During the past decade, due to Government policy directions (such as alignment of Government regions) or budgetary saving requirements CFA has implemented a number of organisational changes. At one level, the overall structural environment has remained relatively unchanged. The



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basic construct of Brigades, Districts and Regions, plus a State Headquarters, has remained constant with the only variations being to numbers. The overall distribution of functions within CFA Headquarters has remained essentially stable over the decade:

- a service delivery function, including operational planning, prevention, response and community safety program management
- a volunteer support function
- a service support function
- a strategic planning function
- an asset management function
- a finance function
- a human resources function
- a training function
- a public affairs & media function

CFA's structure is now based on five Regions, which fan out from the MFD boundary and are managed by Assistant Chief Officers. This configuration facilitates flexible resource utilisation at all times, but particularly when surge capacity is required. Supporting this objective the principles informing CFA's organisational configuration are:

- allocation of resources are to be determined on a risk and needs basis
- resources are to be mobile and not inhibited by boundaries
- resources are aligned to the allocation of responsibility and accountability
- CFA will have a unified, whole of organisation approach to service delivery
- service delivery is primarily through a network of Brigades and Districts
- CFA Headquarters provides leadership in overarching strategy, policies, standards, processes, tools, best practice and establishing performance measurement and monitoring
- service delivery is underpinned by successful partnerships and sustainability of volunteerism.

A key variable for the governance arrangements for CFA has been the establishment first of the FSC and more recently the EMV and EMC. The primary rationale for these new arrangements was firstly, to bring a new command and control structure to the State for the more effective management of large fires and emergency events, and secondly to give leadership to the sector especially in developing common operational standards and improve interoperability. Significant reforms have already been achieved. CFA believes it is an opportune time to review governance responsibilities between the statutory requirements of agencies' enabling legislation and the requirements of the Emergency Management Act.

Now as the reforms begin to mature, CFA sees merit that key governance issues are given clarification in terms of the relative responsibilities of agencies and SCRC/EMV in relation to such matters as the alignment of Strategic Action Plan and agency value sets, interoperability parameters, workforce planning and agency workplace co-initiatives, the volunteering framework and CFA's volunteerism strategy as well as workplace relations management.

Following the completion of its overarching strategic framework, CFA has moved to align structure with strategy. Early in 2015-16 CFA is restructuring its teams and functions under its directorates to



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better reflect this alignment. Under these arrangements there will be one point of accountability for all CFA people-related activities. This realignment provides for a single focus on recruitment, retention and development of CFA Members, whether they are volunteers or career staff. Similarly, there will be one point of responsibility for volunteer and operational training, which will better support CFA’s focus on CFA’s Mission to protect lives and property. These changes only occurred after an extensive consultation process across the organisation.

CFA Business Model

CFA has developed a business model to give structure and rigour to the way the business operates. CFA’s business model is summarised in Figure 6. This figure shows strong linkages between strategic planning driving the design of the organisation’s core capabilities and the delivery of services all underpinned by a well-developed performance improvement process.

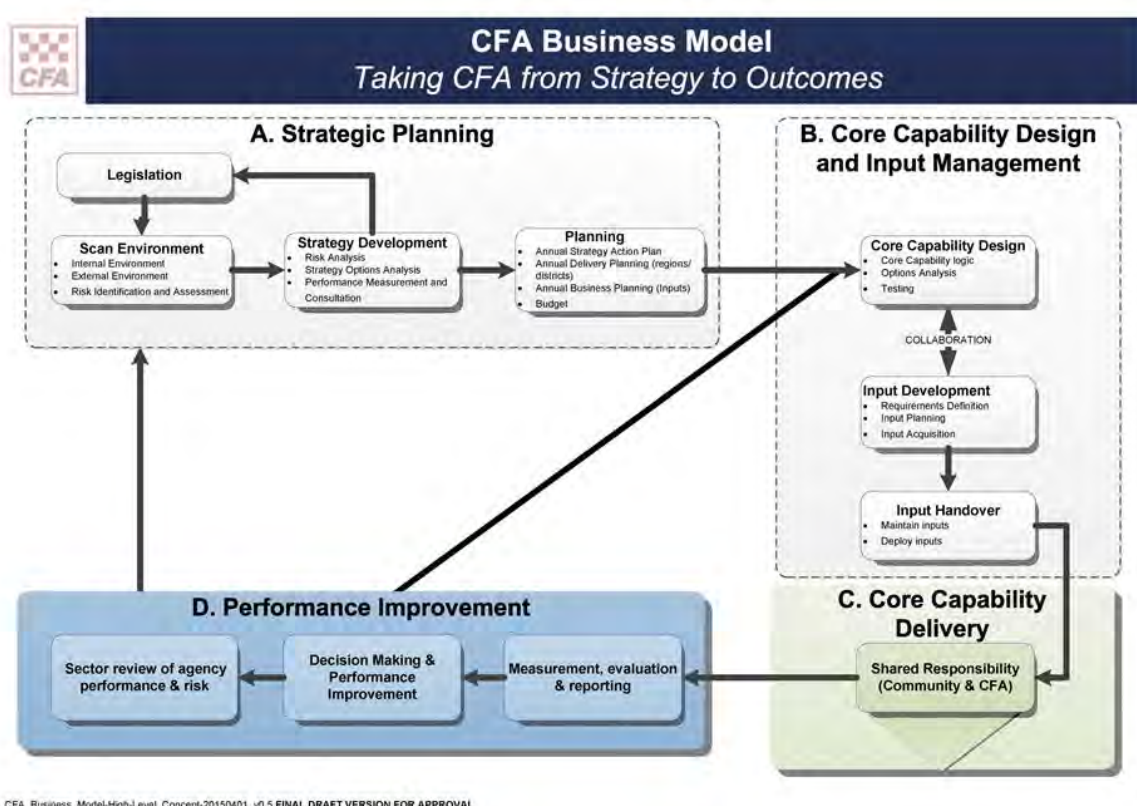


Figure 6: CFA’s Business Model

The key elements of CFA’s business model are:

- A. Strategic Planning
 - Environmental scanning of both external and internal environmental factors plus risk identification
 - Strategy Development based on CFA’s legislative charter and involves risk analysis, options development and analysis and performance measurement
 - Planning framework comprising corporate and annual plans plus associated support strategies around volunteers, human resources, financial, assets, OH&S and information management
- B. Core Capability Design and Input Management



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- Core capability design involving developing a core capability logic and evaluating optional capability developments
- Input planning involves developing the optimum input mix required to deliver the capability
- Input handover involves developing the capability in the field
- C. Core Capability Delivery
 - Working with the community with shared responsibilities for prevention, preparation, response and recovery from fires and emergencies
- D. Performance Improvement
 - Measuring, evaluating and reporting on the efficacy of service delivery
 - Implementing service improvements
 - Sector reviews of agency performance and risk

Strategic Planning

The Business Model commences with the Strategic Planning set of processes which includes, understanding CFA's authorising environment, scanning the internal and external environment, reviewing performance information and consultation with key stakeholders to set a strategic direction for CFA (long-term outcomes). This strategic direction is then used to direct the development of CFA's strategy which articulates the required mix of PPRR capabilities to be delivered by CFA (and/or with other agencies) over the medium-term. Once the strategy has been developed, delivery and business planning is undertaken by the organisation. First, Districts and Regions develop Delivery Plans which outline the specific core capabilities to be delivered within their particular risk environment to progress CFA's long-term outcomes. Delivery Plans are aggregated to form the basis of an annual Strategy Action Plan which contains sufficient guidance to inform Business Planning. CFA functions responsible for the development and supply of POiSTED inputs (resources) to enable the delivery of core capabilities develop annual Business Plans based on the requirements contained in the Delivery Plans and ultimately the Strategy Action Plan. The approval of Business Plans signifies the completion of the Strategic Planning processes and the commencement of Core Capability Design and Input Management processes

Core Capability Design & Input Management

This set of processes involves the processes required to design new core capabilities, modify existing, maintain existing and/or discontinue existing core capabilities. The requirement to take a particular pathway is identified in the Strategy Action Plan.

Core Capability Delivery

Once core capabilities have been designed, modified, maintained or discontinued, the capability is supplied to the service delivery arm of CFA (Regions, Districts, Groups, Brigades) to deliver the relevant core capabilities. The delivery of core capabilities to the community of Victoria occurs through the Service Delivery Model. Refer to Service Delivery Model documentation.

Performance Improvement

Over the past 18 months CFA has committed to a program of work to understand its capacity and capability to measure both effectiveness and efficiency. This work supports further development of the endorsed long-term outcomes. CFA is advancing this work with the expertise of the Monash University Injury Research Institute. The final aim of these pieces of work is to ensure a qualified approach to:



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- measuring public safety outcomes
- establishing the right performance targets and measures for CFA
- leading contribution to the development of a sector performance framework
- engaging with the community to ensure results of service delivery are transparent and the community understands CFA’s continuous improvement activities.

The Victorian Auditor General’s report on performance measurement of ESOs identified weaknesses in the processes by which data is collected and analysed. Supporting work on performance measurement CFA has undertaken a review of current data, data quality and analysis. Through support from Monash University Injury Research Institute CFA has made significant progress in defining the benchmark for definition of measures and the processes for capturing data.

In addition to CFA’s Corporate Plan, there are five subsidiary strategic plans – see Figure 7.



Figure 7: Strategy at CFA

While specific members of ELT have been aligned with and are responsible for specific strategies, the strategic planning process is not only inward looking. All plans are cognisant of EMV/EMC plans and strategic directions. The development plans have involved consultation not only with CFA members but also key colleague emergency management stakeholders. Regular reporting on the implementation of strategic plans by ELT members is made to the Board.

Management work practices

A number of key management work practices have already been touched on in previous sections of this submission, namely:



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- the organisation has a strong strategy focus revolving around CFA's Business Model and underpinned by a forward look corporate strategy and critical supporting strategies and with clear accountabilities to the Board over strategy implementation
- organisation design is fluid and reflective of changing Government policy or changing priorities
- the organisation prides its close relationship with community
- the organisation is strongly volunteer and staff centric in support of the overarching principle of having 'One CFA'
- the organisation is understanding of the emerging new emergency management landscape and is seeking to be an effective partner and where required a leader of specific new joined up initiatives
- the organisation is a learning organisation and has responded positively to new Government policy directions, and a wealth of change proposals emanating from a variety of inquiries, reviews and consultancies over the last decade.

Other important management practices are summarised below.

1. Stakeholder Engagement

CFA has developed a stakeholder engagement strategy that emphasises the need to take a structured approach when dealing with key stakeholders of the organisation including the Minister, the Department of Justice and Regulation, EMV/EMC, colleague emergency management agencies, VFBV, UFU and other unions. On all Board papers, the Board requires advice on parties consulted in the preparation of the paper and comments made. Current engagement activities are both formal and informal and across all levels and demographics of the organisation.

2. Communications

CFA places great importance on both keeping the public informed about key fire and emergency messages as well as ensuring Brigades remain engaged and connected. This is a significant task given the disparate nature of the organisation. CFA supports a decentralised media response model, allowing local firefighters to engage with the media on the scene of an event or after an event. CFA has made significant moves to capture the benefits of social media and now engages with communities and members of the public via a mix of alternative mediums

3. CFA Leadership Framework

Arising from the cultural survey in 2012, CFA embarked on broad consultation with the aim of developing a leadership framework that was appropriate to CFA taking into consideration the mission command doctrine promulgated by the Chief Officer and being understanding of best practice research on the topic of leadership. The new framework will require alignment of associated development programs and will be progressively implemented across the organisation over this year.

4. Change management

Given the significance of change processes within the organisation, especially following the VBRC, CFA adopted a formal change management framework together with a toolkit to underpin any change process whether at the team level of organisation wide. Any such



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change processes need to be mindful of the requirements of prevailing enterprise bargaining agreements

5. Financial management

Following a review of CFA financial systems by Ernst & Young in 2014, changes were made in the accounting and financial systems of the organisation. In addition, with the change to the fire services property levy the Government required new accountability arrangements in the financial reporting by the fire services

6. Asset management

Based on the findings of the DTF base review, CFA moved to develop a more strategic forward look of the organisation's assets largely driven by the requirements identified in the Service Delivery Strategy

7. Information management

The application of ICT has been an integral element of both communicating with the public and in the operations of the organisation. In 2014 the Board approved a new Information Management Strategy which recognises the importance of information operationally and in respect of back office systems.

The term 'management work practices' is all encompassing. A summary of key work practices has been identified in this section of the submission. Should the Formal Review seek either an elaboration of any matter identified or advice on other work practices then CFA would prepare a supplementary submission.

Future organisation and management arrangements

CFA is keen to work with EMV in achieving a more closely aligned governance model for CFA and MFB. CFA would be seeking to gain clarity of governance responsibilities and to emphasise the central role volunteers play in the achievement of CFA's organisational capability which also need to be accounted for in any revised governance arrangements.

(f) Enhancing workplace culture, including fostering greater respect and cooperation between management and its workforce, as well as enhancing workplace innovation and diversity

Through ToR (f) CFA expects that the Review is seeking to assess the application of contemporary workplace practices in CFA and MFB as to consultation, participative decision-making, workplace innovation and diversity.

While CFA has made progress in the diversification of its workforce, there remain a number of significant constraints to further progress that must be effectively removed before the desired future can be reached. Some of these constraints are cultural and some take the form of deeply embedded and institutionalised practices and policies. CFA continues to discuss and aspire to a future workplace that is attractive to a far more diverse workforce than is currently the case. This is a challenging space that requires internal frictions to be identified and resolved. CFA values and the associated behaviours are key enablers for the creation and maintenance inclusive workplace culture.

Encouragingly in many CFA brigades, innovation and inclusion, and as a consequence, diversity, are already well established community norms.



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In response to ToR (e) CFA addresses the following matters:

- culture and values
- leadership framework
- workplace relations
- workplace innovation and diversity

Culture and Values

Workplace culture within CFA is complex and is impacted by such factors as:

- leadership style and approach
- a large and disparate volunteer force which is geographically spread and strongly reflective of community expectations
- the needs and expectations of different constituency groups will always create tension that needs to be managed.

The CFA Board and ELT in seeking to better understand cultural drivers in the organisation engaged consultants to undertake a culture survey of volunteers and staff using the Human Synergistics Organisational Culture Survey in 2012. The survey identified particular issues around consultation, ineffective decision making, trust and change management. ELT implemented a number of initiatives to remediate identified shortcomings. The survey was administered again in 2014 and again issues, both positive and negative were identified. For staff they were making a positive contribution, felt safe and respected their immediate managers however they experienced ineffective change and decision-making processes, and leadership. For volunteers they were proud of the successes of CFA and felt CFA was a truly great place to volunteer, however the survey found a lack of involvement in decision making, poor consultation and issues of trust.

Complementary to these surveys, the VFBV have so a number of years been running an annual Volunteer Welfare and Efficiency Survey about all aspects of the management and operation of CFA. The VFBV annually brief both the Board and ELT on the results of their comprehensive survey and make public the results of the survey.

Hence the CFA Board and ELT are acutely aware of the implications of workplace culture in terms of its impact on the operational effectiveness and harmony across the organisation. Cultural change initiatives are monitored by the ELT and the Board's People, Remuneration and Culture Committee with a commitment to see positive improvements in survey results over time.

A key finding from the survey was confusion over what set of values applied to the CFA workforce as the previous Firestar values originated from the operational side of the organisation. After a long consultation process a revised value set was endorsed in March 2015 (refer Figure 8).

CFA's workplace culture is grounded in the fact that CFA is first and foremost a volunteer organisation. Understanding and being able to actively connect to what motivates volunteers is critical for CFA's effectiveness.



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Figure 8: CFA values

Leadership Framework

CFA's Leadership Framework was developed after the 2012 Culture Survey and identifies what CFA members can expect from CFA leaders, what leaders are accountable for and how leaders are developed and supported.

In September 2014 the senior leadership team collaboratively identified that it would focus on two leadership expectations – that CFA leaders are values based and they are accountable decision makers. Subsequently, CFA has sought to increase the degree of participation of CFA Members in decision making while at the same time encouraging timely decision-making. A focus has been to minimise unnecessary escalation of decisions to more senior levels of management.

CFA delivers its Enabling Leadership Program to enhance accountability of its leaders. The Program was launched in April 2015 with a view to supporting CFA leaders to set direction, empower Members and to execute strategy in an integrated and collaborative way. The Program provides an opportunity and space for leaders to work on their:

- critical role in leading culture change and demonstrating CFA Values
- awareness of the significant impact leadership styles have both within the organisation as well as with volunteers and key stakeholders
- understanding of effective leadership behaviours including operating “above the line” and working towards a common “end point”.
- effectiveness in leading and operating as teams with a focus on mutual accountability and collaboration.
- decision making in a complex and ambiguous environment
- level of trust and engagement within the leadership group, CFA members, the community and key stakeholders.

Workplace relations

CFA recognises that first and foremost it is the leaders and managers of CFA that have a strong impact upon workplace culture. Secondary but important influencers of cultural direction are those bodies that have been established to represent the interests of groups of CFA members, which in CFA is primarily the responsibility of the Volunteer Fire Brigades Victoria (VFBV) and the United Firefighters Union (UFU). There are other unions who have coverage of staff in CFA but they do not have the profile of the UFU.



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Volunteer Fire Brigades Victoria

Until relatively recently, the interests of volunteers were represented by two associations - an urban and a rural – which combined to form the VFBV. These associations have had a long history of working closely with CFA leadership team having being recognised in legislation as having a role in bringing to the notice of the Authority all matters affecting welfare and efficiency. (See section 100 CFA Act 1958).

In 2011 the then Government amended the CFA Act to provide legislative recognition of the Volunteer Charter, which had been first promulgated in 2001, which requires the Authority to have regard to the Charter in performing its functions, to consult on matters that might affect volunteers and to develop policy and organisational arrangements that encourage, maintain and strengthen the capacity of volunteers.

The structure of the VFBV has a hierarchy of consultative mechanisms spanning from Brigades, to Groups to Regions to the VFBV State Council overseen by the VFBV Board. The CFA Board and VFBV Board meet twice yearly to consider strategic issues for volunteers referred to them by a high level Volunteer Consultative Committee comprising senior CFA and VFBV representatives.

The relationship between CFA and VFBV is positive and constructive. Over the past decade only two matters have caused significant tension in the relationship:

- when CFA, following extensive negotiations, settles an EBA with the UFU (to which the VFBV is not a party) and it contains provisions that are seen to impinge on the role and activities of volunteers;
- when the VFBV, in lobbying Government, can pursue policy or resourcing positions on which CFA as a government statutory authority is not able to take a position.

In relation to EBA derived tensions, the Jones Report on volunteers provides a succinct summary of the issues. Jones heard evidence and received submissions about the constraints of CFA's industrial agreements, principally with the UFU, on opportunities for volunteers.

The primary constraints were identified as those that affect access to training, the type of training provided to volunteers, the ability of volunteers to act as trainers, the provision of PPC&E and opportunities to take up a number of operational roles, including incident management team roles or to join CFA as staff, other than as recruits. These matters are ones on which CFA's industrial agreement with the UFU places requirements on CFA to consult with the UFU before providing volunteers with support.

Since 2008 Industrial agreements and deeds, and decisions made by external industrial bodies have also placed limits on the flexibility of the Chief Officer to allocate staff to Brigades and determine crewing practices. The VFBV, in its submission to the Jones inquiry, expressed deep concern over a Dispute Panel process, established pursuant to an EBA, making decisions about future career firefighter numbers and their deployment. The VFBV believed such external decision making overrode the statutory role of the Chief Officer and CFA in relation to staffing and resource deployment, they found it counter to the agreed Volunteer Continuum model and breached the consultation requirements of the Volunteer Charter. The tensions over EBA processes and outcomes have dissipated over the past five years as no further EBAs have been finalised.



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Overall, however, the special relationship remains robust and strong and has become more focussed since CFA promulgated its Volunteerism Strategy earlier in 2015.

United Firefighters Union

CFA has had a long and at times a strained relationship with the UFU in representing the interests of career firefighters. The UFU has a proud history of seeking to advance the working conditions of firefighters. It would be expected the industrial leverage of the UFU in the MFB would be stronger given the more homogenous make-up of the MFB workforce compared with CFA where career firefighters play an important role in the 34 integrated Brigades out of a total of 1,219 Brigades.

Arising from a Deed to an EBA in 2007 a Dispute Panel was established to determine disputes including those relating to the allocation of staffing. In 2008 the Dispute Panel in a majority decision (CFA dissenting) determined career firefighter staffing levels for 25 brigades. Subsequently in 2009 the Panel determined an increase of 684 operational staff was required going forward. The then Chief Officer advised the Board of a three stage strategy to employ the 684 additional firefighters but indicated he felt the Panel decision was taking staffing decisions out of the control of CFA. Ultimately CFA was funded to recruit an additional 342 career firefighters for CFA and 100 at MFB over the following six years. The current Government has pledged a further 450 career firefighters (CFA 350, MFB 100).

In the DTF 2012 Base Review team in briefing the CFA Board concluded, amongst other things, that there were wide scale inefficiencies associated with the management of CFA's and MFB's operational workforce due to prevailing EBAs and workplace culture.

Hence workplace relations in CFA and MFB is complex especially given the following competing factors

- the differing aspirations of the VFBV and the UFU
- the (not unexpected) industrial positioning by the UFU of MFB against CFA and vice versa, with attributes of staffing, pay or conditions in one service being used as leverage to gain parity and uniformity with the other service. While CFA supports a flexible career arrangement in the crewing of appliances, in the allocation of members to specific appliances, for determining the weight of attack on a fire ground there is a more formulaic approach in place in the MFB including numbers per appliance, the assignment of specific staff to specific appliances and numbers on a fire ground before certain attack strategies are instituted
- the industrial relations governance arrangements in the public sector are complex:
 - Governments set the overall industrial relations framework and funding parameters
 - Governments sign off on recommended EBA strategic positions
 - the Central Bargaining Unit in Industrial Relations Victoria assists public sector agencies with negotiations
 - host Departments (in our case DJR) oversee proposed EBA approaches, monitor negotiations and advise the Minister
 - government commitments for new emergency management policy positions and the employment of additional career firefighters (positions often made in the form of election commitments)



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- consultation and dispute provisions in the EBA may come into play that can lead to the involvement of the Fair Work Commission to conciliate disputes.

As a result of EBA processes over the past twenty years, negotiated positions have been arrived at which have meant concessions by both CFA and the UFU in terms of stated positions. From CFA's viewpoint there are provisions within the EBA that represent a less than optimal position. A new approach is required to consider more innovative workforce options and workplace relations.

Strengthening workplace innovation

Given the financial strictures facing future governments, CFA in its forward workforce planning considerations sees the need for serious consideration to be given to new and more innovative and flexible workforce arrangements over the next five to ten years, including:

- reviewing the minimum staffing construct for integrated fire stations
- rank progression based on demonstrated competencies and not time based
- multi-tiered entry into Operation Officer and Operations Manager positions by promotion, lateral entry, accelerated learning or graduate entry
- greater emphasis on people with fire prevention and preparation skills and in so doing aligning more closely with the focus of the Service Delivery Strategy
- investigation the value proposition of employing of part-time and casual firefighters with demonstrated competencies to fill gaps in rosters
- more flexible work arrangements that are attractive to women
- the use of seasonal firefighters to be deployed to high risk holiday/tourist locations during the fire season
- greater mobility in transferring operational staff to locations of critical need as in Victoria Police
- adoption of hub and spoke arrangements with integrated brigades supporting a network of volunteer brigades
- pursuing with vigour the greater diversification of CFA membership across the State.

Diversity

CFA supports a range of programs aimed at promoting greater diversity across its members including:

- membership diversity programs to improve the sustainability of brigades and the growth of volunteerism into the future – stressing engagement with diverse communities and the recruitment and retention of volunteers from diverse backgrounds
- recognising that needs can vary significantly from district to district depending on the demographic and socio-economic issues within a community. In some districts, gender diversity is a pressing need, while in others, support around youth engagement and participation is required. In others, Koori inclusion and engagement is the highest priority.

CFA's Inclusion and Diversity Working Group has field and HQ based representatives from key departments, ensuring strategies and initiatives are communicated and initiated across all levels of the organisation to support a more inclusive, cohesive, diverse and viable CFA into the future. The Working Group covers all areas of diversity including gender, ethnicity/culture, age, disability, social disadvantage and sexual preference.



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Given the breadth of inclusion and diversity, the group has developed a plan of focus for 2015 at both the strategic and grass roots level that has four main areas of focus for 2015:

1. Advance gender equality within CFA membership
2. Foster cultural diversity within CFA membership
3. Enhance Koori inclusion and engagement in CFA (through the implementation of CFA's KIAP)
4. Encourage youth engagement and participation.

It is important that CFA continues to evaluate all its human resource processes to ensure they are supporting the goal of having a workforce that is representative of the communities we serve and unintended barriers or restrictions in our processes are removed.

Future Directions

CFA recognises that changes to workforce planning goals and workplace relations will not be achieved quickly.

CFA would make the point that the need for new and innovative workforce options are not just confined to CFA but are essential to future productivity improvements both across the emergency services sector and the broader public sector. The Government through Industrial Relations Victoria and with the assistance of the Victorian Public Sector Commission need to be taking a lead role in producing a forward looking Victorian workforce plan of critical occupations and to begin the conversation with key parties about how to best move forward. It is clear the old industrial relation constructs and paradigms will not necessary serve the State well into the future.

(g) Options for the establishment of a Career Firefighters Registration Board

Through ToR (g) the Review calls for the consideration of options for establishing a Career Firefighters Registration Board. It is not clear to CFA what advantages the establishment of such a body is expected to achieve.

In responding to this ToR, CFA has taken an exploratory approach and addresses:

- the functions of registration boards
- the relationship between registration boards, employers and other bodies
- the need for consultation.

Generic registration board functions

By their nature registration boards generally have a number of functions and statutory responsibilities. Their overarching responsibility is generally to regulate an occupation by setting standards and policies that all registered practitioners must meet. Registration boards may also:

- set standards and competency requirements for professional levels in an occupation
- set codes of conduct
- set employment eligibility criteria with reference to standards and/or qualifications
- publish a register of people who have been accepted for registration
- undertake investigations into the conduct or performance of registered individuals
- consider complaints



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- provide advice to government about the standards required for registration in an occupation.

CFA notes that these matters are currently matters for the individual fire services.

The relationship between a registration board and employers

The relationship between a registration board and the governing boards of MFB and CFA would need to be clarified. For example, it would need to be clear that the fire services are the employers, not the registration board, although a registration board may seek to constrain the ability of fire services to employ firefighters who were not registered. It would be important that any training requirements set by a registration board would not be in conflict with the Chief Officer's requirements.

The relationship between a registration board (mandatory registration for employment purposes) and the unions would need to be explored, given that the unions enjoy almost 100 per cent membership in the fire services.

A registration board could reasonably expect to place requirements on training providers related to breadth and depth of training and course content.

The need for consultation

CFA can see both advantages and disadvantages with a proposal to establish a Career Firefighters Registration Board and contends that the establishment of such a Board should only follow a period of consultation where the advantages and disadvantages of the existence of such a Board can be thoroughly examined.

CFA considers there is likely to be a number of options related to scope of functions, such as the ability of the Board to set training requirements and exercise disciplinary functions. There could also be options related to the need for existing firefighters to be registered, or to achieve registration over, say, a ten-year period.

If there were to be a commitment to such a Board, CFA would be seeking to ensure it promotes flexibility not only for career firefighters but others seeking to be registered as operational firefighters. CFA considers that it would be an imperative to enable the lateral entry of volunteer firefighters who can demonstrate they possess the relevant competencies. Similarly, firefighters from Defence, private industry and other fire services should be able to gain registration. In short, the operations of such a Board should not be a 'closed shop' but should encourage maximum flexibility for those seeking a career as a firefighter.

Finally, given the 'One CFA' ethos, any proposed board would need to be able to give comparability to all firefighters in CFA whether they are career or volunteer. CFA does not discriminate in the allocation of tasks but places primacy on the demonstration of competencies.

Achieving the proposal's potential

The concept of a career firefighter registration board has the potential to underpin the diversification of the CFA workforce. Concepts such as the mobility, and universal recognition, of qualifications and current competencies offer great flexibility and opportunity for both individuals and the sector. However, if such a Board were to come under the effective control of interest



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groups, there is potential for such an institution to hamstring CFA's efforts to achieve greater flexibility of its workforce.

CFA looks forward to being involved in any discussions if the concept of such a Board is to be progressed.

(h) The best mechanism to provide support for volunteer fire Brigades and to ensure their viability in providing emergency services

CFA understands this ToR requires consideration of the best mechanism for supporting volunteers and to ensure their future viability.

The most significant mechanisms to provide support to all volunteers is the systematic and energetic implementation of the Service Delivery Strategy, the energetic support of and adherence to the Volunteer Charter and the implementation of CFA's Volunteerism Strategy. This Service Delivery Strategy is founded on recognition that contemporary emergency management requires investment in prevention and preparedness capability in order to reduce the inexorable pressures and demand for Response capability. In this foundation Strategy lies the key to long-term sustainability of a volunteer workforce.

In addition to this foundation strategy, there is the important allied Volunteerism Strategy that clearly articulates how CFA intends to live the spirit of the Volunteer Charter through strategies to encourage, maintain and strengthen volunteers in CFA.

Key topics to be briefly covered in responding to this ToR are:

- outcomes of previous inquiries
- volunteer decision making
- volunteer support, training and safety needs
- financial management requirements for volunteer Brigades.

Previous inquiries

There is no doubt that the value and contribution of volunteers in the fire services is widely acknowledged. The community centric nature of CFA's volunteer model was succinctly described in the Jones Inquiry Report (2011):

In some rural areas, the CFA brigade may be the only community institution, with a high proportion of the community being volunteers. In these areas, the brigade is integral to ongoing social health and community viability. An example is Mitre, 40 km west of Horsham, where 60 per cent of the population of around 110 are CFA members. The community connectedness of being a CFA member is clearly of significant benefit to the community. In many parts of Victoria, the local CFA brigade is the glue that holds the community together.

The value of volunteers is not limited to bushfire response. CFA members respond to tens of thousands of incidents every year, from bushfires, grass fires and structural fires, to car accidents.

Six priority themes emerged from the report:



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1. Culture and leadership to empower and support volunteerism
2. Recruitment, retention, recognition and utilisation of volunteers
3. Strengthening the volunteer-based and integrated service delivery model
4. Improved support for Brigades and communities
5. Training development
6. Training delivery and assessment.

CFA has made significant progress to implement the report's recommendations.

Similarly, CFA's response to the recommendations in Victorian Auditor-General's Report Managing Emergency Services Volunteers, which complements the implementation of the Jones Report, is well advanced in such areas as:

- CFA's Volunteerism Strategy has been approved by the CFA Board and published. Implementation of the Strategy is now underway.
- The Brigade Operations Skills Profile (BOSP) tool has been enhanced to provide higher-quality data about the availability of CFA members.
- The management of risk in relation to CFA's volunteer workforce has been incorporated into, and will be managed from, CFA's Enterprise Risk Profile.
- CFA is exploring ways it can better collaborate with SES about volunteers.
- An exit survey process was launched to gather information about why volunteers leave CFA.

Decision-making

There are a number of current initiatives that are aimed at ensuring the involvement of brigades in planning and development activities across CFA.

Planning

CFA operates a network of District Planning Committees (DPCs) and District Health Safety and Environment Committees (HS&E Committees).

DPCs are designed to provide members, Brigades and groups with an avenue to have input into district decision making and ownership the application of corporate policy within the district.

The DPC is considered an integral component in achieving the CFA Volunteer Charter principle of consultation by providing the opportunity for meaningful consultation between CFA, volunteer and career members and Brigades, at the local level.

The DPC provides the forum for Brigades and groups to have input and influence on district management, directions and activities, and assists the Operations Manager in the management of issues affecting Brigades.

Committee members act on behalf of all Brigades in their district and are generally empowered to make decisions on behalf of Brigades in their district.

District Health Safety and Environment Committees

Members can participate in decision making HS&E matters by joining their District Level HS&E committee. CFA is in the process of establishing these committees across the Districts.

The functions of a HS&E Committee are generally to:

- Facilitate cooperation between CFA and its employees and volunteers of the District



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- Initiate, develop, carry out and monitor measures designed to ensure the health, safety and welfare at work of the employees and volunteers;
- Assist in the resolution of issues relating to occupational health, safety or welfare that arise at any relevant workplace;
- Assist in the development, review and distribution of occupational health, safety practices, procedures and policies to employees and volunteers within the District;
- Consult with CFA on any proposed changes to occupational health, safety or welfare practices, procedures or policies;
- Such other functions as are prescribed or agreed upon by CFA and the Board's Health, Safety and Environment Committee.

Volunteer support, training and safety

CFA has implemented a number of initiatives as part of the Volunteer Support Program including leadership development programs, the Brigade Sustainability Pilot, Wellbeing Pilot, District Volunteerism Pilot and Statewide Volunteerism Pilot. These pilots are currently being evaluated.

To facilitate the training of volunteers who live several hours' drive from the nearest training ground, CFA ordered seven more hot fire mobile props to be delivered in June 2015. A total of 10 mobile props are now being used around the state enabling volunteers to undertake hot fire training in locations and at times that are convenient for members.

CFA could further improve its support to volunteers by:

- delivering structured development programs to leaders involving tailored personal and professional development
- a Statewide formal coaching and mentoring program and opportunities for participation in internal and external leadership development programs are required
- enhancing public safety program training, incident management and communications training for volunteers
- enhancing safety with up-to-date equipment, communications, appliances and training that increases safety is paramount. More effort is presently being placed on fatigue management being fit for duty and mental health and well being
- incorporating volunteer numbers, skills and training needs in an integrated workforce planning model
- introducing virtual training, which has the potential to offer safer training, and training in an expanded range of emergency scenarios which can contribute to being safer on the fireground.

Financial Management of Brigades

Volunteer Brigades are considered to be part of CFA for accounting purposes. Accordingly, the government's Standing Directions apply to the management of Brigades. The Standing Directions include the application of the Financial Management Compliance Framework to Volunteer Brigades. The Framework represents detailed financial management requirements and practice to be applied to organisations and for example includes the requirement that "all bank accounts must be reconciled, at least on a monthly basis".

Whilst the Framework represents good financial management for public sector entities, its application to Volunteer Brigades represents a significant burden for compliance and is considered



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unsuitable to their circumstances. Many of CFA's 1,219 Brigades are small rural Brigades with low transactional activity. Further, Brigades' management teams comprise volunteers, including the Secretaries and Treasurers who oversee the finance. The application of the Framework to Volunteer Brigades potentially acts as a disincentive to supporting volunteerism.

As CFA operates a regime of review of the finances of the Volunteer Brigades as part of the regular inspections of Volunteer Brigades under Section 29 of the *Country Fire Authority Act 1958*, it therefore recommends that the application of the Framework to brigades be withdrawn.

Future directions

CFA recommends three primary mechanisms for providing the best support for volunteer Brigades and ensuring their viability.

A. There is a systematic and energetic commitment to the Service Delivery Strategy

The new Service Delivery Strategy challenges the old paradigm that saw CFA as fundamentally a response agency. The new Strategy is based upon contemporary emergency management understandings that posits the investment in building prevention and preparedness capability will help mediate the inexorable pressures for maintaining and expanding the State's response capability. To effectively build community resilience and safety a greater focus is needed in the 'before' rather than in the 'during' and 'after' phases.

B. All parties commit to living the Volunteer Charter and complying fully with the legislative requirements to recognise, consult, encourage and strengthen the capacity of volunteers.

CFA seeks to meet both the specified requirements and the spirit of the Volunteer Charter. Consultative processes are in place including Board to Board meetings. The Board requires that all Board papers contain details of consultations that taken place and views expressed. However as has been identified through this submission there have been instances where volunteers have been bypassed and decisions taken that have impacted upon them without their involvement. The most significant matters include:

- EBA negotiations – Jones concluded there was a lack of transparency in CFA in relation to industrial agreements and recommended that provisions that impact upon volunteers need to be discussed with the VFBV. The difficulty for CFA over the past decade has been that many of the provisions that may impact upon volunteers have been rolled over from previous EBAs and CFA negotiators have been unable to find trade-offs to have such provisions removed. In the future agreed processes need to be in place to ensure the VFBV has a full knowledge of any new provisions being considered.
- Pre-election commitments and emergency management policy changes – a sensitive issue revolves around pre- election commitments as these are made by parties and not by Governments and consultation with volunteers on these matters is therefore out of CFA's control. It is only when coming to Government does section 6G (c) of the CFA Act 1958 come into play requiring the Government of Victoria to consult with volunteers on any matter that might reasonably be expected to affect them. In the future, when CFA has knowledge of any imminent emergency management policy release that may impact volunteers, the Board's



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Chair or the CEO will alert the Minister of the requirements of the CFA Act for consultation with volunteers, where it is relevant.

C. Active commitment to and implementation of CFA's Volunteerism Strategy 2015 – 2020

Following extensive consultation with volunteers and the VFBV, the CFA Board, CEO and Chief Officer endorsed the Volunteerism Strategy earlier this year.

In the preamble to the Strategy, a key driver for new directions was an analysis of the changing volunteer landscape that showed:

- the rapid growth of properties in the peri-urban fringe requiring new services but proving to be difficult in attracting and retaining volunteers
- increasing population in provincial towns but declining population in smaller rural areas due to the growth of large landholdings
- an ageing population with attendant impacts not only on the communities we serve but our own membership and workforce
- increasing cultural and ethnic diversity, particularly in outer metropolitan growth areas
- increasing interest in casual volunteering and volunteering to build skills rather make long term commitments
- social disconnection due to limited free time to engage within community.

The Strategy contains three Strategic Priorities each with three strategic actions:

1. Encourage and value the contribution of volunteers
 - Champion volunteerism
 - Respect volunteer time and expertise
 - Recognise volunteer commitment and contribution
2. Maintain and enhance the role of volunteers in service delivery
 - Better utilise volunteers
 - Expand opportunities for volunteers and build capacity
 - Equip and protect volunteers
3. Strengthen the future of volunteerism and build connection with communities
 - Shape the future
 - Diversify volunteer membership and build the next generation
 - Empower volunteers to support their community

The Strategy contains an implementation plan based around a core set of initiatives for each of the three priorities. CFA believes the Strategy provides an effective template for change and progress and should be used as the driving force to address current issues and better plan for the future. Implementation of the Strategy will be closely linked with other key activities such as improving workforce capability planning and the Chief Officer annual Brigade inspections which include an assessment of Brigade viability, and cultural change initiatives.



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4. Path to the Future

The emergency management sector is currently undergoing a period of ongoing transformation. The VBRC resolved that operational improvements were required especially in relation to major fire events and recommended the appointment of a Fire Services Commissioner (FSC) to improve operational policy, provide unambiguous control of major events, improve interoperability and strengthen the capacity for agencies to provide an integrated response. The subsequent Government White Paper on Emergency Management Reform confirmed the remit of emergency management agencies to all hazards, all agencies thereby providing the rationale for the establishment of both EMV and the EMC (previously the FSC).

Building on these new directional changes and the previous planning work of the FSC, the State Crisis and Resilience Council (SCRC) of Government has recently endorsed a Victorian Emergency Management Strategic Action Plan 2015 – 2018 that outlines four key themes, with eight priorities and 30 state-level strategic actions. The first of the four themes is outward looking at community and business initiatives. The other three themes are largely inward looking around people and culture, governance and services and systems of existing emergency management agencies and have parallels to the focus of the Review.

There is little doubt that the intersecting nature of a number of strategic actions will see significant changes to the historical roles and responsibilities required in legislation of public sector emergency management agencies. The logical outcome of these endorsed strategic actions will see new governance arrangements, new structural arrangements, new operational responsibilities and new back office arrangements. CFA is keen to part of the exploratory processes necessary to take these initiatives forward.

The future directions component of each ToR in the CFA submission is intended to identify potential opportunities to advance the emergency management agenda and better position the State to deal with some real and powerful external change forces. In summary, some key change initiatives that have been identified include:

- resourcing – emergency management partners working in concert to identify and consider critical efficiency drivers across the sector including but not limited to such activities of shared back office services, shared or outsourced training opportunities, greater standardisation in the design and development of appliances and equipment, the integration of communication technologies and more flexible workforce practices;
- resourcing – the development of a fire and emergency management resources allocation model to provide predictable funding in forward years with a special emphasis on putting in place a 10 year forward look asset management planning process
- member support – CFA has a wealth of experience in building and sustaining community resilience to emergencies which needs to be capitalised upon and shared more widely especially as it relates to community engagement, community awareness and education, and working with communities during emergencies
- member support – OH&S – a high level project is required to comprehensively review OH&S approaches across the sector, to research best practice approaches for fire and emergency



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service environments and to develop an appropriate suite of both lead and lag performance indicators to measure the efficacy of OH&S programs and processes

- member support – training – the State Fire and Emergency Services Training Framework of 2013 needs urgent review with a clear remit for all agencies to fully understand training needs across the sector, to examine optional delivery strategies (including enhanced localised training and joint delivery or, alternatively post-secondary and tertiary training), the cost benefits of outsourcing training components, maximising flexibility in delivery modes, and infrastructure planning
- interoperability – CFA work closely with EMV and partner emergency management agencies in achieving the priorities identified in the Services and Systems Theme of the Victorian Emergency Management Strategic Action Plan 2015 – 2018 based around developing a more integrated emergency management service delivery model
- management structures and work practices – EMV working with CFA and MFB to clarify governance arrangements and responsibilities between the agencies and to examine the feasibility of adopting similar regional structures and the adoption of common rank nomenclature across the career firefighting component of their workforces
- workplace culture – co-operation – CFA in close liaison with MFB, EMV and the UFU need to develop a cost effective implementation strategy for the employment of the additional 450 firefighters and the roll out of EMR to CFA integrated brigades
- workplace innovation – CFA in providing input to the development of a emergency management employee and volunteer workforce development strategy as identified in the Victorian Emergency Management Strategic Action Plan 2015 – 2018 identify opportunities to move toward more flexible staffing options and options to enhance the volunteer model and expand the volunteer surge capacity across the State
- Career Firefighters Registration Board – any such Board should not restrict CFA’s employer responsibilities to its staff and should aim to promote maximum flexibility in attracting and/or registering people with demonstrated competencies to be a firefighter for any rank
- Support to volunteers – there be strong support for the implementation of the Service Delivery Strategy; that all parties to the Volunteer Charter commit to complying fully to requirements to recognise, consult, encourage and strengthen the capacity of volunteers; and there is an active commitment to and implementation of CFA’s Volunteerism Strategy 2015 -2020

These key high-level initiatives together with the strategic actions contained in the Victorian Emergency Management Strategic Action Plan 2015 – 2018 are seen as providing a basis toward achieving a more cohesive and effective emergency management sector in Victoria.

CFA recognises however that the Review will attract a range of views from key stakeholders. Some of these views will complement one another while others will present opposing points of view. More broadly the canvassing of views of individuals and external organisations will no doubt present an array of perceived issues and suggested remediation options. To assist in filtering a variety of viewpoints, CFA has identified a set of principles that it believes should underpin any future change strategies:

1. Strategies that best protect life and property have primacy



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2. Volunteers from and working in and with communities in building community resilience are fundamental to the future delivery of emergency services in rural Victoria
3. The public value of CFA volunteer Brigades is much more than just being a responder agency to fires and other emergencies
4. The surge capacity of CFA volunteer Brigades in major emergency events is critical to the success of the State's response capability
5. Future emergency management service delivery options are predicated on assessed risk and capability to achieve effective service delivery performance standards in the most cost efficient manner
6. Flexible human resourcing models need to be adopted to ensure the application of appropriate skills and competencies to required tasks at least cost
7. Interoperability between emergency management agencies is vital but needs to comprehend differing service delivery requirements and not just be about uniformity
8. Asset funding for emergency management agencies needs to be predictable and based on agreed forward look growth plans and life cycle replacement agreements
9. Operational command and control roles and responsibilities need to be clear and unambiguous for large and small fire and emergency events
10. Emergency management governance responsibilities need to be clear and unambiguous between all emergency management entities
11. Workplace relations should be based on open and honest dealings and not allowed to be unduly compromised by sectional interests.

No doubt these principles can be added to but CFA believes it is important that decisions about the future of the organisation need to be soundly based and the rationale for any such decisions openly transparent and sound.

CFA would welcome the opportunity to expand on matters raised in this submission and to comment upon any other matter the Review identifies during the fact finding stage of the review process.



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List of Attachments

Attachment 1. Review of the Fire Services

Attachment 2. CFA's Volunteer Charter

Attachment 3. Emergency Event Types

Attachment 4. CFA Health and Welfare programs

**ATTACHMENT 1:****Fire Services Review Terms of Reference***Inquiries Act 2014***Review of the Fire Services**

I, Jane Garrett MP, Minister for Emergency Services, with the approval of the Premier, appoint David O'Byrne under section 93(2) of the *Inquiries Act 2014* to constitute a Formal Review to inquire into and report on the terms of reference specified in this instrument.

1. Terms of Reference

The Formal Review will inquire into, and make recommendations on, the resourcing, operations, management and culture of the Metropolitan Fire and Emergency Services Board (MFB) and the Country Fire Authority (CFA) (collectively, the "fire services"), including, but not limited to the following matters:

- (a) an assessment of the resourcing requirements necessary to ensure Victoria is appropriately equipped and fire ready;
- (b) how CFA and MFB staff can be best supported in protecting communities, taking into consideration operational needs, as well as Occupational Health and Safety best practice and best training methods;
- (c) the interoperability between the CFA and MFB;
- (d) the interoperability across fire agencies responsible for preventing and suppressing all types of fire in Victoria, whether on public or private land;
- (e) CFA and MFB management structures and management work practices;
- (f) enhancing workplace culture, including fostering greater respect and cooperation between management and its workforce, as well as enhancing workplace innovation and diversity;
- (g) options for the establishment of a Career Firefighters Registration Board; and
- (h) the best mechanism to provide support for volunteer fire brigades and to ensure their viability in providing emergency services.

2. Reporting Date

The Formal Review is to report on its inquiry to the Minister for Emergency Services by 30 September 2015.

3. Authority to incur expenses and financial obligations

- 3.1 [Redacted from circulation version.]



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- 4. Manner in which the inquiry of the Formal Review is to be conducted**
- 4.1 The Formal Review may conduct its inquiry, subject to s. 99 of the *Inquiries Act 2014*, in the manner it considers appropriate, which may include:
- (a) obtaining written submissions from key stakeholders;
 - (b) interviewing representatives from key stakeholders;
 - (c) conducting research into fire services in other Australian or international fire services; and / or
 - (d) conducting a literature search.
- 4.2 For the purposes of this clause, “key stakeholders” include, but is not limited to:
- (a) CFA;
 - (b) MFB;
 - (c) Department of Environment, Land, Water and Planning;
 - (d) Emergency Management Victoria;
 - (e) United Firefighters Union of Australia Victorian Branch;
 - (f) Community Public Sector Union;
 - (g) Australian Workers Union;
 - (h) Australian Services Union; and
 - (i) Volunteer Fire Brigades Victoria.

Jane Garrett MP
Minister for Emergency Services

Date:



CFA Volunteer charter

PREAMBLE
 Volunteers of the Country Fire Authority of Victoria (CFA) are fundamental to emergency management in Victoria and their value and importance is recognised. Volunteers and the commitment they bring to the protection of the Victorian community remain the core strength of CFA. The individual and collective interests and needs of Volunteers must be protected if they are to deliver their services safely and effectively. They must always be consulted about issues that affect them as Volunteers. This Charter recognises that the members of CFA and their Association, Volunteer Fire Brigades Victoria (VFBV), operate under the Country Fire Authority Act 1996. The Charter is a statement of principle that will apply to the relationship between CFA, the State of Victoria, and CFA's Volunteers.

THIS VOLUNTEER CHARTER...

- ☞ Is an agreed commitment by the State of Victoria, CFA and VFBV on behalf of CFA Volunteers to each other;
- ☞ Ensures the State of Victoria and CFA will commit to consultation with Volunteers about all matters which might reasonably be expected to affect Volunteers;
- ☞ Provides the framework for the three-way relationship between the parties, requiring the success of the relationship and the outcomes from the Charter to be judged against the following principles:
 - Is it fair?
 - Is it just?
 - Is it reasonable?
 - Does it discriminate against Volunteers?
 - Is the outcome practicable and sustainable?
 - Is it in the best interest of the safety of the Victorian community?
- ☞ Is the framework for an enduring commitment between the parties. The Charter shall be reviewed as required by the parties or at the end of four years from its date of commencement.

VOLUNTEERS IN CFA...

- ☞ Selflessly bring time and life skills to protect life and property, prevent and suppress fires and thus create a safer community. They actively promote fire prevention works and provide fire, emergency and community services across Victoria. Many Volunteers provide their own equipment to do so;
- ☞ Are drawn from communities throughout Victoria in order to participate in an integrated fire service through a practical partnership based on mutual respect for CFA, people employed by CFA, and personnel of other organisations, to ensure that community safety needs are met to the best of their collective abilities;
- ☞ Depend on the goodwill and practical support of their families, friends and employers to enable them to serve. The time available to them is limited by the needs and demands of their employment, families and other obligations; and

☞ Do not contribute their time for financial reward but do expect to gain satisfaction from service, achievement, personal development and camaraderie.

THE VOLUNTEERS WILL PROVIDE THEIR SERVICES TO THE BEST OF THEIR ABILITIES SUBJECT TO THE FOLLOWING PRINCIPLES...

To:

- ☞ Provide their services for the protection of life and property, prevention and suppression of fires and undertake other relevant duties to create a safer community in a mutual, respectful and active partnership with people employed by CFA, other organisations and the community;
- ☞ Operate safely and undertake appropriate training and planning to ensure their personal safety and enhance the delivery of services in creating a safer community;
- ☞ Exercise the powers vested in them by the Country Fire Authority Act 1968 and Regulations in the best interests of the community;
- ☞ Recognise and support the elected VFBV representatives and the consultative mechanisms as agreed with CFA; and
- ☞ Be committed to working in harmony and consultation with CFA and seek to resolve differences of opinion internally in the first instance.

THE CFA RECOGNISES THE COMMITMENT OF VOLUNTEERS. THE CFA SHALL PROVIDE ITS SERVICES AND SUPPORT TO VOLUNTEERS SUBJECT TO THE FOLLOWING PRINCIPLES...

To:

- ☞ Recognise, value, respect and promote CFA Volunteers who come from widely divergent communities with differing needs and characteristics, as core partners with people employed by CFA;
- ☞ Recognise and acknowledge that a primary responsibility of CFA and people employed by CFA is to nurture and encourage Volunteers and to facilitate and develop their skills and competencies;
- ☞ Recognise and acknowledge the value of the time that Volunteers provide to CFA and ensure that Volunteer time is used to maximum advantage;
- ☞ Acknowledge that policy development and change should always be considered in terms of its potential to support and facilitate the Volunteer contribution and the particular situation of local brigades;
- ☞ Recognise that VFBV represents Volunteers in general and ensure there is meaningful consultation, allowing enough time for real involvement, with the elected representatives of Volunteers on all matters which may impact upon Volunteers before the adoption or implementation of any new or changed policies, procedures or approaches;
- ☞ Ensure that Volunteer views, opinions and concerns are fully considered before adopting any new or changed policies, procedures or approaches which impact on them as CFA Volunteers;
- ☞ Provide the resources necessary to enable new or changed policies, procedures or approaches which impact on them as CFA Volunteers to be implemented efficiently and effectively;
- ☞ Provide adequate resources to enable Volunteers in CFA to deliver agreed services;
- ☞ Provide administrative, operational and infrastructure support to enable Volunteers to perform their roles safely and effectively within available resources;
- ☞ Recognise and respect the needs of Volunteers that are derived from their volunteer service and provide effective and comprehensive support services within available resources including but not limited to:
 - Where appropriate providing protection against the financial consequences of extended litigation and arranging adequate legal representation with respect to proceedings involving Volunteers arising out of CFA activities;
 - OH&S support and development of the safest possible working environment for Volunteers;
- Procedures to address issues of discrimination in a fair, just and timely manner;
- Counselling and welfare support;
- Training;
- Support and assistance for Volunteers in applying for employment as CFA employees; and
- Compensation for accidents, injuries and losses.

THE GOVERNMENT OF VICTORIA RECOGNISES AND ACKNOWLEDGES THE VOLUNTEERS' COMMITMENT. THE STATE OF VICTORIA WILL PROVIDE SUPPORT TO THE VOLUNTEERS SUBJECT TO THE FOLLOWING PRINCIPLES...

To:

- ☞ Recognise, value, respect and promote CFA Volunteers, their families and employers for their contributions to the well-being and safety of the people of Victoria;
- ☞ Ensure that CFA legislation appropriately recognises the needs and interests of Volunteers in the delivery of services and protects Volunteers who provide their services in good faith and their dependants from financial losses and other liabilities; and
- ☞ Consult with the elected representatives of Volunteers on all matters which may impact upon Volunteers including proposed legislation and the adequacy of resources to enable Volunteers in CFA to deliver the agreed services.

THE COMMITMENT...

The parties commit themselves to use and apply the Charter in the spirit of mutual respect and goodwill and to work together in that spirit to resolve any disputes which may arise between CFA, the State of Victoria and the Volunteers by reference to the key principles set down in this Volunteer Charter.

This Charter updated the 27th day of February 2011 and reaffirms the enduring commitment between the parties to each other evidenced by the Volunteer Charter made on 22nd December 2001.

Ted Baillieu MP
Premier on behalf of the State of Victoria

Peter Ryan MP
Minister for Police and Emergency Services on behalf of the State of Victoria

Hans van Hamond AFSM
President, Volunteer Fire Brigades Victoria

Kerry Murphy PSM, AFSM
Chairman, Country Fire Authority



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ATTACHMENT 3:

Emergency Events

Event Code	Event Type
000	Type of incident undetermined
008	Type of incident not reported due to industrial action
100	Fire or Explosion; insuff info to classify
107_2	Wood chip / mulch fire - Roadside, median strip, playground etc. (for bulk storage - use 141)
108_2	Railway track sleeper fire
109	Fire or explosion not classified
110	Building fire; insuff info to classify
111	Fire damaging structure and contents
112	Fire damaging structure only
113	Fire damaging contents only
119	Building fire not classified
120	Fire in building confined within non-combustible container with no other flame damage; insuff info to classify
121	Foodstuffs burnt, confined to cooking equipment
122	Chimney or flue fire - confined
123	Incinerator fire - confined
124	Oil burner delayed ignition, malfunction or misuse - confined
125	Compactor fire - confined to rubbish
126	Refuse can or wastebasket fire - confined to rubbish within non-combustible rubbish bin
129	Fire in building confined within non-combustible container with no other flame damage not classified
130	Special structure or outside equipment fire; insuff info to classify
131	Pier, quay, or piling fire
132	Tunnel, underground fire, including pipelines
133	Bridge, trestle, overhead elevated structure fire
134	Transformer, power or utility vault, utility equipment fire and power pole fire
135	Fence fire
136	Air supported structure fire or tent fire
137	Oil refinery fire
139	Special structure or outside equipment fire not classified
140	Outside storage fire, not rubbish; insuff info to classify
141	Outside storage fire, not rubbish
142	Storage yards including timber yards, tyres etc.
143_2	Stock fodder fire (includes hay bales or rolls, hay stacks etc)
144_2	Fertilizer fire (Bulk storage)
149	Outside storage fire, not rubbish not classified
150	Vehicle fire; insuff info to classify
151	Passenger vehicle fire
152	Road or transport vehicle fire
153	Rail vehicle fire
154	Water vessel fire
155	Aircraft fire
156	Camper, caravan or rec. vehicle fire (not on blocks or used as a building)
157	Off-road vehicles or mobile equipment fire
159	Vehicle fire not classified
160	Vegetation or other outside fire (more than one hectare); insuff info to classify
161	Forest or woods fire (more than one hectare)
162	Scrub or bush and grass mixture fire (more than one hectare)
163	Grass fire (more than one hectare)
164	Cultivated grain or crop fire (more than one hectare)
165	Cultivated orchard or vineyard fire (more than one hectare)
166	Cultivated trees or nursery stock fire (more than one hectare)
169	Vegetation or other outside fire (more than one hectare) not classified
170	Small vegetation fire (One hectare or less); insuff info to classify



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171	Small vegetation fire (one hectare or less)
173_2	Small grass fire (One hectare or less)
179	Small vegetation fire (One hectare or less) not classified
180	Outside refuse fire; insuff info to classify
181	Abandoned outside rubbish, refuse or waste fire
182	Garbage dump or sanitary landfill fire
183	Construction or demolition landfill fire
184	Dumpster or other outside trash receptacle fire
185	Outside stationary compactor or compacted trash fire
189	Outside refuse fire not classified
190	Explosion not as a result of fire and without after-fire; insuff info to classify
191	Munitions or bomb explosion
192	Blasting agent explosion
193	Fireworks explosion
194	Incendiary device explosion
195	Gas explosion
196	Vapour explosion
197	Explosion with ensuing fire
199	Explosion not as a result of fire and without after-fire not classified
210	Overpressure rupture of pipe or pipeline; insuff info to classify
211	Overpressure rupture of pipe or pipeline; steam
212	Overpressure rupture of pipe or pipeline; air or gas
219	Overpressure rupture of pipe or pipeline; not classified
220	Overpressure rupture of boiler; insuff info to classify
221	Overpressure rupture of boiler; steam
222	Overpressure rupture of boiler; air or gas
229	Overpressure rupture of boiler; not classified
230	Overpressure rupture of pressure vessel; insuff info to classify
231	Overpressure rupture of pressure vessel; steam
232	Overpressure rupture of pressure vessel; air or gas
239	Overpressure rupture of pressure vessel; not classified
300	Rescue, EMS calls; insuff info to classify
309	Rescue, EMS calls not classified
310	Medical assistance; insuff info to classify
311	Medical assistance with oxygen therapy
312	Medical assistance with CPR/EAR
319	Medical assistance not classified
320	EMS; insuff info to classify
321	EMS call, excluding vehicle accident with injury
322	Vehicle accident with injuries
323	EMS call where injured party left scene or transported prior to arrival
329	EMS not classified
330	Lock in; insuff info to classify
331	Lock in (if Lock out use 541)
339	Lock in not classified
340	Search; insuff info to classify
341	Search
342	Water Search
349	Search not classified
350	Extrication, rescue; insuff info to classify
351	Extrications of victim(s) from mobile property
352	Vehicle accident-no injuries
352.1	Vehicle accident-with injuries
353	Removal of victim(s) from stalled elevator/escalator
354	Defective elevator-no occupants
354_2	Extrication of victim(s) from mechanical equipment eg industrial, domestic and farm accidents
355	Trench rescue
356	Confined space rescue
357	High angle and vertical rescue
358	Extrication of victim(s) from building
359	Extrication, rescue not classified



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360	Water and ice related rescues; insuff info to classify
361	Drowning, near drowning
363	Swift water rescue
364	Surf rescue
369	Water and ice related rescue not classified
371	Electrocution
381	Rescue or EMS standby
400	Hazardous condition; insuff info to classify
401	Suspicious package or unknown substance
409	Hazardous condition not classified
410	Combustible/flammable spill,leak; insuff info to classify
411	Petrol or other flammable liquid spill
412	Odour or gas, gas leak, (domestic or LPG)
413	Oil or other combustible liquid spill
419	Combustible/flammable spill, leak not classified
421	Explosive, bomb removal (for bomb scare use 721)
430	Heat related and electrical; insuff info to classify
431	Excessive heat, overheat, scorch burns with no ignition
432	Heat from short circuit (wiring), defective or worn insulation
433	Overheated motor
434	Breakdown of light ballast
435	Power line down
436	Arcing, shorted electrical equipment
439	Heat related and electrical not classified
440	Hazardous materials, insufficient info to classify further
441	Chemical Hazard (no spill or leak)
442	Chemical Spill or leak (if combustible - see 41 series)
444	Refrigerant leak
445	Asbestos incident; no fire
446	Unstable, reactive, explosive material
447	Carbon monoxide incident
449	Hazardous materials, not classified
450	Miscellaneous hazardous situations; insuff info to classify further
451	Attempt to burn
452	Threat to burn
453	Building weakened or collapsed
459	Miscellaneous hazardous situations, not classified
460	Aircraft incidents or emergencies; insuff info to classify
461	Aircraft crash no fire
462	Aircraft engine malfunction
463	Aircraft undercarriage malfunction
464	Aircraft hydraulic malfunction
465	Aircraft wheels or brakes malfunction
467	Aircraft aborted take-off
468	Bird strike on aircraft
469	Aircraft incidents or emergencies not classified
471	Known biological hazard
500	Other service call; insuff info to classify
501_2	Defective elevator no occupants
509	Other service call not classified
510	Water and smoke; insuff info to classify further
511	Water removal
512	Water or steam leak, (includes open hydrants)
513	Smoke or odour removal
514	Unauthorised burning
519	Water and smoke not classified
520	Assist other agencies, insufficient info to classify further
521	Assist police or other governmental agency
522	Police matter
523	Mutual aid given, coverage assignment, standby at fire station or move up



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529	Assist other agencies, not classified
530	Adverse weather or natural disaster; insuff info to classify
531	Earthquake
532	Flood
533	Wind storm, including tornado, hurricane or cyclone
534	Lightning strike (no fire)
535	Severe weather or natural disaster
539	Adverse weather or natural disaster not classified
541	Lock out (if lock in use 331)
542	Animal rescue
543	Public service
600	Good intent call; insuff info to classify
609	Good intent call not classified
611	Wrong location
612	Vicinity alarm (incident in other location) Included are separate locations reported for an actual fire
621	Smoke scare, odour of smoke
622	Steam vapour, fog or dust thought to be smoke
623	Alarm sounded - no evidence of fire
624	Controlled burning
625	Barbecue, hangi
626	Burglar alarm ringing
627	Suspicious package, harmless substance scare
628	Bomb scare-no bomb, Including parcel resembling bomb
700	False alarm or false call; insuff info to classify
701	Manual control point or break glass alarm activated
702	Alarm operated due to extreme weather - storm, lightning, heavy rain, thunder flash flooding
706	Council or water supply authority caused pressure surge through mains system
707	Alarm operated due to power surge/spike or short circuit
709	False alarm or false call not classified
711	Malicious, mischievous false alarm
721	Bomb scare-no bomb
731	Sprinkler suspected malfunction-inc press fluctuations monitored by fire or AFA service provider
732	Smoke detector suspected malfunction-monitored by fire or AFA service provider
733	Heat detector suspected malfunction-monitored by fire or AFA service provider
734	Sprinkler suspected malfunction-inc pressure fluctuations and equipment-privately monitored
735	Smoke detector suspected malfunction-privately monitored
736	Heat detector suspected malfunction-privately monitored
737	Fire indicator panel in normal condition on arrival-monitored by fire, AFA service or private
738	Alarm system suspected malfunction-flat battery, fault in wiring, alarm panel, inadequate maint
739	Alarm system suspected malfunction; not classified above
741	Sprinkler suspected malfunction-local or non monitored
742	Smoke detector suspected malfunction-local or non monitored
743	Heat detector suspected malfunction-local or non monitored
744	Gas detector suspected malfunction-local or non monitored
745	False alarm generated from private security firm - domestic premises
746	False alarm generated from private security firm - commercial premises
751	Smoke detector operated-no fire-smoke from other location
752	Heat detector operated-no fire-heat from other location
753	Gas detector operated-no gas detected
756	Cooking fumes - toast or foodstuffs etc
758	Simulated condition - caused by incense, candles, sparklers, smoke machine etc
759	Simulated condition; not classified above
760	Unintentional alarm - not involving a malfunction; insuff info to classify
761	Unintentional alarm - not a malfunction, included are turnout pagers
762	Accidental operation of alarm
763	Failure to notify of test
764	Incorrect test by service or company personnel
765	Alarm activation due to workmen or occupier activities
766	Alarm activation due to poor building maintenance such as dust, cobwebs etc
767	Alarm activation due to aerosol, hair spray or insecticides



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768	Alarm activation due to steam, sauna, steam room
769	Unintentional alarm - not involving a malfunction not classified
770	Fire indicator panel; insuff info to classify
771	Fire indicator panel not activated - ASE not activated
772	Fire indicator panel activated - ASE not activated
773	Fire indicator panel not activated - ASE activated
779	Fire indicator panel not classified
900	Other condition
901	Cover assignment, standby at fire station
921	Dispatched and cancelled en-route

**ATTACHMENT 4:****Health and Welfare**

CFA's Organisational Wellbeing team manages internal and external services to support member wellbeing. This includes the management of:

- **Peer Support Program** – consists of approximately 150 peers (CFA members who are both paid and volunteer) operating on a voluntary basis with a nationally accredited community services qualification providing psychological first aid and welfare support interventions; program managed by OW team with an extensive recruitment and selection process and ongoing skills maintenance
- **Member Assistance Program** – external panel of providers managed by OW team to provide an integrated service of short term support to members including solution focussed counselling and access to an evidenced based model of Skills for Psychological Recovery
- **Chaplaincy Program** – external provider managed by OW team to provide access to chaplains across the state under a pastoral care model
- **Wellbeing Pilot Program** – 10 resources including 6 field based advisors form part of the OW team to provide one-on-one and brigade support for any wellbeing issues identified in CFA. Services include delivery of tailored education packages, one on one and group based coaching and skills building with a focus on supporting leaders in the organisation
- **24-hour crisis support** – as required, staffed internally by OW team
- **Major incident support** – coordination and management of all welfare and wellbeing services during level 3 major incidents
- **Complaints management** – focus on early intervention through informal and formal processes; includes mediation, education and tailored support to all parties involved
- **Education and communication initiatives** – includes development and maintenance of tools and resources, ongoing consistent communication with a focus on raising awareness of and educating members on the effective management of their own mental health and wellbeing
- **Policy and procedure management** – ensure member responsibilities to psychological health and safety are identified and appropriate processes and mechanisms are in place to reduce and/or mitigate risks to members' psychological health and safety
- **Research and evaluation** – ongoing research to identify best practice models to support member wellbeing; data gathering, reporting and evaluation methods currently under review

The table on the next page provides a snapshot of all these services with reference to the Prevention Preparedness Response Recovery (PPRR) model.



Organisational Wellbeing Service Delivery Directory			
Prevention	Preparedness	Response	Recovery
<p>Education</p> <ul style="list-style-type: none"> • 10 Wellbeing packages delivered by field based advisors <ul style="list-style-type: none"> ○ Mental health awareness sessions ○ Relationship management sessions • Psychological wellbeing package for recruits • Welfare services awareness packages • Online HS&E induction (wellbeing) • Coaching and skills building to support prevention and preparedness <p>Research</p> <ul style="list-style-type: none"> • To support minimisation of psychological health and safety risk • Contributing to sector wide research and to industry best practice (AFAC) • Member feedback surveys <p>Resources</p> <ul style="list-style-type: none"> • HeadsUP (online toolkit) <ul style="list-style-type: none"> ○ Mental health video series ○ Tip sheets ○ Modules • Promotional and awareness raising material • Ongoing development of industry leading resources <p>Implementation of HSE strategy (psychological health, safety & wellbeing)</p> <ul style="list-style-type: none"> • Psychological risk assessment <p>Policy and procedure management</p> <ul style="list-style-type: none"> • Wellbeing Policy • Alcohol & Other Drugs • Equal Opportunity • Complaints Resolution • Activation of Welfare Services <p>Contributing to committees (psychological health, safety & wellbeing)</p> <ul style="list-style-type: none"> • CFA Board • HS&E Board Subcommittee • CFA / VFBV Joint HSE Committee • HSE Leadership Committee • People Rem & Culture <p>Psychological health awareness and promotion</p> <ul style="list-style-type: none"> • Coordinating events • Consistent organisational messaging • Managing resource and document control 		<p>Peer Support Program</p> <ul style="list-style-type: none"> • Psychological First Aid and welfare support interventions <p>Member Assistance Program</p> <ul style="list-style-type: none"> • Solution focused counselling • Skills for Psychological Recovery • Evidence based <p>Chaplaincy</p> <ul style="list-style-type: none"> • Pastoral care <p>Field based Wellbeing Program</p> <ul style="list-style-type: none"> • 10 state-wide resources • One on one and group coaching for mental health and relationship management issues • Mediation, conciliation and group based negotiation • Mental health promotion and education • Skills building and development for leaders • Education + workshops <p>Research & Evaluation</p> <ul style="list-style-type: none"> • To inform evidence based interventions • Data gathering, reporting to evaluate effectiveness of services provided <p>Crisis support and major incident management (welfare support)</p> <ul style="list-style-type: none"> • 24 hour monitoring and response <p>Complaints management</p> <ul style="list-style-type: none"> • Bullying • Harassment (including sexual) • Discrimination • Victimisation • Interpersonal conflict • Formal and informal processes • Early intervention – focus on future prevention 	

In addition to the work completed by the Organisational Wellbeing team, the Health, Safety and Environment Team provide a range of services and support in



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line with the Health, Safety and Environment strategy with a focus on physical health and safety and the environment.

Below is an outline of services provided with reference to the PRR model.

Health, Safety and Environment Service Delivery Directory			
Prevention	Preparedness	Response	Recovery
<p>Education</p> <ul style="list-style-type: none"> HSE for recruits Online HSEW induction ICAM investigation training HSR training coordinated Brigade H&S Coordinator Training HSE promotion and education <p>Field based HSE Program</p> <ul style="list-style-type: none"> 6 regionally based resources, 2 directorate based Skills building and development for leaders <p>Research</p> <ul style="list-style-type: none"> Health Fitness Contributing to sector wide research and to industry best practice (AFAC) <p>Resources</p> <ul style="list-style-type: none"> OHSMS Health and Safety Tip sheets Promotional and awareness raising material Volunteer Brigade H&S Coordinator Toolkit Ongoing development of industry leading resources <p>Implementation of HSEW strategy (psychological health, safety & wellbeing)</p> <ul style="list-style-type: none"> Governance review conducted Top 5 risks identified HSE Auditing Program developed <p>Policy and Procedures</p> <ul style="list-style-type: none"> OHSMS updating <p>Contributing to committees (psychological health, safety & wellbeing)</p> <ul style="list-style-type: none"> CFA Board HS&E Board Subcommittee CFA / VFBV Joint HSE Committee HSE Leadership Committee People Rem & Culture District/Region OHS Committees Regional and Directorate Leadership Teams <p>HSE awareness and promotion</p> <ul style="list-style-type: none"> Coordinating events Consistent organisational messaging Managing resource and document control 		<p>Incident Reporting and Investigation</p> <ul style="list-style-type: none"> CFASafe electronic reporting system for staff Hazard and Incident Report forms managed for volunteers ICAM used across CFA for investigations <p>Issue Resolution</p> <ul style="list-style-type: none"> Process for members supported <p>External Agency Support</p> <ul style="list-style-type: none"> Support provided for members when external agency (eg WorkSafe, EPA) attend and enquire 	