

### Attachment 3 - New Standards

#### 3. Requirement for pre-planned IMTs

- 3.1 From the 2009/2010 fire season, the joint CFA and DSE approach for preparedness levels is as follows:

'CFA and DSE agree that when the fire danger warrants it, IMTs must be available to take control of an incident. Accordingly, the agencies have agreed that on days of 'severe' fire danger or above, an Area of Operations Controller will be appointed and pre-positioned IMTs will be established by the Area of Operations Controller to the standard set by the State Controller. This is intended to ensure that there is consistency across the State as to how IMTs are pre-positioned and deployed, and how Incident Controllers are appointed for these days'.<sup>261</sup>

- 3.2 Mr Haynes explained that a new Joint SOP now provides clarity on the level and composition of an IMT: '...the warm start/hot start we are trying to take out of our dictionary and use 'preparedness'.<sup>262</sup>

- 3.3 The new Joint SOP (J2.03) sets out about 30 positions in a full Level 3 IMT. A core IMT consists of eight people including the Incident Controller, Operations Officer, Radio Operator, Planning Officer, Situation, Resources, Information and Logistics. Mr Haynes explained that these key positions satisfy the function required to be served by an IMT in the first hour or so, namely to:<sup>263</sup>

- (a) initial fire prediction and mapping;
- (b) advice to the community;
- (c) setting up the operations structure; and
- (d) giving situation reports.

- 3.4 The JSOP requires a core team to be pre-positioned, with additional staff to attend when required. Mr Haynes made this clear in his evidence:

[COUNSEL ASSISTING] Are you confident that if the entire State is declared Code Red on a day, say, in February 2010, that we will be able to field Level 3 Incident Management Teams in the right places, by

<sup>261</sup> Haynes Ex 547, WIT.3004.023.0011, [158].

<sup>262</sup> Haynes T11973:21 – T11973:28.

<sup>263</sup> Haynes T11967:27 – T11968:1, T11968:31 – T11969:14, T11984:21 – T11969:27, see also T11985: 3 – T11985:7.

which I meant fight fires, by having Level 3 teams in place by 10.00am in relevant places in Victoria?---

[HAYNES] No, and we never said that. What we actually said was that we will have the core IMT in by 10.00 o'clock in the morning and where the fire starts or incident starts, we will have the full team of 30 [people] within the time frame.<sup>264</sup>

- 3.5 Mr Slijepcevic confirmed that even at preparedness level B, it is intended that there will be a core IMT in place by 10.00 o'clock in the morning.<sup>265</sup>
- 3.6 A Level 3 Incident Controller is not mandatory, and Mr Haynes reiterated that 'the team is the thing that actually does the job, not one person'.<sup>266</sup>
- 3.7 The minimum preparedness levels provided for in the new SOP are based on a risk assessment in different locations. The risk assessment used to determine preparedness levels under the joint SOP is which looks at political, economic, social technical, legal and environment risks (a PESTLE analysis).<sup>267</sup> Mr Slijepcevic said it was pretty much based on the consequence part of a risk equation, including human life, infrastructure, properties, environmental and economic basis.<sup>268</sup> Mr Haynes noted that previously preparedness was arranged on a Regional basis, but that it ought be arranged on a state-wide basis so that gaps in Regional resources could be identified and filled at the State level.<sup>269</sup> The new SOP will give effect to this approach.
- 3.8 Mr Haynes explained how the SOP would be implemented:

[COUNSEL ASSISTING] With reference to the example of the Kilmore fire, Mr Creak gave evidence that it was always clear to him and he thought it was notorious, that there would never be enough people in his region to pre-position Level 3 teams. But equally he said he didn't seek additional resources on 5 or 6 February to be moved into his region. Will there be a capacity in this season for someone who identifies that gap, say, on the equivalent of 5 February to make a call and get more resources into their region?---

<sup>264</sup> Haynes T12087:23 – T12088:2.

<sup>265</sup> Slijepcevic T12129:28 – T12129:30.

<sup>266</sup> Haynes T12088:18 – T12129:19.

<sup>267</sup> Haynes T11980:21 – T11980:25.

<sup>268</sup> Slijepcevic T12122:1 – T12122:4.

<sup>269</sup> Haynes T11972:12 – T11972:14.

[HAYNES] That's correct. The whole idea of this Joint SOP is for the area of Operations Controllers to plan days before about the capacity to deliver. If they can't deliver to this standard, then they will inform the State Controller, who will move people around the State to fill the positions to meet the SOP. So it is about a statewide approach, not a regional approach.<sup>270</sup>

- 3.9 The Area of Operations Controllers will conduct an audit of available staff at least four days prior to a severe fire danger day. If there is a shortfall of available staff, agreements with interstate and international agencies will be activated.<sup>271</sup> The Area of Operations Controller will work with the Regional Duty Officers to ensure that the SOP can be met.<sup>272</sup> Mr Haynes gave evidence that there would be a number of pre-formed teams that could easily be moved around the State or located close to an ICC, depending on the risk of the day. He explained there were now targets to meet and the idea was to have the target met within the time frame.<sup>273</sup>
- 3.10 CFA and DSE have undertaken an analysis of their maximum capacity to provide Level 3 IMTs for the 2009/2010 fire season. A full Level 3 incident requires 30 Level 3 IMT positions to be staffed per 12 hour shift. CFA and DSE have identified they can currently sustain 12 Level 3 IMTs at any one time to this capacity, for 24 hour teams of day and night shifts.<sup>274</sup> Current capacity is insufficient to staff 42 Incident Control Centres on one day.<sup>275</sup>
- 3.11 On 7 February 2009, there were ten Level 3 ICCs operating at once, exceeding the previous maximum of seven Level 3 ICCs operating at the same time.
- 3.12 A key difference in the new SOP is minimum personnel levels for Level 3 Incident Control Centres, in particular the requirement for 30 personnel for a Level 3 IMT.<sup>276</sup> This number was devised by looking at the minimum level 'required for the Level 3 IMT to function fully on day 1 of the fire'<sup>277</sup>

<sup>270</sup> Haynes T12030:27 – T12031: 12.

<sup>271</sup> Haynes Ex 547, WIT.3004.023.0011, [178].

<sup>272</sup> Haynes T12031:20 – T12031:25, T12034: 31 – T12035: 10.

<sup>273</sup> Haynes T12933:7 – T:12933:17. See also Haynes Ex 547, WIT.3004.023.0011, [179].

<sup>274</sup> Haynes Ex 547, WIT.3004.023.0011, [176].

<sup>275</sup> Haynes T12035:29 – T12035:31, T12036:14 – T12036:16.

<sup>276</sup> Haynes T11966:11 – T11966:14.

<sup>277</sup> Slijepcevic T12117:5 – T12117:9.

- 3.13 The new preparedness arrangements made by the State contemplate fires with the rapid onset, intensity and scale of the 7 February 2009 fires, which was beyond what had previously been experienced.<sup>278</sup>
- 3.14 It is possible that Level 3 Incident Controllers will be moved to IMTs as required. Mr Haynes stated that: 'the issue we've got is that Incident Controllers are scattered all over the State and we have a pool of people in a larger amount in some areas and less in others, so we would have to move Level 3 Controllers around the State to meet our needs.'<sup>279</sup> This movement would be based on a risk assessment by the State Controller who might 'up the minimum standard' on a particular day.<sup>280</sup>

#### *Improvements to ICCs*

- 3.15 As part of the Bushfire Preparedness Program, CFA and DSE have committed to carrying out a number of important upgrades in respect of level 3 ICC across the Victoria.<sup>281</sup> The Victorian Government has provided CFA and DSE with \$28 million for this purpose. CFA and DSE have also established agreed minimum standards for ICC facilities for the 2009/2010 fire season.<sup>282</sup>
- 3.16 CFA has also received funding to upgrade 155 Divisional Command Points, which will provide support to ICCs during level 3 incidents and manage smaller incidents in their own right.

#### *Training and endorsement*

- 3.17 Evidence regarding the number of Level 3 endorsed IMT personnel was presented to the Commission by Mr Slijepcevic and Mr Haynes. The new arrangements for training and progression of Level 3 personnel were also examined.<sup>283</sup> The evidence before the Commission is that CFA and DSE would:
- (a) by 30 June 2011, develop joint training packages for key IMT positions, including Incident Controller, Operations Officer, Planning Officer, Situation Officer, Information Officer, Fire Behaviour Analyst, Sector Commander and Division Commander;

<sup>278</sup> Haynes T11971: 11 – T11971:13, see also T11970 12 – T11970:31, Slijepcevic T12117: 17 – T12117:22.

<sup>279</sup> Haynes T12076:22 – T12076:27.

<sup>280</sup> Haynes T12077:19 – T12077:21.

<sup>281</sup> Haynes Ex 547, WIT.3004.023.0011, [199]-[206].

<sup>282</sup> *Minimum Standard of Resources and Technology Support for Level 3 ICCs for 2009/2010 Fire Season*, Haynes (Annexure 35) Ex 547, WIT.3004.027.0389.

<sup>283</sup> Slijepcevic Ex 551, WIT.3024.005.001; *Minimum Standard of Resources and Technology Support for Level 3 ICCs for 2009/2010 Fire Season*, Haynes ( Annexure 35) Ex 547, WIT.3004.027.027.0389.

- (b) by the end of November 2010, review the current training exercises and implement regular joint training between the IMT personnel of each agency;
  - (c) by the end of June 2011, develop a mentoring program; and
  - (d) by the end of June 2011, develop and implement joint endorsement standards for the key IMT positions.<sup>284</sup>
- 3.18 The State notes that the evidence referred to in the preceding paragraph was considered as a systemic issue and further submissions will be made on this topic.

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<sup>284</sup> Haynes Ex 547, WIT.3004.023.0011, [125]-[133].