



# CFA Plan

**2014-15**

Year 2 of the CFA Strategy 2013-2018:  
Towards Resilience

# Who We Are

CFA is a volunteer and community-based fire and emergency service organisation.

# Our Vision

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

# Our Mission

To protect lives and property.

# Our 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.

# Foreword

The *CFA Plan 2014-15* represents the second year of the *CFA Strategy 2013-2018: Towards Resilience*. The plan continues CFA's contribution with our emergency sector partners towards the achievement of the Victorian Government's priorities and reform of emergency management.

The establishment of Emergency Management Victoria (EMV) and the *Interim Emergency Management Strategic Action Plan 2014-15* echo a sector approach successfully charted in road safety over many years.

There is an exciting opportunity to set joint vision, strategy and action plans that coordinate and focus collective efforts across government to achieve interoperable performance based on hard evidence and knowledge.

With our emergency management sector partners, CFA looks forward to delivering on its responsibilities in the *Interim Emergency Management Strategic Action Plan 2014-15*.

Shared responsibility is a key emergency management policy at national, state and agency levels. It underpins the community resilience priority in the *CFA Strategy 2013-2018: Towards Resilience*, and in the *Interim Emergency Management Strategic Action Plan 2014-15*.

The practical application of the policy requires dialogue between communities and emergency service organisations to:

- educate each community on the level of risk to which it is exposed
- define a level of residual risk that is acceptable to both the community and the sector.

However, the conversation about risk is not CFA's alone and must be joined up across the sector.

This is a long-term agenda that demands collective effort and continuing focus.

CFA supports and will work closely with Emergency Management Victoria on community-centred emergency management planning.

The 2013-14 fire season demonstrated a marked improvement in the way that CFA and the other emergency services (SES, FSC, DEPI and MFB) collectively responded to peak demands during the fire danger period and other emergencies.

Our ability to respond as an agency and a sector is underpinned by our shared capability. Understanding and maintaining this capability is critical to sustainable service delivery.

This *CFA Plan 2014-15* and the *Interim Emergency Management Strategic Action Plan 2014-15* commits CFA and the sector to further development of a clear statement of what our current capability is and what our future requirements are for volunteerism and assets. CFA will also contribute to a state capability and capacity project.

These initiatives will assist in identifying capability gaps that will inform investment and highlight opportunities for rationalisation.



Claire Higgins  
Chair, CFA Board



Mick Bourke  
Chief Executive Officer



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Chief Officer

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# 1. Introduction

The *CFA Plan 2014-15* seeks to strike the right balance between driving our own five-year *CFA Strategy 2013-18: Towards Resilience* and making progress on our role in the emergency management sector reform.

This plan includes key initiatives that advance:

- each of the five strategic priorities within the *CFA Strategy 2013-18: Towards Resilience*
- the *Interim Emergency Management Strategic Action Plan 2014-15*
- the Statement of Expectation on Workforce Management from the Minister and the forthcoming Statement of Expectation on Reducing Red Tape
- our response to reform recommendations arising from key reviews of CFA
- our budget strategy of consolidation and implementation.

By the end of 2014-15 we will have:

- documented CFA's service delivery strategy and future capability needs
- a volunteerism strategy
- an asset strategy
- a community resilience framework
- a common sector approach to community risk management
- renegotiated our five enterprise bargaining agreements
- implemented our 2014-15 capital program, including making a start on state budget commitments for the Respiratory Protection Replacement Project and the Emergency Services Fleet Upgrade Project.

*Creating Our Future Together* will have taken a major step forward through:

- regional consolidation
- the statewide service support model
- reviewing key business processes through the CFA business model
- focused investment in our people through leadership development.

## 2. Progressing the CFA Strategy 2013-2018: Towards Resilience

The *CFA Strategy 2013-2018: Towards Resilience (CFA Strategy)* sets five-year, whole-of-CFA priorities in the context of our changing operating environment<sup>1</sup>. It has been reviewed to take account of progress and any changes in policy and financial settings. The CFA Board and executive have reconfirmed the focus of the *CFA Strategy*.

The strategy is implemented through each year's annual plan. The *CFA Plan 2014-15* represents the second year of CFA's five-year strategy. The Board and executive have identified critical areas for attention in 2014-15 supported by continued transformation of our business.

The *CFA Plan 2014-15* contributes to the Victorian Government's Emergency Management Capability Output Measures (see Appendix A).

The CFA Board and management have agreed to setting targets for each of the long-term outcomes, and will commence in 2014-15 with the development of a target for a reduction in the number of preventable fires. Actions to achieve this target will be integrated into business and strategic planning activities and will be crucial to management reporting for the period.

The CFA Board and management have also agreed to start the multi-year implementation of the CFA business model as the primary means of focusing all of CFA on our stated long-term outcomes through shared responsibility.

The key initiatives that will advance each of the five strategic priorities in the *CFA Strategy* are described in this section on the following pages.

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<sup>1</sup>For information on CFA's changing operating environment, readers are referred to the *CFA Strategy 2013-2018: Towards Resilience*, which discusses the opportunities and challenges arising from changes in: climate, social networks, fiscal, technology, community structures, population and shape, sector collaboration, and Victorian emergency management reform.

**CFA MISSION**  
Protecting lives and property

**CFA'S 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

**CFA STRATEGY 2013-2018: TOWARDS RESILIENCE – PRIORITIES**

**Our frontline**

Effective, efficient and sustainable frontline service delivery

**Community resilience**

Shared emergency risk management with the community of Victoria

**Community risk**

Enhanced performance of the built and natural environment

**Delivery of our services**

Improved and flexible delivery of services

**Our people**

Our people are safe, respected, capable, engaged and share a common purpose

A strategic approach to supporting and growing volunteerism

A strategic approach to community resilience

A sector approach to risk management policy and practice

More effective service delivery and improved business efficiency

Strengthen people leadership, safety and productivity

**CFA PLAN 2014-15: KEY AREAS FOR ACTION**

# Our frontline

## Effective, efficient and sustainable frontline service delivery

### A strategic approach to supporting and growing volunteerism

As a volunteer and community-based fire and emergency services organisation, CFA recognises the critically important community service role that volunteers perform within Victoria. The following significant external assessments of emergency services and volunteering have informed CFA's efforts to improve in this area:

- The Honourable David Jones (2011), *Inquiry into the effect of arrangements made by the CFA on its volunteers*
- The Victorian Auditor-General's report (2014), *Managing Emergency Service Volunteers*.

By the end of 2014-15 we will have a clear statement of our current volunteer capability, what our future requirements will be, and how we will close the gap between the two.

The key 2014-15 activities will be delivered through a volunteerism strategy<sup>2</sup>, through which we will:

- have a strategic framework for volunteer workforce management, including recruitment and retention strategies, and commence implementation
- ensure the Volunteer Support Program is achieving its planned objectives
- develop an approach to assessing brigade sustainability through completion and evaluation of the Brigade Sustainability Pilot
- increase the capability and capacity of brigades to deliver community capability programs.

The strategy will be delivered by December 2014 and implementation commenced thereafter.

Progress has been made on the development of a rostering and availability system, a member self-serve system to update personal details, and an online ordering system for equipment. Rollout of these systems will occur over 2014-15, including:

- the rostering system, which is being trialed at several integrated stations. The rollout to all brigades will take up to three years due to the large number of stations
- a new learning and management system to replace CFA's legacy student management system
- a workforce planning framework
- a member self-service portal with single sign-on capability.

The expected benefits from these systems are:

- improved access to personalised information for CFA members (volunteer, career and staff)
- statewide visibility of available CFA skilled resources to manage rostering between brigades, strike teams and incident management teams
- redesign of some core manual and legacy system processing by investing in contemporary technologies, enabling CFA to realise savings and/or direct efforts to higher-productivity activities.

<sup>2</sup>Incorporating recommendations from the *Inquiry into the effects of arrangements made by the CFA on its volunteers* (July 2011) by David Jones AM, and the Victorian Auditor-General's Office's report *Managing Emergency Services Volunteers* (Feb 2014).



# Community resilience

## Shared emergency risk management with the community of Victoria

### Adopting a holistic and strategic approach to building resilience

The expectation – at all levels of government, across the sector, and in the *CFA Strategy 2013-2018: Towards Resilience* – is to build resilience as a way of working together to keep Victorians safe from fire and other emergencies.

The terms ‘sharing responsibility’ and ‘building resilience’ have not yet been fully defined or commonly understood across the emergency management sector (the sector). At the same time, engagement strategies to encourage a sharing of responsibility to build resilience to disasters features in the state’s mitigation, response and recovery plans, including the *Interim Emergency Management Strategic Action Plan 2014-15*. CFA is committed to working with sector agencies to develop a shared understanding of the terms and to identify the measures of CFA’s and the wider sector’s contribution to resilience building. Our key initiatives in this area are described below.

#### Develop a community resilience framework

In 2014-15, CFA will work to deliver better public safety outcomes by defining its role in resilience and developing a community resilience framework for the design, implementation and evaluation of CFA programs. The framework will adopt principles in the *National Strategy for Disaster Resilience 2011* and provide practical tools to enable more effective engagement with at-risk communities. CFA will work closely with the sector to ensure a common understanding.

Through this initiative, CFA will be in a stronger position to drive its own resilience approach, ensure that approach is consistent with the sector approach, and to enunciate a vision for resilience and sharing responsibility with our people, with processes in place to measure outcomes and drive future direction.

#### Develop teaching sector capability

CFA will develop a generational change framework, including piloting a program to increase teaching sector capability in secondary schools in high-risk areas. This initiative is in partnership with secondary schools and is consistent with the Victorian Essential Learning Standards. This will include links back to the national curriculum and enable teachers to deliver risk education to their own students.

#### Develop and finalise a CFA partnership policy and start implementation

CFA will develop a partnership policy to extend our reach, including targeting engagement with diverse audiences such as the Association for Neighbourhood Houses and Learning Centres (ANHLC). The ANHLC delivers a range of educational programs to vulnerable people in high-risk locations. A plan for implementation will be developed and put into action by the end of 2014-15.

#### Participate in the development of five community emergency management plans (led by EMV)

The Harrietville fire, which started on 21 January 2013 as a result of a lightning strike, was the third major fire in the area in 10 years and caused the community significant distress. Since that time the Harrietville community, in consultation with the Alpine Shire Council, has worked with Victoria’s fire agencies to develop a community emergency management plan for the area.

EMV will assess the Harrietville community planning pilot and finalise a community emergency management planning (CEMP) framework to facilitate community emergency management plans (CEMPs). CFA will participate with EMV, communities and other emergency service organisations to use the CEMP framework with the aim of having five CEMPs in place for 2014-15.



# Community risk

## Enhanced performance of the built and natural environment

### A sector approach to risk management policy and practice

The *National Strategy for Disaster Resilience 2011* states that: “Underpinning a disaster resilient community is knowledge and understanding of local disaster risks. We all share responsibility to understand these risks, and how they might affect us. By understanding the nature and extent of risks we can seek to control their impacts, and inform the way we prepare for and recover from them.”

#### A common (sector) risk management policy and practice (led by SES)

CFA will participate in the development of, and implement within CFA, a common (sector) risk management policy and practice led by SES.

#### Risk and consequence plans

CFA will work with the regional emergency management teams to complete risk and consequence plans to manage emergency event impacts. Plans are to be in place in all emergency management regions by October 2014 in readiness for the 2014-15 summer fire and heat season. At a minimum, the plans will focus on fire and heat, with the intention of transitioning to all hazards over the next 12 months for those that have not already done so. CFA will undertake an evaluation of the activity and report back to EMV on the outcome of this initiative.

The purpose of risk and consequence plans is to provide direction to region emergency management teams, regional controllers and incident controllers in identifying and assessing risks and consequences in the region. The plans provide guidance on identified risks and consequences prior to and during emergency events to ensure actions are taken to address the risks and consequences. The plan's key emphasis is to ensure that integrated planning occurs between the relevant primary risk owners, agencies and organisations.

#### Fuel reduction and statewide planned burning

CFA continues to take a dynamic approach to improving its planned burning operations. This includes the consolidation of the Vegetation Management Program, which provides technical, logistical and administrative support to brigades involved in fuel reduction. This has led to a doubling of planned burning undertaken by CFA brigades on private land in the past two years and a considerable CFA contribution to Department of Environment and Primary Industries' (DEPI) burns on public land.

To further support DEPI's planned burning program on public land, CFA over the next three years will increase the capability, capacity and participation of volunteers and staff, starting in 2014-15 with delivery of training, resource coordination and communications activities. CFA will prioritise increased support for high-risk areas.

#### Improve residential fire safety

On average more people die in Victoria as a result of preventable home fires than from bushfire. CFA will develop and start implementation of a residential fire safety plan to provide the organisation with a framework for an ongoing reduction in injuries and loss of life and property as a result of fires in the home. The plan will take a systems approach to the prevention of home fires, bringing together regulation, engineering and environmental considerations in addition to our traditional approaches using community education and information campaigns. It will enable CFA to be more targeted and involve more specific interventions to reduce residential fire risk.



# Delivery of services

## Improved and flexible delivery of services

### More effective service delivery and improved business efficiency

*Creating Our Future Together* is CFA's approach to streamline and improve support to districts and brigades so they can focus on what they do best – protecting lives and property. *Creating Our Future Together* planning started in 2012-13 and implementation continues in 2014-15 with a focus on consolidating, reforming and streamlining roles and activities and improving business systems and processes.

#### Regional consolidation

CFA is moving from the eight existing regions to five throughout 2014-15 in order to:

- enable greater flexibility in resource allocation, particularly across key growth corridors
- maintain alignment to existing emergency management regional boundaries
- improve the command structure with a reduced span of control
- streamline our regional structure.

#### Statewide service support model

There will be greater coordination and central management of support services (People and Culture, Asset Maintenance, Finance, and Training and Development) in order to better support service delivery while increasing productivity and efficiency.

CFA is improving business systems and processes and making services flexible and easy for members to access; for example, through using a combination of online, telephone and face-to-face services.

#### Business model

The CFA business model is a map and sequence of the key business processes that CFA will use to turn strategy reliably and consistently into measurable improvements to public safety outcomes, in an environment where the responsibility for achieving those outcomes is shared with the community.

In 2014-15 CFA will undertake a program of business process design to fully articulate these key business processes and develop and start a multi-year plan to implement them.

#### Document CFA's service delivery strategy and future capability needs

To contribute to a better articulation of the state's emergency management capability and capacity, CFA's service delivery strategy and capability needs will be updated. We will align our service delivery approach; benchmark our baseline capability and capacity; and define a methodology for determining priorities. This approach will consolidate previous work, environmental scans, the capability model, volunteer capability and statements on service delivery priorities and align it to the new *Emergency Management Act*.

#### Performance outcomes

CFA will continue further development of the performance of the organisation, including service delivery. There will be further development of intermediate outcomes aligned to the Board-approved long-term outcomes already in place. The intermediate outcomes will focus on service delivery performance aligned to the priorities in *CFA Strategy 2013-2018: Towards Resilience*. These may include refinement of a preventable fires target, development of community risk and resilience measures and the safety of our people. Supporting the development of these outcome measures is the analysis and refinement of the data required to understand trends and improvement opportunities.

#### Other initiatives

Other key initiatives for more effective service delivery include: completing a CFA asset strategy; implementing CFA's 2014-15 capital program (see Section 6); and more actively targeting CFA's prevention and preparedness program to those communities most at risk.



# Our people

Our people are safe, respected, capable, engaged and share a common purpose

## Strengthen people leadership, safety and productivity

The *CFA People Strategy 2013-16* adopted by CFA's Board in March 2014 advances one of the *CFA Strategy 2013-2018: Towards Resilience* strategic priorities that "Our people are safe, respected, capable, engaged and share a common purpose". It focuses on five priority people issues: leadership; culture; health, safety and environment; people sustainability; and people capability. Significant 2014-15 activities include the following five areas.

### 1. Build the capability of our current and future leaders to equip them to drive organisational priorities.

- Develop and implement in-house leadership programs to CFA's volunteer, paid, frontline and senior leaders in alignment with CFA's new leadership framework and the broader emergency management reform.
- Complete the professional development program for operational managers and operational officers given their critical role in implementation of organisational priorities.

### 2. Continue implementation of our health, safety and environment initiatives.

- Improved driver training (on-road, emergency vehicle, off-road).
- Implement ISO 14001<sup>3</sup> and AS 4801<sup>4</sup> systems at the Fiskville Training Ground (see Section 4).
- Develop interventions to improve the mental health and fitness of our members.

### 3. Renegotiate CFA's enterprise bargaining agreements (EBAs).

The five EBAs that cover CFA's paid members have all expired and will be renegotiated throughout 2014-15 to support CFA to meet

future service delivery requirements. The renegotiated EBAs will implement the Federal Court decision in February 2014, be aligned with the *CFA Strategy 2013-18*, be consistent with the Government's productivity agenda and industrial relations framework, and be consistent with CFA's statutory obligations.

### 4. State Emergency Services training framework (led by EMV).

CFA will champion this activity in support of EMV, implement it within CFA, and evaluate and report back to EMV on the impact to CFA. This will include:

- implementing a single firefighter recruits' course across MFB and CFA
- defining and applying one curricula for key courses in capabilities required in multiple agencies such as road accidents, urban search and rescue, first aid and hazmat
- ensuring that Victorian emergency management training centres are affordable, accessible to and efficiently used by all agencies, volunteers, departments and local government.

### 5. Volunteer and employee workforce capacity and capability.

CFA will work with its emergency service partners and with the Volunteer Consultative Forum to develop an approach to better understanding sector volunteer and employee workforce capacity and capability. This includes identifying the current and future skills and capability needs of CFA, Victoria SES and LSV to inform planning and set priorities; and piloting a needs assessment for incident management teams (IMTs) and urban search and rescue (USAR) with a focus on volunteer capacity and capability.

<sup>3</sup>ISO 14000 is a family of standards related to environmental management that exists to help organisations (a) minimise how their operations (processes, etc.) negatively affect the environment (i.e. cause adverse changes to air, water, or land); (b) comply with applicable laws, regulations and other environmentally oriented requirements, and (c) continually improve the above.

<sup>4</sup>Australian Standard 4801 sets out all requirements for implementing an occupational health and safety management system. These requirements may be used for auditing and certification purposes.



# 3. Implementing the *Interim Emergency Management Strategic Action Plan 2014-15*

## **Emergency Management Victoria**

Emergency Management Victoria (EMV), the overarching body for emergency management, coordination of emergency management policy and implementation of emergency management reform, officially started operations on 1 July 2014.

This statutory entity is responsible for the overall response to major emergencies – before, during and after – and for coordinating the management of the consequences of emergencies.

More specifically, the Commissioner is responsible for planning, risk mitigation, relief and recovery and culture change, to ensure the sector works effectively and together with the community.

CFA is excited by this next phase in our emergency management journey, which began some four years ago. This is not just about starting something new, but rather about all key agencies working together to learn and build from our collective experience.

This is a significant step forward for Victoria's emergency management reform. Since 2009, the emergency management sector has been working together to build the foundations for an emergency management system that is sustainable, effective and delivers the best possible value to the community.

The role of Inspector-General for Emergency Management also started on 1 July 2014, and will progressively monitor the performance of the emergency management sector and identify opportunities for improvement.

CFA looks forward to working closely with EMV and the broader emergency management sector to improve the state's fire and emergency management systems and its response and recovery to major incidents.

## ***Interim Emergency Management Strategic Action Plan 2014-15***

Under the *Emergency Management Act 2013*, the State Crisis and Resilience Council is responsible for developing a three-year rolling Emergency Management Strategic Action Plan (SAP). The plan will drive the Victorian Government's emergency management reform agenda, set priorities and assist in determining investment decisions.

The three-year rolling plan will be in place in 2015 and will maintain a strategic focus on strengthening Victoria's emergency management capability under three key themes: risk and resilience; capability and response; and relief and recovery.

The Interim SAP bridges the gap between the conclusion of the Fire Services Reform Action Plan and the implementation of the full SAP.

The Honourable Kim Wells MP, Minister for Police and Emergency Services and Minister for Bushfire Response, in his foreword to the Interim SAP, emphasises integration, collaboration and an "all hazards, all agencies" approach.

*Our fire agencies and emergency management partners have made significant progress in achieving a more integrated and collaborative approach to emergency management. This was clearly demonstrated during the 2013/14 fire season.*

*The establishment of Emergency Management Victoria, and the role of the Emergency Management Commissioner from July 1, 2014, provides the legislated mandate to build a sustainable emergency management system that adopts an "all hazards, all agencies" approach and ultimately reduces and mitigates the impact of emergencies on our communities.*

*This is a critical change in Victoria's emergency management arrangements. The Emergency Management Strategic Action Plan is intended to drive the emergency management reform agenda, to set priorities, assist government in investment decision-making, and drive further integration to deliver improved community-centric emergency management outcomes.*

The Interim SAP includes priority projects and actions drawn from the Fire Services Reform Action Plan, the Victorian Emergency Services Management Reform White Paper, Review of the 2010/11 Flood Warnings and Response (2011), and reports from the Victorian Auditor-General's Office (VAGO).

The Interim SAP notes that work will continue on the scoping and delivery of projects outside the Interim Strategic Action Plan, such as:

- “the development of a common doctrine around managing and responding to emergencies that will improve how the sector works together and delivers better community outcomes
- building community resilience
- strengthening emergency management planning arrangements
- common procurement strategies to take advantage of economies of scale and improve interoperability”.

#### **Statement of Expectation (incorporating CFA work program)**

CFA has received a Statement of Expectation (SOE) from the Minister for Police and Emergency Services that articulates the work program for CFA as part of the Interim SAP and the Government's expectation as to how CFA will work with EMV and its other sector partners.

*The CFA Plan 2014-15 is CFA's response to the SOE.*

CFA's involvement varies across the work program, where our role in each SAP initiative is to lead, participate in, or champion in support of EMV. While a specific agency will lead each initiative on behalf of the sector, every agency has a role in supporting the achievement of all initiatives. For all Interim SAP initiatives that involve CFA, we are required to “implement within the CFA, evaluate and report back to EMV on the impact to CFA”.

The *CFA Plan 2014-15* specifically includes how CFA will deliver on its accountabilities set out in the SOE. Interim SAP initiatives that CFA leads have been referenced under the most relevant strategic priority in Section 2. Interim SAP initiatives that CFA participates in and where we have a significant contribution have also been explicitly included under the most relevant strategic priority in Section 2.

Interim SAP initiatives that CFA participates in where our contribution is through our general responsibilities to collaborate and contribute to sector activities are not referred to explicitly in the *CFA Plan 2014-15*, but have been incorporated into team business plans for 2014-15.

#### **Minister's Statement of Expectation for Workforce Management**

The Minister for Police and Emergency Services has issued an SOE for Workforce Management Framework for Fire Services to CFA.

The focus of the Minister's SOE is on: implementing the major reform of Victoria's emergency management arrangements as set out in the Victorian Emergency Management Reform White Paper; achieving a sustainable and efficient emergency management sector that utilises public resources efficiently; and working together with communities and partner agencies to deliver on community safety outcomes.

CFA's response communicates what CFA has committed to through: the establishment of long-term outcomes; the strategic priorities set out in the *CFA Strategy 2013-2018: Towards Resilience*; sector collaboration and interoperability; and through initiatives set in the *CFA Plan 2014-15*. The response also maps what CFA is doing against each of the eight elements set out in the Minister's SOE, including the underpinning policy and accompanying strategy and, where relevant, activity.

See CFA's website for the Minister's workforce management SOE and CFA's response.

#### **Minister's Statement of Expectation for Reducing Red Tape**

In its response to the Victorian Competition and Efficiency Commission's inquiry into Victoria's regulatory framework (2011), the Government agreed to issue Ministerial SOEs to all Victorian regulators, including agencies such as CFA that are ancillary regulators.

These Reducing Red Tape SOEs are designed to identify and set performance measures around the key compliance and administrative activities of the regulator that impose significant administrative, compliance and delay costs on business and the broader community.

CFA is preparing a red tape reduction plan with regard to its regulatory function as a planning referral authority. This will be drawn from the *CFA Plan 2014-15* and team annual business plans 2014-15, ensuring we can deliver on the response as the corresponding initiatives will be committed to and resourced through these plans.

See CFA's website for the Minister's Reducing Red Tape SOE letter and CFA's response.

### **Interoperability**

Building better interoperability will remain a focus for some years, particularly through opportunities for investment in common/ interoperable equipment such as the Respiratory Protection Equipment Replacement Project (see Section 6) and future opportunities to be identified through an emergency management sector-wide asset strategy, which is under development. Following discussions with the Department of Justice and sector agencies, CFA is preparing the capability to deliver new mobile communication services.

To advance a common emergency management sector vision and the intent to work together, there is a need for integration and coordination across EMV and the emergency service organisations (ESOs) for planning, investment, capability acquisition and development, and performance monitoring and reporting functions.

A common strategic architecture for the sector incorporating a shared vision, mission, long-term outcomes, key performance indicators, strategy and action plan has been agreed by the ESOs. This is now with Emergency Management Victoria for consideration as part of the sector Strategic Action Plan.

## 4. Implementing reform recommendations from key reviews affecting CFA

Various reviews undertaken by the Government have released reform recommendations that affect CFA. This section summarises the key reviews and CFA's commitment to complete implementation of CFA actions planned for 2014-15.

### **2009 Victorian Bushfires Royal Commission Final Report**

(July 2010) The Honourable Bernard Teague AO (Chairperson), Commissioners Ronald McLeod AM and Susan Pascoe AM.

The Bushfires Royal Commission Implementation Monitor's<sup>5</sup> (BRCIM) annual report in July 2013 noted that 20 recommendations remained comprising 43 actions for monitoring and reporting in the 2014 Annual Report. CFA's focus in 2013-14 was to ensure that Victorian Bushfires Royal Commission (VBRC) project outcomes were linked to improved performance and incorporated into CFA business practices.

CFA's remaining VBRC actions for implementation in 2014-15 can be found in Section 6 of this plan in the subsection 'Victorian Bushfires Royal Commission'.

CFA looks forward to BRCIM's concluding report and commits to implementing any outstanding matters for which CFA is accountable, including participating in future monitoring of the 2014-15 actions and any ongoing actions.

### **Understanding the Past to Inform the Future: Report of the Independent Fiskville Investigation**

(June 2012) Professor Robert Joy, Investigation Chair.

The last interim report (July 2013) of the Independent Monitor, Mr Kieran Walshe APM, broadly indicated that CFA had made good progress on the initiatives that flowed from Professor Joy's report.

In the May 2013 state budget, the Victorian Government announced \$16.8 million in funding over four years to continue important upgrades at CFA training campuses – in particular Fiskville Training College – arising from Professor Joy's report. CFA has made good progress on this commitment in 2013-14 and will continue in 2014-15.

Please also refer to the subsection 'Remediation of Fiskville and regional training grounds' in Section 6.

### **Inquiry into the effects of arrangements made by the CFA on its volunteers** (July 2011), report by The Honourable David Jones AM.

CFA developed the CFA Jones Inquiry Implementation Action Plan (October 2012) following extensive consultation with and input from Volunteer Fire Brigades Victoria (VFBV). CFA will continue to implement the plan in 2014-15.

Please also refer to the previous subsection on 'A strategic approach to supporting and growing volunteerism' (page 8).

### **Managing Emergency Services Volunteers** (February 2014) Victorian Auditor-General's Office.

The Auditor-General noted in February 2014 that "CFA is in the process of implementing programs that aim to address concerns raised".

CFA's response to the report noted that CFA had started addressing the recommendations and included planning for all of CFA's actions to be implemented by the end of 2014.

Please also refer to the previous subsection on 'A strategic approach to supporting and growing volunteerism' (page 8).

<sup>5</sup>In October 2010, Mr Neil Comrie AO APM, former Chief Commissioner of Victoria Police, was appointed as the Bushfires Royal Commission Implementation Monitor.

## Hazelwood Mine Fire Inquiry

The Victorian Government began an inquiry into the Hazelwood mine fire in March 2014. The inquiry's broad terms of reference were to examine the circumstances of the Hazelwood mine fire; the emergency response to the fire; and the response and support provided to Morwell and other affected communities.

While the public hearings concluded in June 2014, the inquiry is in the process of preparing its final report and recommendations for presentation to the Premier. The final report is scheduled to be presented by the end of August 2014.

It is pleasing to note that the Government has expressed its gratitude to CFA and clearly acknowledges the exceptional efforts that were made by all our members and other entities involved in the fires over last summer and particularly the Hazelwood mine fire.

This is further reinforced by Counsel Assisting in commending CFA for its overall efforts, particularly in relation to the conditions and the number of fires experienced and combated on 9 February 2014.

During closing submissions, Counsel Assisting also acknowledged the effective suppression strategy that was developed to extinguish a fire with an endless supply of fuel. They credited the strategy and those who implemented it for ultimately controlling the fire as soon as it was, given it had the potential to burn for much longer.

CFA has participated fully in the inquiry and will work with the Government, Emergency Management Victoria and agencies to plan for and respond to the formal recommendations handed down by the inquiry.

# 5. Budget

## **CFA within the general government sector**

Sustainable government finances are vital for Victoria's ongoing prosperity and future as they underpin the state's provision of high-quality frontline service delivery and infrastructure investment.

CFA recognises the importance of complying with and managing its operations and activities within the Victorian Government's financial management frameworks and fiscal targets for the whole of government, namely:

- maintaining a net operating surplus of at least \$100 million a year
- reducing general government net debt as a percentage of gross state product (GSP) over the decade to 2022.

As a large entity within the general government sector, CFA has an ability to affect the Government's achievement of its fiscal targets through improving and strengthening its financial and budget management.

The CFA budget approach for the 2014-15 financial year will focus on two clear actions: consolidation and implementation.

### **Consolidation**

A strong budget approach for 2014-15 requires a firm foundation. This has been strengthened during 2013-14 through stronger budget and financial management controls, including: closer monitoring of monthly expenditure across the business in the latter half of the 2013-14 financial year; and developing strategies to ensure the delivery of the revised forecast result for 30 June 2014.

In addition, CFA has implemented several key principles to underpin the development and management of the 2014-15 CFA budget.

These principles are reflected in CFA's updated forward estimates for 2014-15 and underpin management of the CFA budget into the future. These principles are changing CFA's culture and business processes and becoming embedded in CFA's planning and management processes.

CFA is committed to managing within existing resources through refocusing existing resources and efficiencies from within the business.

### **Implementation**

Complementing the approach of consolidation, CFA will complete the implementation of key Government reform recommendations flowing from several reviews and strategic directions of CFA.

CFA considers their implementation a fundamental next step to reinforce the consolidation process and to inform the CFA strategic direction over the medium to long term.

# 6. 2014-15 capital plan

## Overview

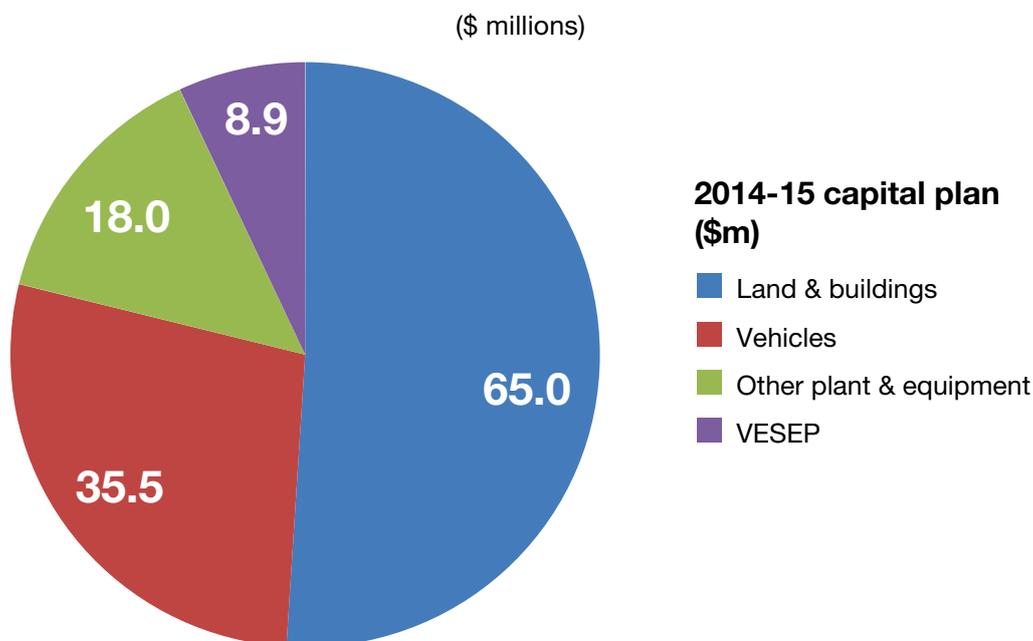
The 2014-15 capital plan is aligned to the principles of CFA's budget approach for consolidation. It builds a firm foundation that supports a viable and sustainable service delivery model and enables implementation of key reform recommendations. In 2014-15, there will be a strong focus to deliver on the principles through:

- meeting the Government's intent and expectations of its investment in CFA
- improving and maximising value for money and benefit to the Victorian community
- delivering projects on time and within budget
- continuing to focus on the existing capital projects funded as a result of the Victorian Bushfires Royal Commission recommendations
- strategically assessing and sequencing all capital projects:
  - consistent with a comprehensive asset strategy (in development)
  - against competing needs in the context of a limited budget.

CFA's asset base comprises:

- land and buildings such as fire stations, mechanical workshops, regional administration offices, incident control centres and regional training grounds
- vehicles, such as operational fire appliances, support vehicles and transport vehicles
- other equipment, such as ICT, plant and equipment, and personal protective clothing and equipment.

The chart below outlines the profile of the 2014-15 capital plan expenditure by category.



VESEP – Volunteer Emergency Support and Equipment Program

Consistent with the nature of CFA's business, the bulk of the investment (approximately 80 per cent) supports land, building and vehicles.

The remaining investment of approximately 20 per cent is directed to the Volunteer Emergency Support and Equipment Program (VESEP) and other plant and equipment. The investment in plant and equipment is boosted in 2014-15 by State Government funding as a result of the 'Remediation of Fiskville and Regional Training Grounds', 2009 Victorian Bushfires Royal Commission (VBRC). As part of the 2014-15 budget, the State Government approved funding for replacement of respiratory protection equipment

### **Initiatives to become more strategic**

CFA is committed to improving its asset planning and investment approach to become more strategic.

#### **Asset strategy**

A comprehensive asset strategy is being developed, which will be used as an input into a broader joint sector asset strategy. This asset strategy will be linked strongly to corporate planning and capability management and is vital to guide future capital investment. Once completed, it will position CFA to deliver more efficient frontline services through better and smarter use of existing assets and to acquire new asset capability into the future.

Sustainable service delivery demands that we understand and maintain our capability. A clear statement of future capability requirements will assist in identifying gaps where more investment is required (e.g. growth areas), or where there may be opportunities for rationalisation. As management improves in this area, capital investment requirements will also be more system driven, helping to smooth out investment peaks and troughs.

A major focus will be on achieving value for money by clarifying fit-for-purpose design standards for each of CFA's asset categories.

### **2014-15 capital projects**

In 2014-15, the planned capital spending priorities relate to six key areas.

#### **1. Completion of election commitment: Bushfire Response – Emergency Services**

A key focus is to ensure that all 2010-funded election commitments are completed. CFA has already acquitted the election commitment in relation to operational fleet. The remaining commitment is 250 rural fire stations.

This is CFA's top capital delivery priority for 2014-15.

Significant effort has gone into previous phases of this program. Reflecting this commitment, CFA has rephased and brought forward funding from 2014-15 to 2013-14 to accelerate commencement and ensure completion of all rural fire stations by November 2014.

The carry-forward of funds to 2013-14 will ensure that only 47 stations will remain outstanding by 30 June 2014 until full acquittal of the Government's election commitment.

CFA is confident of finalisation of the fire stations program on time and within budget.

### **Stations Upgrade and Operational Resource (Project 2016)**

Given the size of this program, CFA is maintaining a strong focus on implementation to deliver 342 additional career firefighter positions (output funding), and the building or modification of 11 fire stations for use by integrated brigades to address past key service delivery gaps.

Significant progress has been made to date in capital modifications to support the new firefighters and in building new fire stations to address growth areas.

The focus now is to start Warrandyte South station and to complete the following fire stations by December 2015: Eltham, Warrnambool, Springvale and Portland.

### **Victorian Bushfires Royal Commission (VBRC)**

The Bushfire Program (BP) was established in response to the recommendations of the VBRC, with a wide range of projects initiated to drive significant changes in the way the emergency management sector and CFA's programs are delivered.

More than 50 of the 57 Bushfire Program projects have been completed by the end of 2013-14. Capital expenditure will be required in 2014-15 to complete the radio communications and volunteer support programs, including the purchase of mobile training infrastructure props, new information systems to support volunteers (volunteer portal, member competency management systems, and rostering management system), and finalising radio communication interoperability. CFA is planning to complete all remaining projects by June 2015.

## Remediation of Fiskville and regional training grounds

In response to the Independent Fiskville Investigation (Joy Report, June 2012), the Government approved works to remediate Fiskville and regional training campuses in order to ensure the continued provision of hot fire training.

To date, CFA has completed environmental and human health risk assessments at Fiskville and regional training campuses and started the first stage of remediation works at Fiskville to reduce the risk of discharges of wastewater from the training site. CFA has also started development of a health, safety and environment management system (HSEMS) to be compliant with AS 4801 and ISO 14001 for implementation at all training campuses.

CFA will remediate surface water and sediments at Fiskville, upgrade water supply and treatment systems at Fiskville and regional training campuses, continue development of the HSEMS and complete the Monash Health Study.

## Emergency services fleet upgrade – 2014-15

The Government will provide an investment of \$17.2 million, in addition to CFA's 2014-15 budget allocation of \$11.8 million, for CFA to purchase firefighting vehicles.

This total investment of \$29 million will mean CFA will have an additional 78 new vehicles to deploy – 74 medium tankers and four prototype vehicles. The prototypes will be a medium pumper, heavy tanker, breathing apparatus truck and a heavy sand tanker.

## Respiratory Protection Equipment Replacement Project – 2014-15

The safety of firefighters is critical to the delivery of CFA's services. Respiratory protection

equipment (RPE) is essential for incidents where toxins, contaminants (many of which are carcinogenic) and oxygen-deficient atmospheres are present.

RPE replacement is now a critical issue due to obsolescence, the ageing of the asset base, and the expiry of contractual support arrangements with current suppliers on 30 June 2014.

As part of the 2014-15 budget the State Government allocated funding to replace existing equipment with fully interoperable RPE across CFA and MFB, as well as other emergency services. This included funding for CFA with a total estimated investment of \$13.935 million.

Procurement contracts for key equipment items will be established and accessible by all state government agencies that use RPE, such as CFA, MFB, Victoria Police, Ambulance Victoria, and other non-ESO government organisations such as EPA and Port of Melbourne Corporation, to further interoperability. This will also ensure lower unit costs through leveraging the state's purchasing power.

The 2014-15 capital spending program includes \$54.9 million of planned investment in a range of areas. These include:

- Volunteer Emergency Services Equipment (Grant) Program (VESEP)
- base capital funding programs for land/buildings and fleet
- capital purchases by brigades and other co-contributions
- other CFA priorities (approved by the Minister), plant and equipment and road accident rescue.

# Appendices

A. Emergency Management Capability Output Measures

B. Abbreviations

# A. Emergency Management Capability

## Output Measures

The State Government's Budget Paper No. 3, Service Delivery, provides an overview of the goods and services funded by the Government and delivered by departments, and how these support the Government's strategic priorities and objectives. It outlines the Government's priorities for the services that it provides.

It details the decisions taken by Government, sets out the costs of the services delivered for Victorians and includes a breakdown of all output funding with associated performance targets. The performance targets for the combined activities of Victoria's fire and emergency services is provided below.

### Supporting the state's fire and emergency services

This output group supports the delivery of a coordinated, all-hazards approach to emergency management, focusing on risk mitigation and active partnership with the Victorian community.

This output group contributes to the Department of Justice objective of minimising injury and property loss through a coordinated and integrated emergency response.

Major outputs/deliverables Performance measures	Unit of measure	2014-15 target	2013-14 expected outcome	2013-14 target	2012-13 actual
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### Emergency management capability

This output provides for the management of emergencies by developing and adopting emergency prevention and mitigation strategies, providing fire suppression and road crash rescue services and supporting local government and communities in disaster mitigation and recovery.

Key components of this output reduce the level of risk to the community of emergencies occurring and the adverse effects of emergency events, such as death and injury rates.

<i>Quantity</i>					
Permanent operational staff	number	2,833	2,769	2,732	2,733
<i>The higher 2014-15 target reflects additional firefighter recruitment at the Country Fire Authority through the implementation of a new service delivery and support model including the phased introduction of 342 new operational positions over the life of the project.</i>					
Permanent support staff	number	1,385	1,477	1,430	1,524
<i>The lower 2014-15 target reflects the Country Fire Authority implementation of a new service delivery and support model.</i>					
Volunteers – operational	number	43,000–44,000	41,535	43,000–44,000	41,416
Volunteers – support	number	18,000–19,000	19,528	18,000	17,312
<i>The 2013-14 expected outcome is higher than the 2013-14 target due to the fluctuations inherent in volunteer numbers. The 2014-15 target range has been widened to account for the historical fluctuation in numbers of volunteers.</i>					
<i>Quality</i>					
Road crash rescue accredited brigades/units	number	130	130	130	130
Level 3 incident controller trained staff and volunteers	number	129	149	129	138
<i>The 2013-14 expected outcome is higher than the 2013-14 target due to level 3 training and accreditation sessions being ahead of schedule.</i>					
Structural fire confined to room of origin	per cent	80	88.8	80	81

<b>Major outputs/deliverables Performance measures</b>	<b>Unit of measure</b>	<b>2014-15 target</b>	<b>2013-14 expected outcome</b>	<b>2013-14 target</b>	<b>2012-13 actual</b>
<i>Timeliness</i>					
Emergency response times meeting benchmarks – structural fires	per cent	90	89.2	90	90
Emergency response times meeting benchmarks – road accident rescue response	per cent	90	89.8	90	90
Emergency response times meeting benchmarks – emergency medical response	per cent	90	95.4	90	95
<i>The 2013-14 expected outcome is higher than the 2013-14 target due to the Metropolitan Fire Brigade exceeding its required benchmark targets for emergency medical responses.</i>					
<i>Cost</i>					
Total output cost	\$ million	933.1	924.7	871.3	259.7
<i>The 2014-15 target and increase in the 2013-14 expected outcome reflect a change in funding from additions to the net asset base to support operating activities.</i>					

Source: Department of Justice

## B. Abbreviations

The following abbreviations are used in this document.

BRCIM	Bushfires Royal Commission Implementation Monitor
CFA	Country Fire Authority
DEPI	Department of Environment and Primary Industries
EBAs	Enterprise bargaining agreements
EMV	Emergency Management Victoria
ESO	Emergency service organisation
FSC	Fire Services Commissioner
GSP	Gross state product
HSEMS	Health, safety and environment management system
MFB	Metropolitan Fire Brigade
RPE	Respiratory protection equipment
SAP	Strategic Action Plan
SES	State Emergency Service
VBRC	2009 Victorian Bushfires Royal Commission
VESEP	Volunteer Emergency Service Equipment Program
VFBV	Volunteer Fire Brigades Victoria

**CFA Plan 2014-15**

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