

Serpentine Volunteer Bushfire Brigade

PO Box 275 SERPENTINE WA 6125

ABN 30 227 619 145

3rd February 2023

TO: Mr Andrew Trosic, Director Development Services - Shire of Serpentine Jarrahdale

FROM: Mr Scott Jones - Captain, Serpentine Volunteer Fire Brigade

COPY TO: Emergency Services Department – Shire of Serpentine Jarrahdale

Mr Leigh Mulholland - Community Emergency Services Manager, Shire of Serpentine Jarrahdale

SUBJECT: SERPENTINE BRIGADE RESPONSE – CESM PROGRAM REVIEW

Dear Andrew,

Please find enclosed the brigade's response to the request for input into the CESM review program to be put before council at the February 2023 OCM.

As part of this review, the brigade provides the following input against the three key metrics contained within the officers' report:

1. the strategic performance outcomes of the role:

The report presented to BFAC by the Director Development Services has been attached in attachment 1. During the conduct of the BFAC meeting, as per the minutes of the meeting, it was noted that input had not been obtained in this report from the brigades. As such, a marked-up version of the report following a special meeting held by the Serpentine Brigade has been provided attached. This is accompanied by a copy of the special meeting minutes.

Overall, the brigade has determined that:

- 1. In the review of the business plan, it is evident that there is significant cross over between multiple roles between the shire and the CESM. There needs to be clear accountabilities and responsibilities within the business plan.
- 2. The business plan is comprehensive in nature. If all items were to be delivered by the CESM over the period, we would have the best ES in the country. There are many items that are not being delivered and this would raise questions as to who is monitoring. It is essential that 360 feedback by the CESM's Manager, Shire and Brigades is provided.
- 3. Clear measures need to be added to the business plan and the outcomes.

Given the above, more clarity is required in the plan in order for council to determine the true effectiveness of the CESM role. There are many parties that have accountabilities and responsibilities linked to the outcomes of the business plan as currently written.



Serpentine Volunteer Bushfire Brigade

2. the specific level of training, skill development and succession planning that has occurred for the Shire's brigade volunteers:

There has been a significant investment in the development of volunteers in tactical training. Whilst this provides opportunity for firefighting skills growth, it does not serve to provide clear and rounded succession planning growth. Steps have begun in this space only over the last 6 months and as such, represents a missed opportunity.

3. the potential for a volunteer Chief Bushfire Control Officer to be sourced locally (being a separate role to the CESM) as a result of such training and development which has occurred.

As mentioned above, the brigade concurs with the continuation of the CESM program and the assessment of suitability for local appointed CBFCO. Given the missed opportunity in the growth and development space, it is imperative that this is captured in the business case moving forward to ensure a pathway is developed and growth opportunities are provided that balance the benefits to the service we provide, the long-term stability of the service within the shire and the individual career growth opportunities.

Business Plan

It is noted that the business plan is generic in nature across the states CESM programs. It is the strong view of the Serpentine Brigade that it is imperative that a specific business plan is developed for the SJ CESM, noting:

- The size of the ES Department within the shire, which represents an opportunity to increase the success and output of the overall management and admin of the brigades by sharing the accountabilities between shire staff and the CESM. At this present time, this is not clear in the business plan or day to day operations from the brigade's perspective;
- Clear accountabilities are embedded in the business plan in the form of a RACI;
- There is some significant cross over in accountabilities and these need to be made acutely clear to ensure
 performance can be tracked and clarity provided to all stakeholders to be able to ensure deliverables are
 met and fair assessment of the CESM program can be conducted;
- Interim monitoring and performance reviews need to be undertaken against the plan, including 360 feedback from the volunteers; and
- Deliverables need to be directly measurable by the shire, DFES and the brigades.

We look forward to our feedback being taken on board in the review process.

Regards

Scott Jones

Captain, Serpentine Volunteer Bushfire Brigade 0435 324 185

Serpentine Volunteer Bushfire Brigade

Special Meeting Minutes

8:30pm

Tuesday, 31st January 2023

Purpose: Item 2.1- CESM Review

1. Attendees and Apologies

Opening

Meeting opened by Captain Scott Jones at 8:32pm

Voting Delegates

Scott Jones - Chair (SJ), Natasha Jones (NJ), Justin Cloney (JC), Stephen Brown (SB), Christine Waywood (CW), Darran Johnson (DJ), Diane Barrell-Smith (DB), Cameron Turnor (CT), Calan Dumbrell (CD), Tony Willison (TW), Don Downey (DD), Ray Elloitt (RE), Luke Newman (LN), Jill Van der Sanden (JV), Savio Mendonca (SM), Alex Hatch (AH), Oliver Keene (OK), Emma Chapman (EC), Trevor Starcevich (TS), Shirley Whiting (SW).

Non-Voting Attendees / Observers

Nil

Apologies

Jim Stockman (JS), Elizabeth Willison (EW), Ken Donohoe (KD), Brad Smits (BS), Brad Morrissey (BM), William Neiman (WN)

2. Agenda Items

2.1. CESM Review – Shire CESM Review Process and Business Case Review				
Senior Officer Scott Jones – Captain - Serpentine Volunteer Bushfire Brigade				
Date of Report	24 January 2023			

Report Purpose

The purpose of this reports is to inform and enable the members of the Serpentine Volunteer Bushfire Brigade to have input into the council report of the CESM review period, including a review of the Business Case.

Background

During the November 2022 Bushfire Advisory Committee Meeting, a report was tabled by the Director Development Services titled "Three year term review of Community Emergency Services Manager Arrangements".

The purpose of this report was for the Committee to note and endorse the recommendations of the three year review of the joint Shire of Serpentine Jarrahdale and Department of Fire and Emergency Services ("DFES") Community Emergency Services Manager ("CESM") program. The report recommends the continuation of the CESM program, including the CESM as the Shire's Chief Bush Fire Control Officer. This is based upon the evidenced key result areas discussed in the report.

During the conduct of the meeting, it was noted that the brigades had not been afforded an opportunity to have input into the report, not the associated business case.

An alternative motion was presented to BFAC as a result, which was subsequently carried:

5.1.1/11/22 BUSH FIRE ADVISORY COMMITTEE RESOLUTION

Moved: S Jones; Seconded: J Gibson:

- 1. RECOMMENDS that Council requests a new three year Memorandum of Understanding (MoU) and Business Plan with the Department of Fire and Emergency Services, to continue the Community Emergency Services Manager (CESM) partnership subject to:
 - a. review of the Business Plan to determine the role and responsibilities and subsequent accountabilities of the CESM to provide greater transparency to the Brigades moving forward by including their input into the review of business plan;
 - b. Incorporation into the Officer's report, to be presented to Council, the consolidated feedback from the Shire's Volunteer Bush Fire Brigades to ensure completeness of the Report with the Brigade Captains to consolidate their feedback to include Minutes from Brigade General Meetings to provide information to be included in the report to the Director Development Services in time for the February 2023 Ordinary Council Meeting.
- 2. RECOMMENDS that Council supports the CESM also continuing as Chief Bushfire Control Officer pursuant to s38A(1) of the Bush Fires Act 1954, noting the fulltime responsibilities associated with this position.

CARRIED UNANIMOUSLY 10/0

Options and Implications

Option 1

That the BRIGADE does not submit input to the report or the business plan:

Option 2.

That the BRIGADE submits input to the report and business plan:

- 1. Undertakes are review of the attached "Three year term review of Community Emergency Services Manager Arrangements" and proposed markups, comments and additions during the interactive discussion at the special meeting 31st January 2023;
- 2. Undertakes are review of the attached "Business Plan" and proposed markups, comments and additions during the interactive discussion at the special meeting 31st January 2023;
- 3. Authorises the brigade Captain to write to the Director Development Services with a cover letter, marked up documents and copy of brigade minutes from the special meeting January 2023 in response to the requested input from BFAC.

Option 3.

That the BRIGADE does not support the continuation of the CESM Program and would be seeking the appointment of LG CBFCO.

Option 2 is recommended

Conclusions

Should the brigade not support the officer's recommendation, the there is no other formal input the brigade can have into the reflective success and opportunity for improvement of the CESM program moving forward.

Financial Implications

Nil

Risk Implications

Risk has been assessed on the Officer Recommendations and implications:

_				Ass	ent	
Officer Option	Risk Description	Controls	Principle Consequence Category	Likelihood	Consequence	Risk Raffing
1	Eroded confidence by the brigade members from the performance of the CESM by forecasting or ambiguous division of responsibilities between the shire, DFES and the brigade	Nil	Organisational Performance	Likely	Major	EXTREME (16)

_				Ass	ent	
Officer Option	Risk Description	Controls	Principle Consequence Category	Likelihood	Consequence	Risk Raffing
2/3	Negative reputation cast on the brigade from the community, shire, brigade members as a result of targeted feedback.	Open and transparent request from BFAC	Reputation	Possible	Minor	MODERATE (6)

Voting Requirements: Officer Recommendation

Simple Majority

That the BRIGADE submits input to the report and business plan:

- 1. Undertakes are review of the attached "Three year term review of Community Emergency Services Manager Arrangements" and proposed markups, comments and additions during the interactive discussion at the special meeting 31st January 2023;
- 2. Undertakes are review of the attached "Business Plan" and proposed markups, comments and additions during the interactive discussion at the special meeting 31st January 2023;
- 3. Authorises the brigade Captain to write to the Director Development Services with a cover letter, marked up documents and copy of brigade minutes from the special meeting January 2023 in response to the requested input from BFAC.

<u>Discussion on Markups to occur if this is supported.</u>

The brigade Captain opened to the floor for opportunity for members to provide feedback on the options presented:

- 1. (AH) This is the first time we (brigades) have seen the detail of a business case for this role and this is a good step forward. The model of the CESM in being able to support from a joint funding arrangement between the LG and DFES is sound.
- 2. (NJ). Is there training pathways that open up / additional training opportunities as a result of the MOU and CESM. Discussion occurred the frameworks are the same but having a CESM provides better access to training products.
- 3. (CD). In the review of the business case, it is evident that there is significant cross over between multiple roles between the shire and the CESM. There needs to be clear accountabilities and responsibilities within the business case.
- 4. (SM). Asked about the process. Is it one report from the 7 brigades or 7 reports. (SJ) advised that each brigade is to submit their feedback.
- 5. (TS). The business case is comprehensive in nature. If all items were to be delivered by the CESM over the period, we would have the best ES in the country. There are a large number of items that are not being delivered and this would raise questions as to who is monitoring the CESM's performance. It is essential that 360 feedback is provided to ensure outcomes are managed and role development occurs.
- 6. (CD). Clear measurables need to be added to the business case and the outcomes.
- 7. (SW). In order to manage across the board, there needs to be a team that supported. As part of this, is a replacement DCBFCO3 being appointed? SJ advised that from feedback from the CBFCO, there is no requirement to fill this role at this time.

Motion moved by Alex Hatch, seconded by Calan Dumbrell:

That the BRIGADE submits input to the report and business plan:

- 1. Undertakes are review of the attached "Three year term review of Community Emergency Services Manager Arrangements" and proposed markups, comments and additions during the interactive discussion at the special meeting 31st January 2023;
- 2. Undertakes are review of the attached "Business Plan" and proposed markups, comments and additions during the interactive discussion at the special meeting 31st January 2023;
- 3. Authorises the brigade Captain to write to the Director Development Services with a cover letter, marked up documents and copy of brigade minutes from the special meeting January 2023 in response to the requested input from BFAC.

Carried Unanimously

As a result of option 2, discussion occurred between members to provide markup comments to the attached documents as per the key themes identified in the general discussion.

3. Urgent Business

Nil

4. Closure

Meeting closed by Captain Scott Jones at 9:03pm

Attachment 1: Council Report – Serpentine Markup

5. Agency and Brigade Report

5.1 Shire Report

5.1.1/11/22 - Three year term review of Community Emergency Services Manager Arrangements				
Responsible Officer:	Coordinator Emergency Services			
Senior Officer:	Director Development Services			
Disclosure of Officers Interest:	No Officer involved in the preparation of this report has an interest to declare in accordance with the provisions of the <i>Local Government Act 1995</i> .			

Authority / Discretion

Information For the Committee to note.
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Report Purpose

The purpose of this report is for the Committee to note and endorse the recommendations of the three year review of the joint Shire of Serpentine Jarrahdale and Department of Fire and Emergency Services ("DFES") Community Emergency Services Manager ("CESM") program.

The report recommends the continuation of the CESM program, including the CESM as the Shire's Chief Bush Fire Control Officer. This is based upon the evidenced key result areas discussed in the report.

Relevant Previous Decisions of Council

Ordinary Council Meeting - 17 February 2020 - OCM014/02/20 - COUNCIL RESOLUTION / Officer Recommendation:

That Council:

- RESOLVES to endorse Memorandum of Understanding between the Shire of Serpentine Jarrahdale and Department of Fire and Emergency Services ("DFES") in respect of the joint Community Emergency Services Manager ("CESM") role, as contained in attachment 1 and;
- RESOLVES to endorse the Business Plan which sets out key outcomes and deliverables for the CESM position, as contained in attachment 2.
- REQUESTS the CEO to sign both the Memorandum of Understanding and Business Plan.

Ordinary Council Meeting - 16 December 2019 - OCM283/12/19 - COUNCIL RESOLUTION / Alternative Officer Recommendation

That Council

- RESOLVES to accept the offer of a joint Shire of Serpentine Jarrahdale and Department of Fire and Emergency Services Community Emergency Services (DFES) Manager;
- REQUESTS DFES to begin the recruitment phase as soon as possible, and requires the recruitment panel to include:
 - Shire staff as nominated by the Chief Executive Officer;
 - A representative of the Brigades who is a Brigade Captain as decided by all Brigade Captains;
 - DFES.
- REQUESTS DFES to place an acting CESM (who is also acting Chief Bush Fire Control Officer) within the Shire in the short term, to assist the Shire and community during the recruitment phase for the permanent CESM;
- 4. REQUESTS the Chief Executive Officer and DFES to jointly engage the current acting chief, deputies and captains to provide input to a draft business plan to set key performance measures for the CESM, with this to be presented back to Council in February 2020 for consideration; and
- 5. Prior to the end of the first three year term of the CESM, REQUESTS the Chief Executive Officer to review the CESM arrangements and report to Council on:
 - the strategic performance outcomes of the role;
 - the specific level of training, skill development and succession planning that has occurred for the Shire's brigade volunteers;
 - the potential for a volunteer Chief Bushfire Control Officer to be sourced locally (being a separate role to the CESM) as a result of such training and development which has occurred.

Ordinary Council Meeting - 18 November 2019 OCM253/11/19 - COUNCIL RESOLUTION
That Council:

 NOTES the opportunities, and issues, which a Community Emergency Services Manager may provide the Shire, and undertakes engagement to gather feedback from the following stakeholders:

- a. The Shire's Acting Chief Bushfire Control Officer;
- b. Deputy Chief Bushfire Control Officers;
- c. Bushfire brigade captains;
- d. Bushfire brigade volunteers; and
- e. The community.
- SEEKS a report back to the February 2020 Ordinary Council Meeting with a recommendation to Council (having regard for this feedback obtained under 1. on whether to proceed forward with a CESM for the Shire.

Background

Following an extensive process of engagement and collaboration, the Shire of Serpentine Jarrahdale commenced the Community Emergency Services Manager ("CESM") program, in partnership with DFES.

In making the decision to commence the program, Council resolved (inter alia) that:

Prior to the end of the first three year term of the CESM, REQUESTS the Chief Executive Officer to review the CESM arrangements and report to Council on:

- the strategic performance outcomes of the role;
- the specific level of training, skill development and succession planning that has occurred for the Shire's brigade volunteers;
- the potential for a volunteer Chief Bushfire Control Officer to be sourced locally (being a separate role to the CESM) as a result of such training and development which has occurred

This report presents the findings of the review of the CESM arrangements.

Community / Stakeholder Consultation

Consistent with Council's request, no specific community or stakeholder consultation has occurred in undertaking the review. Officers however have prepared this report for consideration by BFAC, given their representation of brigades and volunteers and also recognising the role of BFAC defined under s67(1) of the *Bush Fires Act* 1954.

Statutory Environment

s67(1) of the Bush Fires Act 1954 as it relates to Advisory Committees:

A local government may at any time appoint such persons as it thinks fit as a bush fire advisory committee for the purpose of advising the local government regarding all matters relating to the preventing, controlling and extinguishing of bush fires, the planning of the layout of fire-breaks in the district, prosecutions for breaches of this Act, the formation of bush fire brigades and the grouping thereof under group brigade officers, the ensuring of co-operation and co-ordination of bush fire brigades in their efforts and activities, and any other matter relating to bush fire control whether of the same kind as, or a different kind from, those specified in this subsection.

The role of the CESM as Chief Bush Fire Control Officer, in respect of a request made by the Local Government pursuant to section 38A(1) and (2) of the Bush Fires Act 1954:

- (1) At the request of a local government the FES Commissioner may designate a person employed in the Department as the Chief Bush Fire Control Officer for the district of that local government.
- (2) Where a Chief Bush Fire Control Officer has been designated under subsection (1) for a district the local government is not to appoint a Chief Bush Fire Control Officer under section 38(1).

Responsibilities of the Chief pursuant to the s3.5 and 3.6 of the Bush Fire Brigades Local Law 2021

3.5 Managerial Role of Chief Bush Fire Control Officer

Subject to any directions by the Local Government, the Chief Bush Fire Control Officer has primary managerial responsibility for the organisation and maintenance of bush fire brigades.

3.6 Duties of Chief Bush Fire Control Officer

The duties of the Chief Bush Fire Control Officer include -

- (i) provide leadership to volunteer bush fire brigades;
- (ii) monitor bush fire brigades' resourcing, equipment (including protective clothing) and training levels and report thereon with recommendations at least once a year to the Local Government or as directed by the Chief Executive Officer;
- (iii) liaise with the Local Government concerning fire prevention/suppression matters generally and directions to be issued by the Local Government to Bush Fire Control Officers (including those who issue permits to burn) bush fire brigades or brigade officers; and
- (iv) ensure that bush fire brigades are registered and that lists of brigade members are maintained.

Comment

Council's resolution requests review of the CESM arrangements against the following metrics:

- 1. the strategic performance outcomes of the role;
- the specific level of training, skill development and succession planning that has occurred for the Shire's brigade volunteers;
- the potential for a volunteer Chief Bushfire Control Officer to be sourced locally (being a separate role to the CESM) as a result of such training and development which has occurred.

This is provided following.

This was already in place prior to the commencement of the CESM Program in SJ and run annually.

This had already been a work in progress and lead by the volunteer training coordinator (s)

Many of the brigades already had these in place before the commencement of the CESM Program The strategic performance outcomes of the role

During this first three years of the CESM partnership, there have been a number of measurable outcomes which have resulted in positive impacts on brigades, volunteers and the community. There is evidence to show this having occurred across the full range of prevention, preparedness, response and recovery activities, which was part of the initial expectations for performance of the role and Shire/DFES partnership. Notable examples include:

- a. Rural urban interface exercises performed with Jarrahdale and Serpentine communities;
- b. State level pre-season fire exercises hosted within the Shire in 2022;
- Expansion of the Shire's Bushfire Awareness Teams, with community event attendance that his delivered the be bushfire ready and shared responsibility message to residents across the Shire;
- d. Successful planning and delivery of the Shire's first Be Bushfire Ready community event in 2021 at Clem Kentish Reserve, that included a range of demonstration, knowledge and information sharing activities;
- e. Success in obtaining mitigation activity funding from the DFES program, that has led to more than \$750,000 of works during the three year CESM program, to address high and extreme bushfire risks. Funding was also notably allocated towards critical infrastructure hardening to benefit the Shire's capacity to respond and recover;
- f. Ongoing process improvement, especially in respect of introducing the Broadcast/Alert/Respond/Turnout (BART) system for volunteers and brigades, that was a significant priority in supporting brigade volunteer resource management;
- g. A significant expansion of the training and development program for volunteers, evidenced through training outcomes including:
 - (i) SJ Training team growing to 16 volunteer trainer assessors;
 - (ii) Formal courses delivered during 2022 including Machine Supervision, Ground Controller, Bushfire Safety Awareness x two, Structural Firefighting, On Road Driver, Off Road Driver, provide first aid x three, Pump Operations x two, Advanced Bushfire Fighting, Crew leader, Sector Commander, Assist with Planned Burning, Fire Fighting Skills x two;
 - (iii) Leadership team members being assigned mentors and training plans;
 - (iv) From 2019 to 2022, Level 1 Incident Controllers rising from 3 to 20, which represented one of the key risk areas that had emerged due to lack of training and development before the CESM program had begun:
 - (v) Pre-season skills assessment created and rolled out across all Brigades, which has been a first for the Shire. This ensures all members are current with their Brigades' appliances and refreshers many aspects covered in recruit training;
 - (vi) Officer in Charge pre-season refresher training delivered to all Officers in Charge/Crew Leaders;
 - (vii) Mental Health Workshops to help address psycho-social WHS obligations that may arise from traumatic events;

This had already commenced prior to the CESM program in

Succession planning for roles has only really been at the forefront in the lead up to the 2022/2023 fire season. There is currently no clear framework for succession planning this is currently being developed as part of the new enhancement plan but this represents a significant missed opportunity.

- Successful navigation of the Shire's emergency service function through the COVID-19 global pandemic, that resulted in a risk based approach to resource management so that capability to respond was able to be maintained;
- Achievement of key result outcomes of the first three year Business Plan as endorsed by Council at the February 2020 Council meeting, including:
 - Bushfire management and mitigation programs developed and implemented for Unallocated Crown Land & Unmanaged Reserves within the Shire;
 - (ii) Practices for bushfire management on local government lands in the Shire developed;
 - (iii) LGGS Operation and Capital grants management;
 - (iv) Risk to resource review and recommendations implemented (notably high season appliance allocation for the Shire);
 - (v) Response coordination for incidents;
 - (vi) Emergency incidents exercised annually as per local emergency management arrangements.
- The specific level of training, skill development and succession planning that has occurred for the Shire's brigade volunteers
- Potential for a volunteer Chief Bushfire Control Officer to be sourced locally (being a separate role to the CESM) as a result of such training and development which has occurred.

In embarking on the CESM program, it was discussed in reports to Council (refer December 2019 Item 10.1.7) that:

"the Shire at this time sees a priority to build the advanced skill sets of volunteers, particularly in respect of level 1 incident controller and level 2 incident controller attainment. This represents a realistic goal for the first 3 years of the CESM role, which would be then revisited via a new MOU at that time."

This was also linked to the option to consider, in light of enhanced capabilities, whether a Volunteer Chief Bush Fire Control Officer could be reconsidered in the future.

In respect of training, officers consider there to be measurable outcomes that show achievement of the expressed objective for building advanced skillsets of volunteers. This is measured through outcomes notably being Level 1 Incident Controllers rising from three to 20, and the Shire's trainer assessor team growing to 16. Level 2 Incident Controller

In respect of succession planning, during this time, the Shire also grew the Deputy Chief Bushfire Control Officers from three to four, which helped to protect resource management of the volunteer deputy roles.

In respect of a Volunteer Chief Bushfire Control Officer, Shire Officers do not consider this to be a sustainable option for the Shire. The role of the Chief has been heightened by finalisation of the new 2021 Local Law, which occurred after the Shire and DFES begun the joint CESM program. This Local Law prescribes a number of roles that the Chief must perform, in addition to their other legislative roles defined under the Bush Fires Act 1954. This is considered to be a full-time commitment in order to perform it effectively, and assist

the Shire in ensuring it is undertaking statutory responsibilities ranging from incident response right the way through to duty of care.

Officers consider that a Chief is required to be working a full-time equivalent set of hours, and often exceeds this due to weekend and evening tasks associated with brigade training, volunteer management and incident response.

The CESM program has certainly achieved the objective set for building advanced skill sets, which was a significant risk that had emerged due to the lack of training and development before the CESM program was embarked upon. Growing the number of Level 1 Incident Controllers from three to the current 20, has seen incident management capability grow to a more dependable level than what had previously existed. However, for the reasons mentioned above, Officers do not consider that a Volunteer Chief is suitable for the Shire.

The risk that the Shire's landscape poses, and the statutory responsibilities defined under the local law and *Bush Fires Act 1954* requires, in the opinion of Officers, a full-time Chief and this is achieved through the CESM also being appointed as Chief pursuant to s38A(1) of the Act.

Looking forward

It is recommended that the Shire renew its CESM MOU with DFES, in light of the positive outcomes that the first three years has created. The focus of such MOU is considered to remain on the following aspects:

- deliver coordinated prevention programs to reduce the incidence of emergencies and improve the level of safety in the community;
- operate and institutionalise consistent sets of protocols and equipment standards;
- provide efficient systems of communication between organisations at all levels to improve service delivery outcomes;
- promote and support volunteer organisational arrangements that combine the spirit of volunteerism to attract and retain members;
- provide and coordinate the level of training to all personnel, to ensure the competencies are appropriate to the risk level of emergencies to which volunteers are required to respond;
- continue to build through partnership with DFES best practice approaches to emergency service delivery;
- enhance shared responsibility of fire prevention and preparedness programs and activities;
- continue to grow and maintain a pool of qualified Level 1 Incident Controllers among volunteers across the bushfire brigades of the Shire;
- create a pathway for Level 2 Incident Controllers to be achieved.

There is also an important set of projects being delivered over the coming three years, notably the new Oakford Bushfire Brigade and the development of the Shire's first Career Fire and Rescue Service in Byford (known as the Cardup Fire Station). Both projects involve a high degree of collaboration between the Shire, brigades and DFES, and this is a key result area for the new CESM arrangements to focus upon.

There is also a significant program and set of projects associated with work, health and safety reform, and brigade enhancement planned. This is central to the role of the CESM / Chief, as a conduit between the Shire and volunteers.

Options and Implications

Option 1

That the Committee:

- RECOMMENDS that Council requests a new three year Memorandum of Understanding (MoU) and Business Plan with the Department of Fire and Emergency Services, to continue the Community Emergency Services Manager (CESM) partnership;
- RECOMMENDS that Council supports the CESM also continuing as Chief Bushfire Control Officer pursuant to s38A(1) of the Bush Fires Act 1954, noting the full-time responsibilities associated with this position.

Option 2

That the Committee DOES NOT RECOMMEND that Council continue with the CESM program.

Option 1 is recommended.

Conclusion

The purpose of this report is for the Committee to consider the review of the CESM partnership, following the conclusion of the first three years of the program. The review is discussed in this report, and key results documented. In light of the results achieved and the heightened risks the Shire faces as a 97% bushfire prone region, it is recommended that Council continue the joint Shire of Serpentine Jarrahdale and Department of Fire and Emergency Services ("DFES") Community Emergency Services Manager ("CESM") partnership for the next three year term.

Attachments

Ni

Alignment with our Strategic Community Plan

Outcome 1.3	A safe place to live
Strategy 1.3.3	Enhance community safety
Outcome 4.2	A strategically focused Council
Strategy 4.2.1	Build and promote strategic relationships in the Shire's interest.

Financial Implications

The CESM role is 50% funded by the Shire, and 50% funded by DFES. This effectively replaces a 100% Shire funded Manager Emergency Service and Community Safety, representing a cost saving of circa \$60-\$70K for the community.

In terms of operational costs, the following matters should also be noted:

- Overtime for attendance at DFES controlled operational incidents, on-call allowance and any other authorised DFES matters will be approved by the DFES Regional Duty Coordinator and paid by DFES.
- Overtime for authorised attendance at Shire controlled operational incidents and any other authorised Shire matters will be approved by the appointed Shire Officer and paid by the Shire.
- All overtime will be paid in accordance with WA Fire Service EBA conditions.
- The vehicle used by the CESM will be by agreement between the Shire and DFES.
- The CESM will have commuting access, home garaging and private use within the DFES Region whilst on call.
- The CESM will not have use of the vehicle during periods of leave.
- "Vehicle Costs" DFES to pay \$11,398 to be invoiced quarterly.

The 50% sharing of main operational costs (vehicle), is also a saving for the Shire.

Risk Implications

Risk has been assessed on the basis of the Officer's Recommendation.

				Risk Asse	essme	ent	Risk Mitigation
Officer Option	Risk Description	Controls	Principal Consequence Category	Likelihood	Consequence	Risk Rating	Strategies (to further lower the risk rating if required)
1	Option 1 is considered the le	owest risk.					
2	The Committee recommending Council not continue the CESM program, which creates significant risk associated with the strategic planning and response coordination for bush fire within the Shire.	Committee recommend Council not support the CESM program and the CESM as Chief,	Organisational Performance	Mmost Certain	Major	нен	Additional resource would need to be found to revert back to a full-time Emergency Service Manager and Chief employed as a Shire Officer.

Voting Requirements: Simple Majority

Officer Recommendation

That the Committee:

- RECOMMENDS that Council requests a new three year Memorandum of Understanding (MoU) and Business Plan with the Department of Fire and Emergency Services, to continue the Community Emergency Services Manager (CESM) partnership;
- RECOMMENDS that Council supports the CESM also continuing as Chief Bushfire Control Officer pursuant to s38A(1) of the Bush Fires Act 1954, noting the full-time responsibilities associated with this position;

S Jones put forward the following alternative motion:

5.1.1/11/22 BUSH FIRE ADVISORY COMMITTEE RESOLUTION

Moved: S Jones; Seconded: J Gibson:

- RECOMMENDS that Council requests a new three year Memorandum of Understanding (MoU) and Business Plan with the Department of Fire and Emergency Services, to continue the Community Emergency Services Manager (CESM) partnership subject to:
 - a. a review of the Business Plan to determine the role and responsibilities and subsequent accountabilities of the CESM to provide greater transparency to the Brigades moving forward by including their input into the review of business plan;
 - b. Incorporation into the Officer's report, to be presented to Council, the consolidated feedback from the Shire's Volunteer Bush Fire Brigades to ensure completeness of the Report with the Brigade Captains to consolidate their feedback to include Minutes from Brigade General Meetings to provide information to be included in the report to the Director Development Services in time for the February 2023 Ordinary Council Meeting.
- RECOMMENDS that Council supports the CESM also continuing as Chief Bushfire
 Control Officer pursuant to s38A(1) of the Bush Fires Act 1954, noting the fulltime responsibilities associated with this position.

CARRIED UNANIMOUSLY 10/0

REASON FOR DECISION: S Jones advised the alternative resolution would ensure a complete 360-degree review from the Brigades in support of the CESM Program, and the ongoing appointment of the Chief Bush Fire Control Officer as the CESM.

NOTE: 19:39pm Leigh Mulholland returned to the meeting.

The Chair provided a summary of the Motion passed by the Committee, which was a variation of the Officer Recommendation, to L Mulholland.

Attachment 2: Business Plan – Serpentine Markup





Community Emergency Services Manager Business Plan



This business plan between the Shire of Serpentine Jarrahdale and the Department of Fire and Emergency Services outlines key outcomes and deliverables for the Community Emergency Services Manager (CESM) position. The business plan is to be reported on half yearly and reviewed annually.

This needs a timeframe

Strategic Intention 1: PREVENTION

To provide a range of prevention services to increase community awareness of hazards and involvement in minimising their impact.

				3 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7 7
Outcome	Strategy/Tasks	Whom	When	Performance Indicators
Bushfire Risk Management Plan (BRMP) developed and endorsed for Shire as per State Hazard Plan Fire	Participate in, contribute and provide key local input into the development of BRMP for Shire	CESM, Shire and BRMO with input of DO	To be agreed	Plan has been developed and endorsed by OBRM and approved by the Shire.
Bushfire management and mitigation programs developed and implemented for Unallocated Crown	Develop & implement mitigation plans for all Very High and Extreme risk UCL/UMR reserves within gazetted town site boundaries in the Shire – record treatments into Shire BRMP.	CESM with assistance Shire, BRMO and DO.	30 Sept Annually	Plans and mitigation program in place/endorsed.
Land & Unmanaged Reserves within town boundaries for the Shire	Maintain UCL data base and report on achievements. Engage BFBs/DFES, DPaW staff & others to assist with hazard reduction burns/other treatment options.		1 July Annually	Mitigation activities completed as per annual schedule of works. Annual reporting requirements met.
"Whom" Section needs to detai	Invoice DFES for costs incurred where agreed		Quarterly as required	Invoicing DFES for works completed (quarterly)

This "Whom" Section needs to detail out in a RACI format. It is not possible to manage, monitor and control the business plan without clear accountabilities and therefore not possible to measure the success / performance of the CESM role R – Responsible, A – Accountable, C – Consulted, I – Informed.



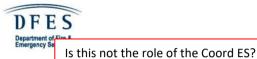


Overall program of works has not been met. The CESM has not had the bandwidth to drive this and needs to be driven by the ES Coordinator Is it not the Coord ESD/BMO for the shire that is accountable for this? The Plan cannot stipulate "shire". Needs to stipulate the role with RACI.

Shire of Serpentine Jarrahdale

	Strategic Intention 1: PREVENTION (cont)							
Outcome	Strategy/Tasks	Whom	When	Performance Indicators				
Practices for bushfire management on local government lands in the Shire developed.	Develop & coordinate implementation of mitigation activities as identified in Shire BRMP for all LG reserves.	CESM/ Shire	1 October	Overall plan for LG lands in place/endorsed.				
the Stille developed.	Annual schedule of works based upon BRMP treatment schedule confirmed for budget estimates.		15 February	Annual plan of mitigation works for LG lands including hazard reduction burns/other treatment options developed/approved for estimates.				
	Engage BFBs/DFES, DPaW staff & others to assist with HR Burns/other treatment options.		As required	Scheduled works for season completed to prescribed standard				
Administration of relevant Statues, Regulations, Policies and Local Laws	 Ensure observance with relevant Acts, SEMC Policies and Local Laws is maintained. Monitor and implement required seasonal variations to the restricted and prohibited burning times (RBT & PBT). Monitor and implement Harvest and Vehicle Movement Bans (HVMB) in accordance with Bush Fires Act 1954. Coordinate Local Emergency Management Committee (LEMC) meetings, annual reporting and exercises in accordance with SEMP policy. Annual review of Firebreak Notice and Fuel Hazard Reduction Notice. 	CESM/ Shire President/ Shire	Ongoing	 Number of seasonal variations to the RBT & PBT Number of HVMB implemented Number of TFB applications processed LEMC quarterly meetings and annual exercise completed LEMC Annual Reporting completed Firebreak Notice and Fuel Hazard Reduction Notice reviewed 				





This needs to be specific. Target by locality?



Engagement and awareness programs as identified in Shire Ready, action adeveloped for the Shire	Strategy/Tasks It establishment and maintenaunity engagement and awareness across the Shire e.g. Bush		Whom CESM	When	Performance Indicators
Engagement and awareness programs as identified in Shire Ready, action adeveloped for the Shire	inity engagement and awarer ms across the Shire e.g. Busl		CESM	· ·	
	JAFFA, Home Fire Safety, B week and Storm season awa ms. nate the provision of public in lop media contacts.	sushfire reness	(in collaboration with Shire, Bushfire Ready Group and DFES)	Ongoing 30 June annually	Proactive Community Engagement/Education/Awareness programs in place across Shire. Community engagement programs and campaigns reported
Plans (E	advice on Bushfire Managem BMP). s BMP's for compliance with quired. le feedback on BMP's to Shire S Land Use Planning Of eholders if required.	legislation e Planners	CESM/Shire	Ongoing	All submitted BMP's reviewed and comments provided to Shire Planners (if required) in regard to Bushfire Risk Management Planning requirements
Strategic Planning Emerge Development Development Man Development Development Prov	effective strategic planning for ncy Services. elop and review relevant Emerices management documents alop Policy and Procedures for rgency Services. Prepare and maintain Shire lagement Arrangements (Responsion of Brigade Responsionation with local captains/FOS template – with guidance of ide input to applied review of Districts within Shire	rgency s. br Bushfire ponse Plan). se plans in COs using f DFES DO	CESM/Shire CESM/DO/ Shire	Ongoing Dec annually	 Emergency Services management documents developed and reviewed Policy and Procedures for Emergency Services develop and reviewed Shire Bushfire Management Arrangements reviewed and maintained Brigade response plans in place and communicated Gazetted Fire District proposed







Strategic Intention 2: PREPAREDNESS

To provide and maintain appropriate and adequate infrastructure, equipment, skilled personnel, plans and programs in preparation for emergencies.

To support the community in its own preparations for emergencies.

Outcome	Strategy/Tasks	Whom	When	Performance Indicators
Volunteer Bush Fire Brigade Training Coordination	Training calendar established for BFBs to meet the operational requirements of brigade members and Shire Staff Develop and support network of local trainers and assessors Coordinate with the DFES Regional Training Coordinator to maintain a record of courses and attendees on Train data base. Ensure BFBs have the appropriate level of training to be operationally effective.	CESM	30 Dec Annually	Shire training calendar developed/promoted Shire Training needs analysis developed and incorporated into local and regional training schedules. Network of local trainers and assessors developed and maintained to support Shire training requirements Training records for Shire entered/maintained
LGGS Operation and Capital grants managed for SES (where required) and BFS	Develop and submit annual LGGS operations and capital grants on behalf of Shire. Administer annual ESL Operational and Capital Grants	CESM/Shire	As per LGGS manual	Operational and Capital grants submitted, administered and acquitted as per LGGS manual
Administration of State Emergency Service (SES).	Liaison between Shire, DFES DO and local SES Unit Leader to assist / provide operational & administrative support to unit	CESM	Ongoing	Admin support provided to SES
Relocation/Welfare Centres in the Shire maintained to support the community in times of need.	Annual audit of current relocation/welfare centres as identified in Shire LEMA's to ensure readiness for activation	CESM (with assistance DCPFS and Shire)	30 June Annually	Centres in place and audited for readiness for activation as per Local Emergency Management Arrangements







Strategic Intention 2: PREPAREDNESS (cont.)						
Outcome	Strategy/Tasks	Whom	When	Performance Indicators		
Emergency Coordination Centres/ICC's within Shire in a state of readiness.	Audit and ensure readiness of Emergency Coordination Centres/ICC's within Shire as per Standard Operating Procedures	CESM (with assistance DO)	30 Oct Annually	Centres operable as per SOPs & Local Emergency Management Arrangements		
Support key Bushfire meetings & Committees (BFAC, DOAC & brigade meetings).	Provide CESM reports to meetings on business plan deliverables where applicable - eg bushfire mitigation, training, LGGS, fleet and community engagement activities. Attend individual brigade meetings where applicable. Attend Captain's Meetings as required. Provide advice to council on BFAC matters when required.	CESM Shire	Ongoing Biannually BFAC	BFAC meetings coordinated biannually with reporting requirements to council met. Captains meetings coordinated with reporting requirements to BFAC met. CESM reports to BFAC provided on works programs, LGGS, mitigation programs, training, BFS fleet and other administrative matters		
Emergency water supplies owned by Shire maintained. Hydrants	Liaise with Shire to ensure Shire Inspects & maintains water supplies pre and post –fire season	CESM Shire BFBs	November annually	Shire emergency water supply data base maintained.		
outside GFDs inspected annually – faults reported.	Ensure hydrants outside of gazetted fire districts inspected/faults reported.	5, 50	30 June	Hydrants outside of gazetted fire districts inspected annually, faults reported with follow up until fault has been addressed.		
Emergency Services exercised annually as per LEMA's.	Liaise with LEMC on exercise & provide support.	CESM Shire	Annually	Exercise conducted annually including testing ECC/ICC.		

This needs to be expanded to ensure fully operational and maintained. This is currently not being met – Coffey Road







Strategic Intention 2: PREPAREDNESS (cont.)					
Outcome	Strategy/Tasks	Whom	When	Performance Indicators	
Local Emergency Management Committee attendance and representation as CESM	Attend LEMC meetings and provide advice and assistance to the committee as required. Involvement in reviews and updates of LEMA's as per SEMC policy requirements. Provide advice to Shire for the development & / updates to the Shire Recovery Plan.	CESM Shire	quarterly As required	LEMC compliance with SEMC policy. 4 meetings conducted annually including report to council. Local Emergency Management Arrangements reviewed, approved and maintained.	
	Assistance to LEMC with review, update and administration of LEMC business plan as required Provide advice to Shire on the establishment of relocation plans capable of removing people at risk where identified.		30 July annually	LEMC annual business plan reviewed, updated and submitted	
Local Government Incident Management Capacity/Capability	Identify and coordinate Local Govt IMT qualification and training requirements commensurate with LG responsibility for fire on rural lands (with assistance of DO)	CESM (with assistance, DO and Training Officers)	Nov annually and ongoing	Matrix developed identifying current IMT capability and future Shire IMT requirements for bushfire on rural lands. Training and development requirements	
	Develop Shire IMT capacity and capability			incorporated into local/regional training schedule.	
Emergency Services Forums	Participate in Local Emergency Services forums • Facilitate pre/post season forums & briefings Participate in Regional Emergency Services forums.		November/ May	Local Forums conductedRegional Forums attended	
		Do we have this and volunteers? Have not	•	e	







Strategic Intention 3: RESPONSE

To ensure rapid and comprehensive response to emergencies, to contain and minimise the impact of hazards and to perform rescues.

	To support the community in its own response to emergencies.					
Outcome	Strategy/Tasks	Whom	When	Performance Indicators		
Respond to emergency incidents that impact on communities, infrastructure and assets in the Shire. Local Govt representative on Incident Support Group, to ensure interface between IMT, ISG and DFES ROC	Maintain & review mobilisation procedures for BFBs to ensure their effectiveness including zone response arrangements where applicable. All mobilisations to be monitored in line with SOP and zone response arrangements where applicable. Provide IMT/ISG support as required.	CESM (in liaison with DO)	1 Oct annually As ISG established	Mobilsation procedures for LGA and BFBs established and maintained. Zone response arrangements reviewed updated and endorsed where applicable Effective involvement in Shire incidents, and Incident Support Groups when established. Report on incidents attended, roles and hours as per Shire Corporate Plan reporting requirements		
Respond to incidents in neighbouring Shire when requested by Regional Duty Coordinator	Respond to incidents when requested by DFES (in consultation with Shire) Provide IMT support as required at incidents. Monitor incidents & support with resources as required. Support DFES and other Local Governments as per the Mutual Aid Agreement.	CESM	Ongoing	Effective involvement in adjoining Local Govt incidents and support provided where necessary. Active role on DFES Duty Rosters as on- call officer where applicable Support to RDC provided as required		
Suspicious & deliberately lit fires	 Encourage brigades to report suspicious & deliberately lit fires. Brigades to complete FIRS. DFES & WAPOL reporting as required. 	CESM BFB's DFES WAPOL	Ongoing	 Suspicious & deliberate fires reported Suitable investigation undertaken 		







 Liaison with DBCA, WAPOL, DFES 		
and other LGAs as appropriate to		
facilitate information sharing, pattern		
recognition and follow up		







Strategic Intention 4: RECOVERY

To assist the community, employees and volunteers affected by major emergencies to recover effectively and efficiently.

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Outcome	Strategy/Tasks	Whom	When	Performance Indicators	
Appropriate support and counselling available to Shire volunteers and staff as required following incidents.	Maintain familiarity and awareness with counselling and support services (local and state).	CESM	Ongoing	Adequate counselling and support services available to volunteers and staff post incidents.	
-	Encourage, promote and facilitate BFB/ SES and Shire Staff utilisation of services.				
	All major incidents involving volunteers, whereby there are serious injuries, trauma or fatalities to be reported to DFES				
	Coordinate and facilitate timely incident investigation of safety incidents involving Shire volunteers			All safety incidents involving Shire volunteers reported and investigated as per Shire and DFES SOPs	
Provide support to the Shire Recovery coordinator or recovery team when	Provide advice on the activation and implementation of the Shire recovery plan.	CESM	Ongoing	Recovery plan reviewed and endorsed in line with LEMA review.	
established.	Recovery arrangements exercised through establishment of recovery coordinator/team and facilitated discussion exercise.	CESM/Shire	bi-annually	Recovery arrangements exercised	
	Monitor & review recovery plan with LEMC & Shire.				







Strategic Intention 5: SPECIAL PROJECTS

To assist local government and DFES with special projects that may impact on the community.

Outcome	Strategy/Tasks	Whom	When	Performance Indicators
Special Projects	 Ensure effective coordination of special projects. As directed coordinate & manage special projects for DFES &/or the Shire. Where available seek appropriate grant funding for special projects. 	Shire DO	Ongoing	 Completion of special projects according to agreed timelines Project reports/hours spent Appropriate grant funding sourced







6: ADMINISTRATION DUTIES

Outcome	Strategy/Tasks	Whom	When	Performance Indicators
DFES Emergency Service Directory & contacts lists incorporates up to date Shire details	Develop & maintain a directory for emergency service contacts and resource registry in liaison with DFES Region.	CESM Shire	Sept annually	Annual directory completed by due date.
Maintain BFB Membership List. Coordinate registration of new members	Audit and update existing BFB m/ships Register new memberships	CESM Shire	July annually or as required	BFB list accurate and up to date. Report provided on number of Shire vols as per Shire Corporate Plan
Local Government Grant Scheme (LGGS) - administration of Capital and Operational grant processes as per LGGS manual.	Coordinate annual LGGS submission for BFB & SES in conjunction with the Shire. Resources to Risk (R2R) Model established for Shire to support LGGS applications and business plans	CESM Shire	March annually Jan/Feb Annually	LGGS operational and capital budgets developed/submitted annually. Shire R2R reviewed annually to support LGGS application.
	Ensure BFB/SES comply with LGGS administration requirements for capital and operational grants. LGGS budget acquittal complete.		Sept annually	LGGS accounts within budget & compliant/acquitted.
Bush Fire Brigade fleet maintenance program managed.	Liaise with Shire and assist Shire with the co-ordination of maintenance of vehicles & equipment including communication systems. (BFB level maintenance and servicing is also undertaken)	CESM Shire BFBs	Oct annually	Vehicle servicing records maintained in conjunction with the Shire Fleet Manager.
Personal Protective Equipment management - monitoring & replacement system established	Develop & coordinate the maintenance of a data base system for the Shire BFBs to manage all PPE/Equipment.	CESM Shire	Ongoing	PPE Database established and maintained.







6: ADMINISTRATION DUTIES (cont.)						
Outcome	Strategy/Tasks	Whom	When	Performance Indicators		
Council informed on bushfire management strategies and expenditure	Report to council as required on bushfire management strategies and expenditure	CESM/Shire	As required	Reports provided to council as required		
Assistance provided to DFES Region in provision of Regional Training Courses	Provision of assistance to DFES Region in delivery of Regional training courses in line with Shire requirements and training resource kit allocation – skills maintenance	CESM	As required	Assistance provided to DFES Region in provision of Regional Training Courses		
Attend DFES Region staff meetings	Attend DFES Region staff meetings as required. Provide CESM activity report	CESM	As required	Shire representation at DFES Regional staff meetings – CESM activity report		
Attend DFES and other Emergency Management Forums for personal and Shire development opportunities	Attendance at DFES and other Emergency Management Forums for personal and Shire development opportunities	CESM	Annually and as required	Report on attendance at DFES and other Emergency Management Forums for personal and Shire development Opportunities		
CESM Business Plan reporting	Complete 6 monthly report on CESM Business Plan performance indicators	CESM	December/ June annually	CESM business plan report completed and reviewed with DO		
Planning and project management	Establish and oversee new Oakford VBFB Station	CESM & shire	Prior to July 2021	Completion and activation of facility		

Has this been undertaken and what was the output? Can we have visibility and/or input into this?

Strategic Intention 6: PERSONAL DEVELOPMENT				
Outcome	Strategy/Tasks	Whom	When	Performance Indicators
Individual Training and Development Plan for CESM in line with CESM Pathway	 Individual Training and Development Plan to be developed and approved by Shire and DFES Region. Plan to detail T and D requirements for CESM to achieve: CESM position administration/financial management and reporting, training delivery and coordination requirements Identified AIIMS roles Emergency Management Training Opportunities provided for CESM to act in AO Rural positions where appropriate 	CESM with DO, Shire and RTC	Sept annually	 Individual Training and Development Plan developed, approved and implemented by Shire/City and DFES Region. T and D plan reviewed annually
Individual annual review (appraisal)	CESM/DO/Shire rep to complete annual review	CESM/DO	Sept annually	Annual review completed and provided to Shire/DFES

Strategic Intention 7: SUCCESSION PLANNING

Develop future leaders for the Shire/DFES to fulfil the role of CESM during leave periods, acting opportunities and vacancy periods.

Outcome	Strategy/Tasks	Whom	When	Performance Indicators	
Succession Planning for CESM role	Where possible provide opportunities for Shire staff development through acting opportunities in CESM role during periods of extended leave.	CESM Shire	Ongoing	Opportunities provided for Shire staff development through acting opportunities in CESM position.	