



**PERFORMANCE MANAGEMENT  
OF INQUIRIES' RECOMMENDATIONS  
INTO 2003 CANBERRA BUSHFIRES**

**STAGE 1**

**REPORT TO ACT BUSHFIRE COUNCIL**

Review by  
Bob Smith  
March 2009

## EXECUTIVE SUMMARY

### Background

As a component of enhancing performance management and governance the ACT Bushfire Council has undertaken a Project to monitor and report on the quality of implementation for each of the recommendations arising from the recommendations made in reports by Mr Ron McLeod and Coroner Doogan on the January 2003 Canberra Bushfires.

The outcomes targeted for the Project by ACT Bushfire Council were to:

- Provide a comprehensive report to ACT Bushfire Council, suitable for Ministerial level and public reporting, on the progress and quality of implementation of the Inquiries' recommendations in a prioritised format; and
- Establish a risk based process for the on-going monitoring, review of the implementation, maintenance and refinement of systems and processes that have been or are yet to be implemented.

The Project was to be undertaken through a staged process under the direction of the Project Manager (also Chair of ACT Bushfire Council). Stage 1 was to focus on the quality of implementation of Inquiries' recommendations and identify recommendations that remain "less than fully implemented". Stage 2 is to prepare a brief for Minister, Emergency Services detailing the results of Stage 1. Stage 3 is targeted to implement more comprehensive approaches to improve performance and identify future actions including benefit/cost analysis to strengthen performance management systems.

This Report represents the completion of Stage 1.

### Quality of Implementation

Using an agreed framework to evaluate the quality of implementation of the Inquiries' recommendations it was judged there are a number of the Inquiries' recommendations that remain (as at March 2009) "less than completely implemented and have potential to impact on control, readiness, capability and coordination of bushfire response".

The "less than fully implemented" recommendations were identified under the categories of major actions required (MAR) or supplementary actions required (SAR) by ACT agency(s) to meet the intent of Inquiries' recommendations and ACT Government's response to recommendations.

Recommendations judged as MAR are considered to be issues that have high potential "to adversely affect the interests and responsibility of ACT RFS, significantly impact on its operations and impede the ability of ACT RFS to achieve its objectives".

Recommendations judged as SAR are considered to be issues where significant actions have been implemented by ACT agencies to implement the recommendations. Generally a judgement of SAR indicates significant works-in-progress.

In summary - detailed results are presented in Chapter 2 and Appendix 3 - it was judged that 3 of the McLeod Report recommendations and 11 of the Doogan Report recommendations require major actions to be implemented by ACT agencies to achieve the outcomes intended by the Inquiries' recommendations and ACT Government response. Issues/areas judged as requiring major action by ACT agencies include: completion of Strategic Bushfire Management Plan, Version 2 (incorporating Sub-region Bushfire Plans); finalisation of Commissioner's guidelines for involvement of TAMS staff in initial response on land managed by TAMS; maintaining competencies of ACT fire fighters including volunteers; effectiveness of

education programs in achieving effective on-ground actions by individuals and community to manage bushfire threats; embedding formal risk management protocols in predicting potential impacts of on-going bushfires under various scenarios; operational procedure for use of fire retardant with ACT landscape; and determination and delivery of approved levels of hazard reduction activities for ACT within a risk management framework to reduce the occurrence and impacts of unplanned fires.

Under the category of SAR it is judged that 8 of the McLeod Report recommendations and 17 of the Doogan Report recommendations require further actions by ACT agencies to achieve the outcomes intended by the Inquiries' recommendations and ACT Government's response. Issues/areas judged as requiring supplementary actions by ACT agencies include: enhancing community understanding of the trade-off associated with levels of hazard reduction activities and probable consequences and impacts of unplanned fires under various weather conditions; improving effectiveness of approval processes for hazard reduction activities; finalisation of Rural Fire Control Manual; availability of competent and experienced personnel to resource bushfires and undertake large scale hazard reduction activities; establishment of a "more functional, longer term operations centre"; strengthen staff capabilities in use of risk management approaches in fire management functions; implement more user friendly information products and services for bushfire knowledge and maps; increase opportunities for fire fighters and other emergency staff to gain operational experience in bushfire management activities; and finalise various MOUs and Commissioner's guidelines to enhance governance and productivity during fire management.

### **Priority Risk Themes**

The individual judgements on the Inquiries' recommendations were consolidated into priority risk themes to assist the ACT Bushfire Council advise the Minister on enterprise (system) risks (through risk themes) as well as capturing sub-system risks (risks arising from individual recommendations).

The priority risk themes identified were:

- ❖ Finalisation of SBMP (V2), incorporating Sub-regional Bushfire Plans;
- ❖ Implementation and maintenance of bushfire hazard reduction activities at landscape level, supported by community, to deliver targeted reduction in the likely occurrence and impacts of bushfires;
- ❖ Implementation of formal and embedded protocols in ACT bushfire management structures to assess consequences of a bushfire potential to threaten ACT;
- ❖ Maintenance of required competencies, currencies and experience level for ACT fire fighters;
- ❖ Effectiveness of ACT bushfire education programs in generating desired change in depth of understanding and behaviour of individuals and community to mitigate impact of bushfires;
- ❖ Completion of governance arrangements recommended by Inquiries;
- ❖ Operational procedure for use of fire retardants in ACT.

### **Risk Management Framework**

To assist the ACT Bushfire Council evaluate, monitor and report on the quality of implementation of the Inquiries' recommendations "less than fully implemented" a risk management framework using "risk-on-a-page" methodology for each priority risk theme and associated risk register has been developed.

The Report contains completed risk-on-a-page assessments for the seven priority risk themes together with associated Risk Register.

Recommendations for the embedding of procedures to evaluate, track and report on the quality of implementation of the Inquiries' recommendations within ACT Bushfire Council and ESA management processes (part of Stage 3 of Project) are included in the Report.

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## ACRONYMS USED

ACTFB	ACT Fire Brigade
ACTPLA	ACT Planning and Land Authority
ACTSES	ACT State Emergency Service
ACTRFS	ACT Rural Fire Service
AFAC	Australian Fire Authority Council
BOM	Bureau of Meteorology
BOP	Bushfire Operation Plan
CFU	Community Fire Unit
DECC	Department of Environment and Climate Change (NSW)
ESA	ACT Emergency Services Agency
FMU	Fire Management Unit
GIS	Geographical Information System
ICS	Incident Control System
IMT	Incident Management Team
JACS	Department of Justice and Community Safety
MAA	Mutual Aid Agreement
MAR	Major action(s) required (Refer to Table 1)
MOU	Memorandum of Understanding
NAFC	National Aviation Fire Centre
NSW RFS	NSW Rural Fire Service
RAFT	Remote Area Fire fighting Teams
RFS	ACT Rural Fire Service
ROGS	Report on Government Services
SAR	Supplementary action(s) required (Refer to Table 1)
SBMP	Strategic Bushfire Management Plan
SEWS	Standard Emergency Warning Signal
SOPs	Standard Operating Procedures
TAMS	Department of Territory and Municipal Services

## 1. CONTEXT FOR PROJECT

### 1.1 POLICY ENVIRONMENT

Following the January 2003 Canberra Bushfires two major inquiries were conducted. The first Report, “*Inquiry into the Operational Response to the January 2003 Bushfire in ACT*” was presented to ACT Government by Mr Ron McLeod AM on 1<sup>st</sup> August 2003 (commonly referred to as McLeod Report) (<http://www.cmd.act.gov.au/publications>).

In December 2006 Coroner Doogan released her report into the 2003 Canberra Bushfires “*The Canberra Firestorm. Inquests and Inquiry into Four Deaths and Four Fires between 8 and 18 January 2003*” (commonly referred to as Doogan Report) (<http://www.courts.act.gov.au/bushfireinquiry/bushfireinquiry.htm>).

The ACT Government formally responded to the recommendations made in the McLeod report (containing 61 recommendations) and Doogan report (containing 73 recommendations) ([http://www.esa.act.gov.au/ESAWebsite/content\\_es/bushfires/january\\_2003\\_bushfires.html](http://www.esa.act.gov.au/ESAWebsite/content_es/bushfires/january_2003_bushfires.html)).

The ACT Bushfire Council has been monitoring the status of the quality of implementation arrangements for each of the recommendations.

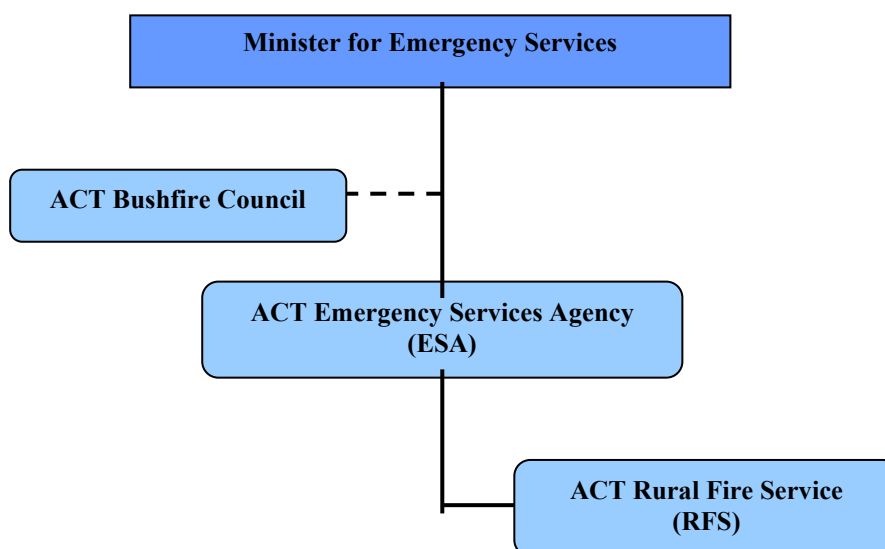
### 1.2 ROLE OF ACT BUSHFIRE COUNCIL

The ACT Bushfire Council, an ACT Government appointed advisory body, (established under Emergency Services Act 2004, Chapter 6) has a role of advising the Minister “about matters relating to bushfires” and providing advice to Commissioner on functions related to bushfires (Sections 10 and 130 (2)).

The ACT Bushfire Council has no management or operational responsibilities for bushfire management. These roles are the responsibility of ACT Emergency Services Agency (ESA) which incorporates the ACT Rural Fire Service (RFS).

The reporting arrangements are outlined in Figure 1.

**Figure 1: Schematic Outline of Organisational Relationship of ACT Bushfire Council**





Within this context the ACT Bushfire Council has a role in monitoring, evaluating and on-going review of the quality of implementation of each of the Inquiries' recommendations.

The work of the Report will assist the ACT Bushfire Council to advise the Minister for Emergency Services on which of the Inquiries' recommendations "remain less than completely implemented and have potential to impact on control, readiness, capability and co-ordination of bushfire response".

### **1.3 PURPOSE OF PROJECT**

As part of enhancing performance management the ACT Bushfire Council has commissioned a Project to monitor and report on the quality of implementation for each of the Inquiries' recommendations.

The outcomes targeted for the Project by ACT Bushfire Council are to:

- Provide a comprehensive report to ACT Bushfire Council, suitable for Ministerial level and public reporting, on the progress and quality of implementation of the individual recommendations of Doogan and McLeod reports in a prioritised format; and
- Establish a risk based process for the on-going monitoring, review of the implementation, maintenance and refinement of systems and processes that have been or are yet to be implemented.

### **1.4 WORKS PROGRAM**

Work to deliver the outcomes specified for the Project was undertaken under the direction of ACT Bushfire Council (the Project Manager for Project is Chair of ACT Bushfire Council) through a staged approach as outlined in the Consultancy Brief with modifications agreed by Project Manager.

#### **Stage 1**

The focus of Stage 1 of the Project was to evaluate, using an agreed risk management framework, the quality of implementation and on-going management of Inquiries' recommendations, and the strength of systems (in place, being developed and potential gaps) used by ACT Bushfire Council to monitor and review progress.

The Report for Stage 1 was to include a preliminary assessment of the current implementation status for each of the Inquiries' recommendations with prioritisation initially focussing on recommendations that remain (as at February 2009) "less than completely implemented and have potential to impact on control, readiness, capability and co-ordination of bushfire response".

#### **Stage 2**

Prepare a Brief for the Minister responsible for Emergency Services Act 2004 detailing the results from Stage 1.

#### **Stage 3**

Building on the results from Stage 1:

- Undertake a comprehensive assessment to establish the current status of implementation of the Government approved priority recommendations (as identified by the Project Manager from Stage One) by the relevant agencies. The status of implementation is to cover future actions (including estimated costings) in consultation with Project Manager to improve performance generated by evidence and documentation held by relevant agencies and volunteers, analysis or

inquiry generated through consulting with Project Manager and through consultation with key stakeholders including interstate agencies.

- Document a suitable performance management system to enable ACT Government (through ACT Bushfire Council) to undertake on-going monitoring, review, evaluation and reporting of the implementation of all of the Government approved recommendations including the appropriateness of actions undertaken.

## 1.5 INFORMATION AND KNOWLEDGE SOURCES

A major component of the work of the Project has been the collection of information and knowledge necessary to address the outcomes specified in the Consultancy Brief.

The information and knowledge sources utilised for the Project include:

- ❖ Extensive discussions with staff of ACT RFS, ESA and TAMS
- ❖ Presentations and discussions with the Chair and members of ACT Bushfire Council
- ❖ Comprehensive range of documentation of procedures and processes used by ACT Government, ESA and ACTRFS to manage prevention, mitigation, preparedness and response to bushfire on ACT
- ❖ Discussions with ACT Brigade captains and President of ACT Volunteers' Association
- ❖ ACT Government responses to McLeod Report and Doogan Report
- ❖ Progress reports produced by ACT RFS for ACT Bushfire Council on implementation of recommendations in McLeod Report and Doogan Report
- ❖ McLeod Report and Doogan Report
- ❖ Reports on other bushfires or bushfire management for ACT over the last 15 years.

During the development and undertaking the work regular consultation and feedback was obtained from the Chair, ACT Bushfire Council (also Project Manager for the Project) and member of ACT Bushfire Council.

## 1.6 ORGANISATION OF REPORT

As stated above the Project is being undertaken over 3 stages.

The focus of this Report is to report on the work undertaken to complete Stage 1.

Chapter 2 evaluates and documents the quality of implementation of the individual recommendations from the Inquiries. The evaluation was undertaken using an agreed risk management framework to judge the quality of implementation for each recommendation. Judgements on quality of implementation - detailed in Appendix 1 - were made using a benchmark scale based on three categories, namely; Actions conform with fully implementing the intent of the recommendations; Supplementary Actions Required to meet the intent of a recommendation; and Major Actions Required to meet the intent of a recommendation. An overview of the findings of the evaluation is also included.

Chapter 3 provides background information on the mix of actions required by bushfire management organisations to balance the diverse interests and multiple responses by individuals, communities and organisations over time to manage the threats associated with the inevitable and significant bushfires in ACT and the potential impacts of these complex interactions on risk management for ACT emergency services.

Chapter 4 consolidates the results of individual judgements on the Inquiries' recommendations into a number of priority risk themes. The priority risk themes provide a focus for management in prioritizing future management actions.

Chapter 5 outlines a structured framework, based on risk-on-a-page approach, to assist the ACT Bushfire Council's on-going management and reporting on the quality of the recommendations of the Inquiries' recommendations. The structured framework consists of a risk management framework for risk themes and risk register. For each agreed risk theme identified in Chapter 4 a draft risk management on-a-page has been included for discussion and development by the ACT Bushfire Council.

Chapter 6 outlines for consideration of ACT Bushfire Council a suggested implementation pathway to embed the risk management methodology based on risk-on-a-page approach into ACT Bushfire Council governance progress and further develop processes associated with completion of risk treatment plans.

## 2. IMPLEMENTATION OF INQUIRIES' RECOMMENDATIONS

### 2.1 FRAMEWORK FOR EVALUATION

The evaluation of the quality of implementation and on-going management of the recommendations from the McLeod Report and Doogan Report was undertaken using the framework detailed in Figure 2. The Framework was approved by Project Manager for the Project.

**Figure 2: Framework for evaluation of the quality of implementation of Inquiries' recommendations**

Rec. No.	Recommendation	ACT Government Response	Related Recommendation(s) in Other Inquiry Report	Implementation Actions	Judgement on Quality of Implementation
Col. (1)	Col. (2)	Col. (3)	Col. (4)	Col. (5)	Col. (6)

To assist readers in interpreting the framework the following comments may be useful.

**Columns 1 and 2** refer to the specific recommendation number and statement from the McLeod Report or the Doogan Report.

**Column 3** records the ACT Government's response to each of the recommendations contained in McLeod Report or Doogan Report.

**Column 4** records a judgement on related recommendations from either the Doogan Report or McLeod Report.

**Column 5** summarises the actions implemented to date for each of the recommendations and where relevant incorporates comments on gaps in implementation in terms of meeting the intent of the recommendations and/or ACT Government's response. The information for judgements on implementation status was in the main sourced from official documentation and discussions with members of ACT Bushfire Council, staff of ESA and volunteers.

**Column 6** documents a judgement on the quality of implementation of recommendations from each Inquiry and, where relevant, suggests a direction for on-going action(s) required to meet the intent of the recommendation and consistency with ACT Government's response. To assess the quality of implementation of the recommendations a benchmark scale based on three categories was employed as detailed in Table 1.

**Table 1: Benchmark Scale used to evaluate quality of implementation of Inquiries' recommendations**

<b>Action(s) Conform (AC)</b>	The actions, processes and/or system implemented by ACT agencies to implement the Inquiries' recommendations are judged as fulfilling the intent and/or requirements of the Inquiries' recommendations and are consistent with the ACT Government's response to recommendations.
<b>Supplementary Action(s) Required (SAR)</b>	The actions, process and/or systems employed by ACT agencies to implement Inquiries' recommendations are judged as partly meeting the intent and/or requirements of Inquiries' recommendations and ACT Government's response to recommendations. Supplementary actions are required to be implemented by ACT agencies to achieve the intended outcomes and/or address slippage in timing in completing specified actions. To achieve a judgement of SAR implementation actions to deliver the intent of recommendations must be substantially implemented as at March 2009. Generally a judgement of SAR indicates significant works-in-progress.
<b>Major Action(s) Required (MAR)</b>	The actions, processes and/or systems employed by ACT agencies to implement Inquiries' recommendations are judged as requiring significant enhancement to meet the intent of Inquiries' recommendations and ACT Government's response to recommendations. Failure to implement additional actions will, with high likelihood, "have potential to impact on control, readiness, capability and co-ordination of bushfire response".

Also included in column 6 is a suggestion on the ACT agency responsible to consider the actions detailed to more fully implement the Inquiries' recommendation judged as requiring major management action (MAR) or supplementary management action (SAR). The suggested ACT agency was identified following discussion with ACT Bushfire Council.

## 2.2 RESULTS OF EVALUATION

The results of the evaluation of the quality of implementation for each of the Inquiries' recommendations, using the framework detailed in Figure 2, are detailed in Appendix 1. Judgements on the quality of implementation of McLeod Report recommendations are reported in Part A of Appendix 1, and the quality of implementation of the Doogan Report recommendations are reported in Part B of Appendix 1.

In reading the responses detailed in Appendix 1 it is important to note that both the McLeod Report (Rec. 53 to 58) and Doogan Report (Rec. 1 to 7, and Rec. 70 to 72) made recommendations related to administrative arrangements for ESA, organisational arrangements to give effect to recommendations, and legislation related to emergency management. The ACT Government has previously determined and implemented responses to these recommendations. While these recommendations, for completeness, are included in the evaluation framework no judgements are included on their quality of implementation as their implementation is outside the scope of the Project.

It is also noted that the processes employed by ESA to manage bushfires have evolved since the presentation of Inquiries' recommendations leading to different approaches to management of some of the issues raised in the Inquiries' reports. Where appropriate the adequacy of the revised processes has been evaluated against the intent of the Inquiries' recommendations.

## 2.3 OVERVIEW OF FINDINGS

Utilising the evaluation framework (detailed in Figure 2) and benchmark scale (detailed in Table 1) it is judged there are a number of Inquiries' "recommendations that remain (as at March 2009) less than completely implemented and have potential to impact on control, readiness, capability and coordination of bushfire response".

The "less than fully implemented" recommendations are identified under categories of major actions required (MAR) or supplementary actions required (SAR).

### **Major Action(s) Required (MAR)**

It is judged that 3 of McLeod Report recommendations and 11 of Doogan Report recommendations require major actions to be implemented by ACT agencies to achieve the outcomes intended by recommendation and ACT Government response.

Recommendations judged as requiring major action to significantly enhance their levels of implementation are considered to be issues that have high potential "to adversely affect the interests and responsibilities of ACT Rural Fire Service, significantly impact on its operations and impede the ability of ACT Rural Fire Service to achieve its objectives".

For the McLeod Report it is judged that major actions are required to:

- ❖ Finalise MOU/Commissioners guidelines between ESA and TAMS clarifying processes for involvement of TAMS staff in initial response on land managed by TAMS (Recommendation 32).
- ❖ Enhance levels and opportunities for operational exercising for volunteers (say through increased involvement of volunteers in hazard reduction activities) (Rec. 36). The judgement does not relate to level of funding for training.
- ❖ Evaluate and track the effectiveness of education programs in delivering targeted changes in behaviour and appropriate on-ground actions by individuals and community to bushfire threats (Rec. 39).

For the Doogan Report it is judged that major actions are required to:

- ❖ Strengthen and embed within management processes more rigorous and formalised risk management for incident management and prediction, and effective communication of knowledge to community in a timely manner (Rec. 9);
- ❖ Align Incident Control System (ICS) training with individual training needs (and competencies) analysis to meet resourcing requirements for various levels of fire threats (Rec. 15) and conduct of "effective, safe large-scale back burning operations" (Rec. 30);
- ❖ Finalise SBMP (V2) - initially due for release in July 2005 (Rec. 21);
- ❖ Finalise policy and operational procedure for use of fire retardants in ACT (Rec. 27);
- ❖ Clarify and communicate policy and operational arrangements for successfully completing approved levels of hazard reduction activities in ACT (Rec. 32 to 34);
- ❖ Strengthen and embed within ACT fire management structures risk management processes for jointly assessing with NSW potential impact of bushfires impacting on each other's jurisdictions (scenario planning) (Rec. 47) and regular prediction updates of impacts of on-going fires (Rec. 49); and
- ❖ Evaluate and track the effectiveness of education programs in having individuals and communities implement appropriate on-ground actions to address probable bushfire threats (Rec. 52).

### **Supplementation Action(s) Required (SAR)**

For the McLeod Report it is judged that for 8 of the recommendations supplementary actions are required to strengthen the quality of implementation in the following areas:

- ❖ Enhance community understanding and associated decision making process to determine the probable consequences for various levels of on-ground hazard reduction activities within ACT (Rec. 5);
- ❖ Implement more effective and timely processes for approval of individual fuel reduction burns (Rec. 6);
- ❖ Enhance the competencies and capabilities of fire fighters and related emergency personnel to operate more effectively during operations associated with bushfire management (Rec. 10, 20, 27);
- ❖ Finalise Rural Fire Control Manual (Rec. 24);
- ❖ Align participation in training programs with training needs analysis to appropriately resource ACT RFS to meet its responsibilities (Rec. 25);
- ❖ Finalise and implement agreed arrangement for “a more functional, longer term operations centre” (Rec. 19).

For the Doogan Report it is judged that for 17 of the recommendations supplementary actions are required to strengthen the quality of implementation of recommendations in the following areas:

- ❖ Finalise decision making process associated with establishment of purpose built accommodation for ESA (Rec. 8);
- ❖ Enhance quality and management use of risk management approaches in fire management functions (Rec. 10);
- ❖ Develop and maintain up to date register of personnel with required competencies and experience to fill IMT positions (Rec. 12, 13, 14, 41);
- ❖ Improve systems to assist fire fighters obtain timely and user friendly access to up to date fire management knowledge (Rec. 16);
- ❖ Improve usefulness of mapping products produced by ESA and TAMS used for fire management purposes (Rec. 18);
- ❖ Enhance the competencies and capabilities of fire fighters and other emergency personnel to operate more effectively during operations associated with bushfire management (Rec. 20, 44, 48);
- ❖ Finalise contract between ESA and TAMS to ensure that heavy equipment is supplied consistent with ESA requirements (Rec. 28);
- ❖ Formalise various MOUs and Commissioner Guidelines to enhance governance and productivity of fire management (Rec. 31, 35, 39, 40);
- ❖ Strengthen processes to improve alignment between targeted planning outcomes and delivered on-ground actions (Rec. 38).

### Extensions

For a small number of judgements recorded as action(s) conform comments have been included on additional actions which ACT agencies may consider appropriate to gain benefits above those delivered by implementation of the recommendation. Often the recommended action is picked up in related recommendations judged as requiring SAR or MAR.

The recommendations where additional actions are suggested to strengthen outcomes above the primary judgement of ‘actions conform’ include:

#### McLeod Report:

- Rec. 4 - Check that BOPs are being submitted consistent with requirements of Emergency Management Act 2004;
- Rec. 7 - Check that planned road access network detailed in SBMP (V1) was established in timely manner;
- Rec. 9 - Improve the content and usefulness of map products for use by emergency services.

#### Doogan Report:

- Rec. 29 - Formal training course for use of heavy bulldozers finalised for delivery.

## 2.4 NEXT STEP

The results detailed on the judgements of the quality of implementation of Inquiries' Recommendations provide the platform to aggregate the individual judgements into risk themes. The risk themes, developed in Chapter 4, are aimed at assisting the ACT Bushfire Council advise the Minister on enterprise risk (through risk themes) as well as capturing sub-system risks (risks arising for individual recommendations).

The following chapter, with the purpose of providing background and context for the risk management framework, outlines the package of actions required to be undertaken to successfully and effectively manage risks from bushfires.



### **3. THE CONTINUING CHALLENGE**

#### **3.1 CONTEXT**

The development of a manageable and useful risk management system to prioritise, for the ACT Bushfire Council and the ACT Rural Fire Service, the implementation of “recommendations (from the Inquiries) that remain less than completely implemented and have potential to impact on control, readiness, capability and co-ordination of bushfire response” is greatly assisted by having an agreement and common understanding of the inter-related actions and major drivers for decision making associated with successful bushfire management.

Putting in place a productive risk management system that enables the ACT Bushfire Council and the ACT Rural Fire Service to understand, evaluate, manage and control risk exposures “to minimise the likelihood of bushfires and their negative consequences” (overarching strategic objective of SBMP (V1)) is assisted by a commentary of the inter-related factors which impact on decision making for bushfire management.

The purpose of the commentary below is to provide the context for how these inter-relationships impact on risk management decision making.

#### **3.2 DECISION DRIVERS**

##### **Bushfires inevitable**

Bushfires are acceptable as inevitable consequences of living in Australia. At both individual and community levels there is broad acceptance that we must learn to live with fire.

The living with bushfire is reflected in ACT Government’s overarching strategic objective of implementing actions is to minimise the “likelihood of bushfires and their negative consequences”.

A complicating factor in managing the threats associated with bushfires is that there is increasing evidence that individuals often consider themselves to be at less risk than the community in which they live.

##### **The continuing challenge - complacency**

Over time there is a tendency for individuals and communities in ACT to become complacent of the negative consequences of bushfires given their traditionally infrequent occurrence and normally limited impact on an individual’s daily lives.

In the context of bushfire, while risk awareness may be heightened at individual and community level through education programs, the most significant drivers influencing a person’s perception of risk is experience of bushfire. Individuals with personal experiences of impact of bushfire tend to have a higher perception of risk compared to individuals with no direct experiences. Also evidence shows that people with high levels of perceived risk are more likely to take actions to mitigate the potential impacts of bushfire and consider such actions to be a good investment in terms of lifestyle and the community.

The lasting challenge in mitigating the potential impacts of bushfire is to sustain within individual and the community appropriate levels of awareness, commitment and actions. Sustainable efforts, built up from the individual level, within community structures, covering prevention, mitigation, preparedness and response constitute the key outcomes required to break the traditional trends of individuals and community sliding back into complacency.

A productive risk management system must address and effectively manage this tendency for increasing complacency through time at both individual and community level.

**The risk package**

While the quality of implementation of the Inquiries’ recommendations were addressed individually (Appendix 1), this structure should not distract from the recognition that there are direct strategic and operational inter-relationships in the successful delivery of prevention, preparedness and response activities.

The success in reducing the unintended consequences of bushfire, as explicitly stated in SBMP (V1), is directly related to the strength and sustainability of prevention and mitigation actions implemented by individuals, community and organisations to protect physical, cultural, community and environmental assets.

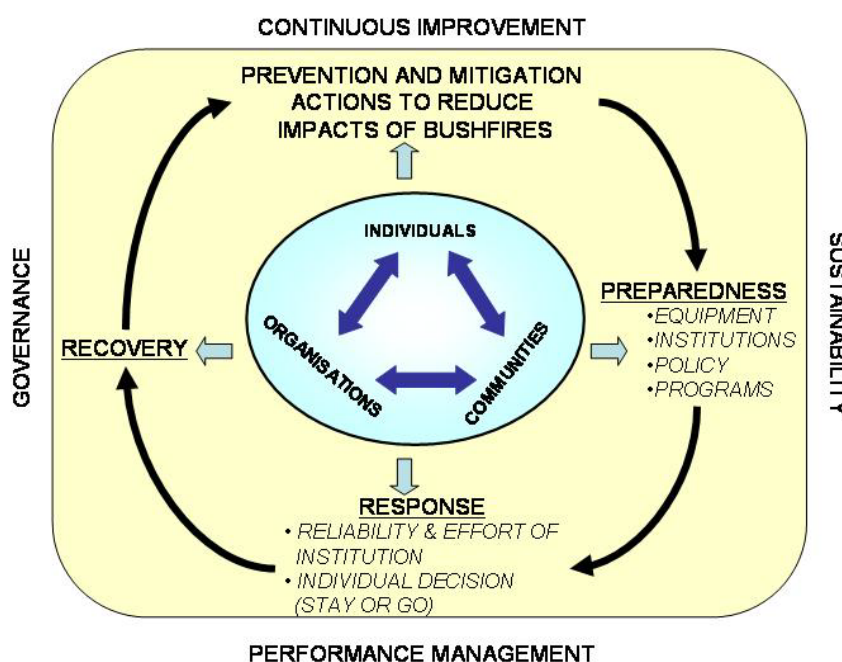
When the inevitable significant bushfire does occur again in the ACT the success of a timely response is directly linked to efficacy of prevention and mitigation actions and prior activities undertaken to prepare equipment and people to fight the bushfire.

The successful and efficient management of risks associated with the various dimensions of bushfires requires an integrated and balanced approach to prevention and mitigation activities to reduce bushfire impacts, and preparedness and response to bushfires when they occur along with recovery processes.

Underpinning the success of bushfire mitigation and management processes are the motivation, priorities and authorities assigned to the mix of actions delivered by individuals, communities and organisations.

Figure 3 captures the package of actions, relationships and tradeoffs which need to be addressed in putting in place a risk management system to “minimise the likelihood of bushfires and their negative consequences” in the ACT.

**Figure 3 The Package for minimising the negative consequences of bushfire**



### **3.3 UNDERPINNINGS**

The limited commentary on the multiple responses and multiple outcomes which can result from the mix of different strategies to manage bushfire threats provides background and context for the risk management system recommended for adoption by ACT Bushfire Council and ACT RFS - as detailed in Chapter 5 - to prioritise and manage the implementation of outstanding recommendations from the Inquiries.

## 4. PRIORITISATION OF RISK THEMES

### 4.1 APPROACH

The purpose of this Chapter is to document the risk themes arising from the judgements made on the quality of implementation of the Inquiries' recommendations.

The consolidation of the individual judgements on Inquiries' recommendations into risk themes is aimed at assisting the ACT Bushfire Council advise the Minister on enterprise (system) risks (through risk themes) as well as capturing sub-system risks (risks arising from individual recommendations).

The results of the judgements made on the quality of implementation of the Inquiries' recommendations (summarised in Chapter 2 and detailed in Appendix 1 - Part A for the McLeod Report and Part B for Doogan Report) and the importance of balancing the risks generated by multiple interests and multiple responses to bushfire management (Chapter 3), supports the development and implementation of a risk management framework for use by ACT Bushfire Council (Chapter 5).

The following chapter will outline a risk management system for the ACT Bushfire Council and the ACT Rural Fire Service to successfully deliver "on-going monitoring and review of implementation, maintenance and refinement of systems and processes that have been or are yet to be implemented".

### 4.2 RISK THEMES

The risk themes detailed below are considered to be the priority actions for ACT Bushfire Council. Please note that in the following commentary on risk themes, notation M refers to relevant recommendation in McLeod Report and D refers to relevant recommendations in Doogan Report.

The aggregation of individual judgements on recommendations into risk themes will assist the ACT Bushfire Council to focus and report on critical enterprise risks and opportunities associated with bushfire management. Also the aggregation into risk themes facilitates explicit consideration of connections and affiliations between prevention, preparedness, response and recovery (The Package, Figure 3).

Consistent with the intent of Stage 1 of Project the following risk themes, linked to relevant recommendations from the Inquiries, are judgements on the priority risks the ACT Bushfire Council may wish to address and track.

More detailed work on the treatment of risks, including net benefit analysis is scheduled to be undertaken under Stage 3 of the Project.

#### **Risk Theme 1      Finalisation of SBMP (V2), incorporating Sub-region Plans**

##### Outstanding issues/opportunities (Recommendation D21)

- ❖ SBMP (V2), initially scheduled for release in July 2005, was promoted as addressing more "complex issues" not fully addressed in SBMP (V1) including hazard reduction program and provision of detailed advice on bushfire containment strategies.
- ❖ SBMP (V2) and associated Sub-regional Bushfire Plans provide opportunities for ACT Government to clarify and generate broader community acceptance to policy positions and on-ground actions to balance the diverse interests and multiple responses required to appropriately manage the risks associated with bushfire management. For instance determining the package of prevention (eg hazard reduction), preparedness (eg levels of operational competencies for volunteer; formal risk assessment of potential consequences of fires under various scenarios),

response (eg role of land managers in managing initial response) and recovery actions required to minimise unintended consequences of bushfire.

## **Risk Theme 2            Specification and implementation of community supported levels of hazard reduction across ACT**

### Outstanding issues/opportunities (Recommendation M5, D32, D33, D34)

- ❖ While SBMP (V1) details general bushfire hazard reduction strategies there is still divergent community views, understandings, and motivations on appropriate techniques and extent of hazard reduction activities to manage bushfire risks at both individual and community level arising on ACT landscape.
- ❖ Sub-regional plans (currently in development) and on-going BOPs are the mechanisms the RFS uses to deliver on-ground hazard reduction activities to balance fire and ecological management. However specific policy and processes - which have broad individual and community support - defining the levels and extent of hazard reduction activities to deliver and track targeted prevention outcomes for various levels of bushfire threats in the landscape have not been completed.
- ❖ Opportunity to utilise analysis of probable fire consequences under various scenarios to enhance the knowledge and understanding of the complex trade-offs which must be managed to balance livelihood and ecological outcomes for residents of ACT associated with bushfire management.

## **Risk Theme 3            Formal Risk assessment of bushfire potential**

### Outstanding issues/opportunities (Recommendation D9, D32, D33, D34)

- ❖ No formal process for evaluating and reporting the likely consequences of bushfires under various weather scenarios and across jurisdictions.
- ❖ Opportunity to enhance competencies and organisational credibility by evaluating and reporting on likely bushfire potential under expected and worst case conditions, ie “what if” stress testing.
- ❖ Provides a stronger response and justification to community for Government not fully implementing Doogan Report recommendation (24) to attempt to suppress all fires immediately on detection.

## **Risk Theme 4            Enhancement of competencies and experiences of fire fighters**

### Outstanding issues/opportunities

- ❖ Lack of accredited training opportunities for heavy equipment operators (D25).
- ❖ Lack of opportunities for operations exercising by volunteers (M36).
- ❖ Alignment of ICS training, individual training needs analysis and required resourcing for various bushfire management scenarios and management of large backburns (D15, D30).
- ❖ Finalisation of training facility complex (M27).
- ❖ Significant opportunities to enhance volunteer operational competencies (for example in AIIMS process and use of communication equipment) by implementing more certain and timely hazard reduction programs across ACT (D20, M36).
- ❖ RFS to implement a broader program for potential members of IMTs to gain experience in observing/participating in IMT operating consistent with AIIMS requirements in adjoining jurisdictions (D11, M20).

## **Risk Theme 5            Effectiveness of community education programs in generating desired behavioural changes**

### Outstanding issues/opportunities

- ❖ No ACT specific tracking of effectiveness of community education program on changing individual and community behaviour in relation to management of bushfire risks (M39, D52).

- ❖ Opportunity to identify and track how Territorians perceive risk to themselves and community; what factors prompt appropriate on-ground actions and how actions fit into their desired lifestyle and community safety issues.
- ❖ Opportunity to use evidence to significantly enhance effectiveness of community education programs to generate required bushfire management actions by individuals and community.

## **Risk Theme 6          Governance**

### **Outstanding issues/opportunities**

- ❖ Finalise mapping protocols with TAMS (D18).
- ❖ Finalise negotiations with Canberra Airport on joint fire response arrangements (D31).
- ❖ Finalise MOU/Commissioner guideline with TAMS regarding use of retardant during bushfire operations (D27).
- ❖ Finalise MOU with TAMS on protocols for initial response on land TAMS manages (D39, D40, M31, M32).
- ❖ Finalise authorities and protocols for issue of permits (D35, M6).
- ❖ Establish and maintain register of qualified and experienced people supported by training needs analysis, to allow staffing of IMTs (D13).
- ❖ Strengthen the tracking and reporting on the actual completion of on-ground activities consistent with requirements of content of approved plans (M12, D38).

## **Risk Theme 7          Completion of operational procedure for the use of fire retardants in ACT (D27)**

### **Outstanding issues/opportunities**

- ❖ ACT resourcing equipment to mix and deliver fire retardant is scheduled to be available for 2009/2010 fire season
- ❖ Operational procedures for use of fire retardant within ACT landscape have not been finalised.
- ❖ Lack of approved operational procedures could impact on the effectiveness of strategies and operational tactics used to management bushfire in ACT.

In addition to providing a prioritisation for focus of ACT Bushfire Council in judging the on-going gaps in quality of implementation of Inquiries' recommendations, it is expected that risk themes will be refined following further discussion with members of ACT Bushfire Council and staff of ACT RFS and ESA and consequently more fully developed in Stage 3 of Project.

## 5. RISK MANAGEMENT FRAMEWORK

### 5.1 CONTEXT

With the purpose of assisting the ACT Bushfire Council in the performance management and reporting on the quality of implementation of the Inquiries' recommendations it is recommended that ACT Bushfire Council utilise the structured risk management framework detailed below.

The risk management framework has been designed to:

- ❖ Capture the ACT Bushfire Council's philosophy that productive risk management and associated transparent decision making is an essential element of good governance;
- ❖ Focus ACT Bushfire Council risk management activities on critical enterprise risks and opportunities, explicitly recognising the interdependence and affiliations of the diverse interests and multiple responses required to effectively manage bushfires;
- ❖ Provide results useful in decision making by ACT agencies;
- ❖ Facilitate communication across RFS, other government agencies, Government and community;
- ❖ Facilitate tracking the success of delivered on-ground actions in timely manner;
- ❖ Facilitate adaption to new and/or emerging risks;
- ❖ Facilitate the explicit evaluation of critical and irregular events which are unpredictable but could have massive consequences (eg intensive and extensive bushfires of longer duration);
- ❖ Target the establishment of effective risk management infrastructure and protocols that will enable the Council and the ACT Rural Fire Service to more comprehensively capture opportunities for gains while minimising unintended consequences of actions;
- ❖ Identify and manage risk issues around the non-congruent expectations for stakeholders;
- ❖ Identify the person(s) responsible for determining levels of risk assessment and for discharging approved risk treatment activities;
- ❖ Facilitates and supports productive and timely ACT Bushfire Council decision making processes, performance monitoring and communication with staff and other relevant organisations;
- ❖ Be consistent with AS/NZS 4360:2004 Risk Management (now superseded by an almost identical international standard).

### 5.2 STRUCTURE

The risk management structure it is recommended the ACT Bushfire Council implement consists of two inter-related components, namely: risk management framework and risk register.

### 5.3 RISK MANAGEMENT FRAMEWORK FOR RISK THEMES

#### Content

The risk management framework, outlined in Figure 4, aims to capture for ACT Bushfire Council and RFS risk management on a page for agreed risk management themes (Refer to Chapter 4). The risk management on-a-page is designed to be a practical working document to effectively manage risks and activities.

The recommended risk management framework incorporates methodology set out for AS/NZS 4360:2004 with a strong practical focus.

The implementation of the “risk-on-a-page” methodology requires assessment of the following components:

- A. **Risk Register:** Reference numbers used to track management of risk theme. Refer to Section 5.4
- B. **Risk Description:** For the purposes of this Project the Risk Description would be an explanation of the risk theme arising from judgements on the quality of implementation of Inquiries’ recommendation. The risk theme should be defined in actionable terms that can be monitored.
- C. **Reference to Recommendations:** Provides for cross-referencing with Inquiries’ recommendation to demonstrate implementation of the Inquiries’ recommendation.
- D. **Risk Owner:** Organisation and/or officers responsible for delivery of approved actions to effectively manage risk.
- E. **Risk Assessment:** List of staff who undertook risk assessment.
- F. **Inherent Risk Assessment:** An assessment of the inherent risk associated with risk theme without the effect of controls incorporating addition of new and emerging risks facing the ACT Rural Fire Service under the risk theme.

The inherent risk rating is determined using the inherent risk management matrix shown in consequences, likelihood and risk level matrix detailed in Part A, Appendix 2. The inherent risk management matrix is sourced from the draft of SBMP V2).

The inherent risk assessment is undertaken by considering the cumulative effect of the highest identified impact rating for consequences and likelihoods.

The outcome of the analysis of consequences and likelihood of risks is an inherent risk ranking to provide guidance in framing risk treatment plans.

Very high risk	8-10	-	Action plan required
High risk	6-8	-	Needs on-going attention by ACT Bushfire Council
Moderate risk	4-6	-	Needs specific control measures & monitoring
Low risk	2-4	-	Manage risk through routine procedures

- G. **Effectiveness of Controls Assessment:** An assessment of the effectiveness of current controls and mitigating practices plus additional treatment and controls being implemented to determine residual risk levels. Mitigating controls and practices include all the policies, procedures, practices and processes in place to provide reasonable assurance of the management of ACT Rural Fire Service’s risk.

Current Control effectiveness is assessed by judgements on the strength and appropriateness of control implemented by management using guidance the Effectiveness of Control Matrix detailed in Part B, Appendix 2.

It should be noted in applying Effectiveness of Control Matrix, that where mitigating practices/controls exist but are not being followed and monitored, then adequate control does not exist. In order for mitigating practices/controls to be effective they must also be communicated, actioned and monitored.

For comparison purposes and to assist in monitoring changes the previous control effectiveness ranking can also be noted on a risk-on-a-page format.



- H. **Residual Risk Rating:** An assessment of the magnitude of the gap between a risk and the effectiveness of controls.

The residual risk is determined using a Residual Risk Table included in Part C in Appendix 2). The residual risk ranking provides the ACT Bushfire Council and the ACT Rural Fire Service with the required level of on-going management attention and identifies when treatment plans are required to be developed.

For the ACT Bushfire Council management attention includes the following categories:

**Active Management (AM):** The ACT Bushfire Council will actively review and manage risks on an on-going basis (every month) including the effectiveness, efficiency and appropriateness of treatment plans.

**Active management/Periodic Review (AM/PR):** The ACT Bushfire Council will implement active management (AM) where the inherent risk rating is above 6, otherwise Periodic Review management arrangements will be implemented.

**Continuous Review (CR):** The ACT Bushfire Council will implement quarterly monitoring to confirm controls remain adequate.

**Periodic Review (PR):** The ACT Bushfire Council considers that while control systems are not strong the risk consequences are not high with monitoring of risk (to ensure that it does not increase over time) will be undertaken semi-annually.

**No Major Concern:** The ACT Bushfire Council considers systems and proceedings implemented by ACT agencies for managing risks are adequate with risks reviewed as considered necessary.

- I. **Risk Treatment Plans:** Risk treatment plans are developed to bring about a residual risk level that is in line with expectation of ACT Bushfire Council. Where the residual risk is assessed by the ACT Bushfire Council as requiring Active Management or Periodic Review an analysis will be undertaken on the risk treatment options and an action plan developed, including responsibilities and time frames for completion. These actions are collectively incorporated into Risk Treatment Plan..

The risk treatment plan will incorporate costing of particular activities, a requirement of Stage 3 of the Project.

SBMP (V1) (Section 3) details the broad strategies for risk treatment associated with bushfires.

**Figure 4 Draft Pro-forma for risk management on-a-page (Risk Theme)  
ACT BUSHFIRE COUNCIL - RISK MANAGEMENT PLANS**

<b>A. RISK REGISTER REFERENCE No:</b>			
<b>B. Risks Theme Description</b>			
<b>C. Related Inquiry Recommendations:</b>		<b>D. RISK OWNER:</b>	
		<b>E. Risk Assessment:</b>	
<b>F. Inherent Risk Assessment: (Without the effect of controls)</b>			
i) <b><u>Current Risks/Consider Points:</u></b>			
ii) <b><u>New and Emerging Risks:</u></b>			
iii) <b><u>Inherent Risk Ranking</u></b> = ..... ( ) <b>Likelihood</b> = ..... ( ) <b>Consequences</b> = ..... ( )			
<b>G. Effectiveness of Controls Assessment: (With the effect of controls)</b>			
i) <b><u>Existing Controls/Mitigating Practices:</u></b>			
ii) <b><u>Additional Treatment and Controls being Implemented:</u></b>			
iii) <b><u>Control Effectiveness Ranking:</u></b> <b>Current =</b> <b>Previous =</b>			
<b>H. Residual Risk Rating:</b> <b>Current =</b> <b>Previous =</b> <b>(Month)</b>			
<b>I. Risk Treatment Plan:</b>			
<b><u>Specific Actions</u></b>	<b><u>Responsibility</u></b>	<b><u>Due Date</u></b>	<b><u>Status</u></b>
Preparation, approval, implementation and communication of project management plan to finalise SBMP (V2) and Sub-regional plan within agreed .....			
<b>Approved by:</b> .....			
<b>Date:</b> .....			
<b>Position:</b> .....			

In terms of process it is suggested that the Deputy Chief Officer (RFS) assisted by Risk Management Officer (ESA) and representative of TAMS prepare for consideration of ACT Bushfire Council the initial “risks on-a-page” for each priority risk theme.

#### **Application of “Risk-on-a-Page”**

Application of risk “on-a-page” management framework for the seven priority risk themes arising from the judgement on the quality of implementation of the Inquiries’ recommendations (refer to Chapter 3) are detailed in Figure 5.

The initial draft of the risk-on-a-page for each risk theme, compiled by the Consultant, was subsequently modified following discussions with the Project Manager, representatives of ACT Bushfire Council, and staff of ESA, ACT RFS and TAMS.

The risk assessment (Box D of Figure 4) for the risk themes was undertaken by a senior management team consisting of Deputy Chief Officer ACT RFS (Mr Tim McGuffog), Manager Risk ESA (Mr Nick Lhuede) and Manager Parks & Conservation Division, TAMS (Mr Neil Cooper).

Figure 5 (a). ACT BUSHFIRE COUNCIL - RISK MANAGEMENT PLANS

<b>A. RISK REGISTER REFERENCE No:</b> 0901			
<b>B. Risks Theme Description</b> Failure to finalise SBMP (V2) incorporating Sub-regional Bushfire Plans within targeted timelines			
<b>C. Related Inquiry Recommendations:</b> D 21		<b>D. RISK OWNER:</b> ESA Corporate	
		<b>E. Risk Assessment:</b> Senior Management Team (SMT)	
<b>F. Inherent Risk Assessment: (Without the effect of controls)</b>			
i) <b>Current Risks/Consider Points:</b>			
<ul style="list-style-type: none"> <li>Loss of credibility and confidence in ACT Government, ESA and ACT RFS through delays in completing SBMP (V2) and Sub-regional Plans.</li> <li>Delays in the development, implementation and communication of more comprehensive approaches to managing risks generated from unplanned bushfire.</li> <li>Breach of Section 80 of Emergencies Act 2004 if not reviewed by January 2010.</li> </ul>			
ii) <b>New and Emerging Risks:</b>			
<ul style="list-style-type: none"> <li>Impacts of climate change on risks associated with bushfire threats.</li> <li>Expanding urban development of Canberra.</li> <li>Increased risks of additional litigation associated with bushfire management.</li> <li>Findings of Royal Commission into 2009 Victorian Bushfires.</li> <li>Increased Work Safe requirements on bushfire fighting</li> </ul>			
iii) <b>Inherent Risk Ranking = Very High ( 8 )</b> Likelihood = Likely ( 4 ); Consequences = Major ( 4)			
<b>G. Effectiveness of Controls Assessment: (With the effect of controls)</b>			
i) <b>Existing Controls/Mitigating Practices:</b>			
<ul style="list-style-type: none"> <li>ESA Corporate commitment to release Draft of SBMP (V2) by July 2009 for public comment.</li> <li>ESA/TAMS commitment to release Draft Sub-regional Bushfire plans covering ACT in June 2009 for public comment.</li> </ul>			
ii) <b>Additional Treatment and Controls being Implemented:</b>			
<ul style="list-style-type: none"> <li>Timetable for completion of SBMP (V2) and Sub-regional plans being implemented consistent with approved timelines.</li> </ul>			
iii) <b>Control Effectiveness Ranking:</b> Current = Adequate ( 4 ) Previous = NA			
<b>H. Residual Risk Rating:</b> Current = Continuous Review (C.R) Previous = NA (Month)			
<b>I. Risk Treatment Plan:</b>			
	<b>Specific Actions</b>	<b>Responsibility</b>	<b>Due Date</b>
	Preparation, approval, implementation and communication of project management plan to approve SBMP (V2) and associated Sub-regional Bushfire plans by 15 <sup>th</sup> September 2009, incorporating presentation of Draft SBMP (V2) for public comment on 10 <sup>th</sup> July 2009 and Sub-region Bushfire Management plan by 10 <sup>th</sup> June 2009.	ESA Corporate	15/4/09
			Works in progress
<b>Approved by:</b> .....TBC.....		<b>Date:</b> .....	
<b>Position:</b> .....TBC.....			

Figure 5 (b).

ACT BUSHFIRE COUNCIL - RISK MANAGEMENT PLANS

<b>A. RISK REGISTER REFERENCE No:</b> 0902			
<b>B. Risks Theme Description</b> Failure to implement and maintain bushfire hazard reduction activities at a landscape level, supported by the community, to deliver targeted reductions in the likely occurrence and impacts of bushfires.			
<b>C. Related Inquiry Recommendations:</b> M5; D32; D33; D34, D36		<b>D. RISK OWNER:</b> ESA Corporate	
		<b>E. Risk Assessment:</b> SMT	
<b>F. Inherent Risk Assessment: (Without the effect of controls)</b>			
i) <b>Current Risks/Consider Points:</b>			
<ul style="list-style-type: none"> <li>Lack of credible rationale and targets in SBMP (V2) for different intensities of hazard reduction will result in failure to mitigate adverse impacts of various levels of bushfire threat.</li> <li>Lack of specified levels, and failure to achieve and maintain those regular and strategic levels of Hazard Reduction activity across the majority of the forested landscape will result in failure to meet the inquiries' recommendations..</li> <li>Failure to complete and implement Sub-regional plans will result in lack of specified levels of hazard reduction activities across government managed lands..</li> <li>Lack of evidence to check efficacy of bushfire education programs in improving individual and community understandings of actions and generating the desired behavioural changes to reduce impacts of unplanned bushfires.</li> <li>Divergent community views, understanding and motivation on appropriate techniques and desirable extent of Hazard Reduction activities within ACT forested landscapes to manage bushfire risks for individual and community assets as well as ecological and water catchment values.</li> <li>The complex issues surrounding hazard reduction activities make it difficult to build community support and understanding for its potential benefits in reducing the impacts of unplanned fires.</li> </ul>			
ii) <b>New and Emerging Risks:</b>			
<ul style="list-style-type: none"> <li>Impact of climate change on bushfire frequency, intensity and duration.</li> <li>Increasing complacency by community to potential impacts of bushfire.</li> <li>Heightened expectations by community resulting from recent Victorian bushfires.</li> <li>Complexity of bureaucracy in obtaining approval to undertake hazard reduction reducing the incentive to implement hazard reduction activities as easier not to do hazard reduction.</li> </ul>			
iii) <b>Inherent Risk Ranking = Very High ( 9 ) ;</b> <b>Likelihood = Likely ( 4 ) ; Consequences = Extreme ( 5 )</b>			
<b>G. Effectiveness of Controls Assessment: (With the effect of controls)</b>			
i) <b>Existing Controls/Mitigating Practices:</b>			
<ul style="list-style-type: none"> <li>Improved bushfire management knowledge input into drafting of SBMP (V2) and applied through Sub-regional Bushfire plans.</li> <li>Finalisation of Draft SBMP (V2) and Sub-regional plans by May 2009 for public comment.</li> </ul>			
ii) <b>Additional Treatment and Controls being Implemented:</b>			
<ul style="list-style-type: none"> <li>Establishment of agreed rolling three year targets for prescribed burning in forested areas.</li> <li>Greater involvement of brigades in Hazard Reduction activities.</li> <li>Monitor and review of effectiveness of bushfire education programs in enhancing understanding and changes in behaviour to mitigate impacts of bushfires.</li> </ul>			
iii) <b>Control Effectiveness Ranking:</b> Current = Inadequate (6) Previous = NA			
<b>H. Residual Risk Rating:</b> Current = Active Management (AM) Previous = NA (Month)			
<b>I. Risk Treatment Plan:</b>			
<b>Specific Actions</b>		<b>Responsibility</b>	<b>Due Date</b>
The draft SBMP (V2) and associated Sub-regional Bushfire plans to be released for public comment detail the probable changes in risks to ACT assets and people from specific and different levels of hazard reduction activities (in association with other mitigation activities) to reduce the occurrence & impacts of bushfire within ACT landscape.		ESA Corporate	June 2009
			Works in Progress
<b>Approved by:</b> .....		<b>Date:</b> .....	
<b>Position:</b> .....			

Figure 5 (c).

ACT BUSHFIRE COUNCIL - RISK MANAGEMENT PLANS

<b>A. RISK REGISTER REFERENCE No:</b> 0903			
<b>B. Risks Theme Description</b> Failure to implement formal and embedded protocols in ACT bushfire management structures to assess consequences of potential bushfire threats.			
<b>C. Related Inquiry Recommendations:</b> D9; D24; D32; D33; D34.		<b>D. RISK OWNER:</b> RFS	
		<b>E. Risk Assessment:</b> SMT	
<b>F. Inherent Risk Assessment: (Without the effect of controls)</b>			
i) <b>Current Risks/Consider Points:</b>			
<ul style="list-style-type: none"> <li>• No formal and embedded processes for evaluating and reporting the likely consequences of potential bushfires under various weather scenarios and across jurisdictions.</li> <li>• Provide a justification to community for Government not fully implementing recommendation D24 to adopt a policy and practice of suppressing all bushfires immediately on detection in remote areas.</li> <li>• Maintain policy of vigorous sustained response to remote fires.</li> </ul>			
ii) <b>New and Emerging Risks:</b>			
<ul style="list-style-type: none"> <li>• Heightened expectations by community on potential impacts of bushfires following recent Victorian bushfires.</li> <li>• Opportunity to enhance competencies and organisational creditability by communicating to community likely bushfire impacts under expected and worst case weather conditions.</li> </ul>			
iii) <b>Inherent Risk Ranking = High ( 7 ) Likelihood = Likely ( 4 ); Consequences = Moderate ( 3)</b>			
<b>G. Effectiveness of Controls Assessment: (With the effect of controls)</b>			
i) <b>Existing Controls/Mitigating Practices:</b>			
<ul style="list-style-type: none"> <li>• <b>Inclusion of risk management practices in Pre-season Checklist and embedding process within ICS for on-going risk assessment of the potential consequences for on-going bushfire.</b></li> <li>• <b>Additional access to aerial firefighting resources and remote area firefighter teams.</b></li> </ul>			
ii) <b>Additional Treatment and Controls being Implemented:</b>			
<ul style="list-style-type: none"> <li>• Requirement for Type 3 Incident Management Teams to assess risk and consequences of fire suppression strategy succeeding and to include fall back options and community notifications.</li> <li>• Use of fire behaviour specialists and advanced computer based system to model “what if” scenarios for use by managers.</li> </ul>			
iii) <b>Control Effectiveness Ranking: Current = Inadequate (5) Previous = NA</b>			
<b>H. Residual Risk Rating: Current = Continuous Review (CR) Previous = NA (Month)</b>			
<b>I. Risk Treatment Plan:</b>			
	<b>Specific Actions</b>	<b>Responsibility</b>	<b>Due Date</b>
		<b>Status</b>	
<ul style="list-style-type: none"> <li>• Peer review of computer bushfire management model</li> <li>• Testing of effectiveness of risk based approach to scenario development.</li> <li>• Protocols for duty officer and/or officer within pre-formed IMT to undertake and communicate potential consequences of on-going bushfires to be developed.</li> </ul>	ESA Corporate	September 2009	In progress
	ESA Corporate	July 2009	Not started
	ESA Corporate	July 2009	Not started
<b>Approved by:</b> .....		<b>Date:</b> .....	
<b>Position:</b> .....			

Figure 5 (d).

ACT BUSHFIRE COUNCIL - RISK MANAGEMENT PLANS

<b>A. RISK REGISTER REFERENCE No:</b> 0904			
<b>B. Risks Theme Description</b> Failure to maintain required competencies, currencies and experience levels of ACT fire fighters.			
<b>C. Related Inquiry Recommendations:</b> M20, M27, M36; D11, D15, D25, D30, D36		<b>D. RISK OWNER:</b> RFS	
		<b>E. Risk Assessment:</b> SMT	
<b>F. Inherent Risk Assessment: (Without the effect of controls)</b>			
i) <b>Current Risks/Consider Points:</b>			
<ul style="list-style-type: none"> <li>• Lack of opportunities for fire fighters to participate and gain experience and competency in medium and large scale bushfire operations.</li> <li>• Lack of accredited training programs for heavy equipment operators and supervisors.</li> <li>• Lack of systems which link training, currencies and competencies, with training needs analysis for various bushfire management scenarios and management of large Hazard Reduction activities.</li> <li>• Lack of consistent application of AIMS for all incidents.</li> </ul>			
ii) <b>New and Emerging Risks:</b>			
<ul style="list-style-type: none"> <li>• Lack of recent opportunities within ACT to gain experience in large fire management.</li> <li>• Increasing community expectations of competencies and availability of volunteer fire fighters.</li> <li>• More frequent, intense and longer duration bushfires placing increased requirements for volunteer resources and greater likelihood of Type 3 incidents occurring.</li> <li>• Challenge in attracting and retraining volunteers over time during periods of limited bushfire in ACT.</li> </ul>			
iii) <b>Inherent Risk Ranking = Very High ( 9 );</b> <b>Likelihood = Almost certain ( 5 ); Consequences = Major (4)</b>			
<b>G. Effectiveness of Controls Assessment: (With the effect of controls)</b>			
i) <b>Existing Controls/Mitigating Practices:</b>			
<ul style="list-style-type: none"> <li>• Adequate funding for training.</li> <li>• Deployments of ACT firefighters to interstate and overseas fires.</li> <li>• The secondment of interstate resources including specialist services to complement ACT resources in managing bushfire.</li> </ul>			
ii) <b>Additional Treatment and Controls being Implemented:</b>			
<ul style="list-style-type: none"> <li>• Additional role specific training for personnel performing key IMT roles at Type 2 and Type 3 incidents.</li> <li>• Increased deployment of RFS IMT personnel to interstate fires.</li> <li>• Accredited training program for heavy plant operators being developed.</li> </ul>			
iii) <b>Control Effectiveness Ranking: Current = Inadequate (4); Previous = NA</b>			
<b>H. Residual Risk Rating: Current = Continuous Review; Previous = NA (Month)</b>			
<b>I. Risk Treatment Plan:</b>			
<b>Specific Actions</b>	<b>Responsibility</b>	<b>Due Date</b>	<b>Status</b>
<ul style="list-style-type: none"> <li>• Increase opportunities for volunteer fire fighters to develop and maintain operational competencies.</li> <li>• Maintain register of staff with required competencies and currencies to staff IMTs.</li> <li>• Completion of training needs analysis for ACT organisations to resource various levels of bushfire threats and hazard reduction.</li> </ul>	RFS	August 2009	Not started
	RFS	July 2009	Not started
	ESA	July 2009	Not started
<b>Approved by:</b> .....		<b>Date:</b> .....	
<b>Position:</b> .....			

Figure 5 (e).

ACT BUSHFIRE COUNCIL - RISK MANAGEMENT PLANS

A. RISK REGISTER REFERENCE No: 0905			
B. Risks Theme Description Failure of bushfire education programs to generate desired changes in depth of understanding and behaviour by individuals and community to mitigate impacts of bushfires.			
C. Related Inquiry Recommendations: M 39; D 52		D. RISK OWNER: ESA Corporate	E. Risk Assessment: SMT
F. Inherent Risk Assessment: (Without the effect of controls)			
i) <b>Current Risks/Consider Points:</b>			
<ul style="list-style-type: none"> <li>No tracking of effectiveness of community education programs on changing individual and community behaviour in relation to management of bushfire risk.</li> <li>Failure of individuals and community to understand and manage bushfire risks in the context of lifestyles, and individual behaviour and community safety issues can generate major negative consequences for ecological, physical and social assets.</li> </ul>			
ii) <b>New and Emerging Risks:</b>			
<ul style="list-style-type: none"> <li>Community questioning of effectiveness of community education programs arising from recent Victorian fires.</li> <li>Evidence that many bushfire victims do not adequately understand existing bushfire education messages in terms of personal responses.</li> </ul>			
iii) <b>Inherent Risk Ranking = Extreme ( 9 )</b> Likelihood = Likely ( 4 ) Consequences = Catastrophic ( 5 )			
G. Effectiveness of Controls Assessment: (With the effect of controls)			
i) <b>Existing Controls/Mitigating Practices:</b>			
<ul style="list-style-type: none"> <li>Comprehensive community education program implemented by ESA.</li> </ul>			
ii) <b>Additional Treatment and Controls being Implemented:</b>			
<ul style="list-style-type: none"> <li>Participate in Bushfire CRC community education and behaviour research.</li> </ul>			
iii) <b>Control Effectiveness Ranking:</b> Current = Inadequate (7) Previous = NA			
H. <b>Residual Risk Rating:</b> Current = Active Management (AM); Previous = NA (Month)			
I. Risk Treatment Plan:			
<u>Specific Actions</u>		<u>Responsibility</u>	<u>Due Date</u>
<ul style="list-style-type: none"> <li>Review effectiveness of community education programs in generating desired behavioural changes by individuals and community.</li> </ul>		ESA Corporate	Decision to conduct review by 10 <sup>th</sup> May 2009
Approved by: .....		Date: .....	
Position: .....			



Figure 5 (f).

ACT BUSHFIRE COUNCIL - RISK MANAGEMENT PLANS

<b>A. RISK REGISTER REFERENCE No:</b> 0906			
<b>B. Risks Theme Description</b> Failure to finalise identified governance arrangements			
<b>C. Related Inquiry Recommendations:</b> M6, M12, M31, M32, M35, D13, D18, D27, D31, D38, D39, D40	<b>D. RISK OWNER:</b> ESA Corporate		
	<b>E. Risk Assessment:</b> SMT		
<b>F. Inherent Risk Assessment: (Without the effect of controls)</b>			
<p>i) <b>Current Risks/Consider Points:</b></p> <ul style="list-style-type: none"> <li>Failure to finalise MOUs/Commissioner guidelines as recommended by Inquiries' recommendations and agreed by ACT Government in areas such as mapping protocols, joint fire response arrangements with Canberra Airport, use of retardants, initial response on TAMS managed lands, issue of permits, up to date register of available fire fighters with required competencies and timely implementation of approved planning actions.</li> </ul> <p>ii) <b>New and Emerging Risks:</b></p> <ul style="list-style-type: none"> <li>Increasing potential for litigation if agreed governance arrangements are not implemented.</li> <li>Generation of uncertainties in responding to bushfire incidents.</li> </ul> <p>iii) <b>Inherent Risk Ranking = High ( 7 )</b> Likelihood = Possible ( 3 ) Consequences = Major ( 4 )</p>			
<b>G. Effectiveness of Controls Assessment: (With the effect of controls)</b>			
<p>i) <b>Existing Controls/Mitigating Practices:</b></p> <ul style="list-style-type: none"> <li>Regular reporting on actions being implemented for Inquiries' recommendations.</li> <li>Senior management awareness that cited governance gaps require attention.</li> </ul> <p>ii) <b>Additional Treatment and Controls being Implemented:</b></p> <ul style="list-style-type: none"> <li>Development of governance gaps project management plan.</li> </ul> <p>iii) <b>Control Effectiveness Ranking:</b> Current = Inadequate (7); Previous = NA</p>			
<b>H. Residual Risk Rating:</b> Current = Active Management (AM) Previous = NA (Month)			
<b>I. Risk Treatment Plan:</b>			
<b>Specific Actions</b>	<b>Responsibility</b>	<b>Due Date</b>	<b>Status</b>
<ul style="list-style-type: none"> <li>Agreed project management plan be implemented to finalise governance gaps arising from Inquiries' recommendations.</li> </ul>	ESA Corporate	May 2009	Works in progress
<b>Approved by:</b> .....		<b>Date:</b> .....	
<b>Position:</b> .....			

Figure 5 (g).

ACT BUSHFIRE COUNCIL - RISK MANAGEMENT PLANS

A. RISK REGISTER REFERENCE No: 0907			
B. Risks Theme Description Failure to finalise operational procedures for use of fire retardant in ACT.			
C. Related Inquiry Recommendations: D 27	D. RISK OWNER: RFS/TAMS E. Risk Assessment: SMT		
F. Inherent Risk Assessment: (Without the effect of controls) i) <u>Current Risks/Consider Points:</u> <ul style="list-style-type: none"> <li>No approved protocol for use of fire retardant in ACT landscape.</li> <li>Reduces the tools available to IMT to manage remote bushfires particularly during initial response phase of bushfire suppression.</li> </ul> ii) <u>New and Emerging Risks:</u> <ul style="list-style-type: none"> <li>Increasing community expectations that initial response to management of remote bushfires will deliver effective suppression.</li> </ul> iii) <u>Inherent Risk Ranking = Very high ( 8 )</u> Likelihood = Likely ( 4 ); Consequences = Major ( 4 )			
G. Effectiveness of Controls Assessment: (With the effect of controls) i) <u>Existing Controls/Mitigating Practices:</u> <ul style="list-style-type: none"> <li>Equipment and staff available to mix and deliver retardant.</li> </ul> ii) <u>Additional Treatment and Controls being Implemented:</u> iii) <u>Control Effectiveness Ranking:</u> Current = Inadequate ( 7 ); Previous = NA			
H. <u>Residual Risk Rating:</u> Current = Active Management (AM) Previous = NA (Month)			
I. Risk Treatment Plan:			
<u>Specific Actions</u>	<u>Responsibility</u>	<u>Due Date</u>	<u>Status</u>
<ul style="list-style-type: none"> <li>Finalise and implement protocol for use of fire retardants in ACT landscapes.</li> </ul>	TAMS/ESA Corporate	May 2009	In progress
Approved by: .....		Date: .....	
Position: .....			

## 5.4 STRUCTURE OF RISK REGISTER

To assist the ACT Rural Fire Service track and prioritise the treatment of risks involved in monitoring the quality of Inquiries' recommendations it is recommended that ACT Bushfire Council utilise the format for a risk register outlined in Figure 6.

The risk register summarises on a single line the key outcomes from the evaluation of individual risk themes outlined in Figure 4 and applied for the seven priority risk themes in Figure 5.

**Figure 6 Suggested Format for Risk Register for ACT Bushfire Council \***

Risk ID	Risk Description	Likelihood Consequences	Inherent Risk Rating		Control Rating		Residual Risk

\* Note that the responses in inherent risk rating, control rating and residual risk will be colour coded to highlight different levels of management for risk themes.

Presentation of the risk register in this format will assist the ACT Bushfire Council to quickly appraise all risk priority themes arising from judgement on quality of implementation of Inquiries' recommendations and the levels of management they recommend be applied to residual risks for each risk theme.

In effect the risk register is a practical working document to effectively manage risks and activities. It is worth noting that the residual risk is formulated to draw attention to the magnitude of the gap between the level of inherent risk and the effectiveness of control in place to effectively manage risks.

### Application

The initial Risk Register for the seven priority risk management themes arising from judgement on the quality of implementation of Inquiries' recommendations is included as Figure 7.

The assessment levels detailed in Figure 7 is summarised in Table 2. More detailed information on the relationship between inherent risk ratings, control effectiveness ratings and residual risk ratings are included in Appendix 2.

Of the seven priority risk themes four are judged to require active management (reviewed monthly) by ACT bushfire Council (Reference Nos 0902, 0905, 0906 and 0907) and three continuous review (reviewed quarterly) (Reference Nos 0901, 0903 and 0904).

**Figure 7. Risk Register (as at 15/3/2009) for Seven Priority Risk Themes arising from Judgement on Quality of Implementation of Inquiries' Recommendations \***

Refer. ID	Risk Theme/ Description	Inherent Risk Rating		Control Rating		Residual Rating	
						Current	Previous
0901	Failure to finalise SBMP (V2) incorporating Sub-regional Bushfire Plans within targeted timelines	VH	9	G	4	CR	NA
0902	Failure to implement and maintain bushfire hazard reduction activities at a landscape level, supported by community, to deliver targeted reduction in the likely occurrence and impacts of bushfire	VH	9	IA	6	AM	NA
0903	Failure to implement formal and embedded protocols in bushfire management structures to assess the consequences of a bushfire potential to threaten ACT	H	7	IA	5	CR	NA
0904	Failure to maintain required competencies, currencies and experience levels for ACT fire fighters	VH	9	IA	4	CR	NA
0905	Failure of bushfire education programs to generate desired changes in depth of understanding and behaviour of individuals and community to mitigate impact of bushfires	VH	9	IA	7	AM	NA
0906	Failure to finalise governance arrangements	H	7	IA	7	AM	NA
0907	Failure to finalise operational procedures for use of fire retardant in ACT	VH	8	IA	7	AM	NA

\* Refer to Table 2 for explanation of coding.

**Table 2. Legend used in compiling Risk Register (Figure 7) \***

INHERENT RISK RATINGS		RESIDUAL RISK RATINGS	
<b>E</b>	Extreme inherent risk	<b>AM</b>	Active management/(High or Significant inherent risk where controls have been assessed as inadequate)
<b>H</b>	High inherent risk	<b>AMC</b>	Active management but lower residual risk. Requires periodic review.
<b>M</b>	Medium inherent risk	<b>CR</b>	Continuous Review (High or Significant inherent risk where controls have been assessed as adequate)
<b>L</b>	Low inherent risk	<b>PR</b>	Periodic Review (Control is not strong but risk impact is not high. Options to improve control or monitor risk impact to ensure it does not increase over time)
		<b>NC</b>	No major concern (Risks where systems and processes managing the risks are adequate and subject to minimal monitoring)
CONTROL RISK RATINGS			
<b>A</b>	Adequate control environment - control effectiveness assessed as either excellent or good	<b>IN</b>	Inadequate control environment - control effectiveness assessed as either satisfactory, poor or unsatisfactory

\* Refer to Appendix 2, Parts B and C for detail.

## 6. IMPLEMENTATION PATHWAY

The productive and effective monitoring of the quality of implementation of the Inquiries' recommendations requires a partnership with ESA. This requirement arises because under the Emergency Services Act, 2004 the ACT bushfire Council's major role is to advise the Minister "about matters relating to bushfire" and providing advice to Commissioner on functions related to bushfire. Management and operational responsibilities for bushfire management are the responsibility of ACT Emergency services Agency (ACT ESA) which incorporates the ACT RFS (Refer to Figure 1).

In recognition of these organisational roles and responsibilities it is recommended that the following arrangements be implemented to provide the ACT Bushfire Council with the information and knowledge to monitor and report on the quality of implementation of Inquiries' recommendations using the risk management framework detailed in Chapter 5.

1. The ACT Bushfire Council obtain the support of Commissioner ESA and approval of the Minister to implement and maintain the risk management framework to monitor and report on quality of implementation of Inquiries' recommendations, including specification or risk owner (Box D of Pro-forma).
2. The Deputy Chief Officer (RFS), acting as an agent for ACT Bushfire Council be responsible for preparing draft "risk-on-a-page" for priority risk themes determined by ACT Bushfire Council and maintaining Risk Register.
3. Formal consideration, adjustment of risk profile and reporting on progress in finalising implementation of Inquiries' recommendations utilising the risk management framework contained in this Report be included on Agenda for monthly meetings of Act Bushfire Council.
4. A senior management team consisting of Deputy Chief Officer (RFS), Manager Risk (ESA) and Manager Parks and Conservation Division, TAMS be charged with responsibility to undertake the initial assessment of risk relationships for consideration by ACT Bushfire Council.

With the intent of strengthening the use of the risk management framework as practical working document to effectively manage risks and activities it is recommended that the work foreshadowed for Stage 3 of the Project be implemented.

The work of Stage 3 would focus on the process to be implemented under treatment plans (Box I of Risk Management Plan Pro-forma - Figure 4) to track the effectiveness, efficacy and appropriateness of future actions selected for implementation. Consistent with requirement for Stage 3 of Project systems need to be developed to select the most appropriate options which balance the costs of implementing each treatment of the risk against the benefit derived from it. In making cost/benefit judgements it is important to consider all direct and indirect costs and benefits (tangible, intangible, financial, environmental, etc). The cost/benefit system would analyse the costs of managing risks with the benefits targeted.

## Appendix 1. Assurance Check on Quality of Implementation of Inquiries' Recommendations

Appendix 1 reports on the judgements on the quality of implementation of the Inquiries' recommendations with Part A addressing the McLeod Report and Part B the Doogan Report.

An explanation of the framework used to evaluate the quality of implementation of the Inquiries' recommendations was detailed in Chapter 2.

To assess the quality of implementation a benchmark scale based on three categories as detailed below was employed:

### Benchmark Scale used to evaluate quality of implementation of Inquiries' recommendations

<b>Action(s) Conform (AC)</b>	The actions, processes and/or system implemented by ACT agencies to implement the Inquiries' recommendations are judged as fulfilling the intent and/or requirements of the Inquiries' recommendations and are consistent with the ACT Government's response to recommendations.
<b>Supplementary Action(s) Required (SAR)</b>	The actions, process and/or systems employed by ACT agencies relevant organisations to implement Inquiries' recommendations are judged as partly meeting the intent and/or requirements of Inquiries' recommendations and ACT Government's response to recommendations. Supplementary actions are required to be implemented by ACT agencies to achieve the intended outcomes and/or address slippage in timing in completing specified actions. To achieve a judgement of SAR implementation actions to deliver the intent of recommendations must be substantially implemented as at December 2008. Generally a judgement of SAR indicates significant works-in-progress.
<b>Major Action(s) Required (MAR)</b>	The actions, processes and/or systems employed by ACT agencies to implement Inquiries' recommendations are judged as requiring significant enhancement to meet the intent of Inquiries' recommendations and ACT Government's response to recommendations. Failure to implement additional actions will, with high likelihood, "have potential to impact on control, readiness, capability and co-ordination of bushfire response".

**PART A: ASSURANCE CHECK ON QUALITY OF IMPLEMENTATION FOR RECOMMENDATIONS FROM McLEOD INQUIRY**

NO.	RECOMMENDATIONS/ STATEMENT	ACT GOVT RESPONSE	RELATED RECOMMEND'NS IN DOOGAN REPORT NO(s).	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
1	<p><u>Fuel Management</u> The ACT Bushfire Fuel Management Plan should be reviewed in the light of changed circumstances since the January 2003 fires. Increased emphasis should be given to controlled burning as a fuel-reduction strategy</p>	Agreed	32	<p>SBMP (Version 1) - released in January 2005 and replacing the ACT Bushfire Management Plan - specifies a range of fuel management techniques, including prescribed burning, and their areas of indicative application. The combination of fuel management activities applied to specific areas is managed through processes associated with development and monitoring of Bushfire Operational Plans (BOPs). The Draft of SBMP (Version 2), currently being prepared, incorporates - with the purpose of "achieving balanced, effective and efficient bushfire management" - the core principle of "planned fire regimes will be applied in natural areas to protect built, natural and rural production assets will be applied to manage bushfire fuels in natural areas to protect built, natural and rural production assets". In addition, Sub-regional plans for bushfire management, incorporating detailed fuel reduction actions, are currently being developed for ACT.</p>	Actions conform
2	The Victorian Code of Practice	Agreed	33, 34, 35, 36	The processes detailed in Victorian	Actions conform.



NO.	RECOMMENDATIONS/ STATEMENT	ACT GOVT RESPONSE	RELATED RECOMMEND'NS IN DOOGAN REPORT NO(s).	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
	for Fire Management on Public Land should be used as a 'best practice' guide when revising the ACT Bushfire Fuel Management Plan and a similar set of priorities should be developed in relation to zones identified in the Plan.			"Code of Practice for Fire Management on Public Land" were used to guide the development of SBMP (V1).	
	An addendum to the existing 2002-04 Bushfire Fuel Management Plan needs to be prepared prior to the 2003-04 bushfire season, noting the extensive consultation process required under the <i>Bushfire Act 1936</i> . This addendum should focus on the area unaffected by the 2003 fires and the buffer zone surrounding Canberra's exposed northern and western perimeter. The addendum should be submitted to government for approval.	Agreed		An Addendum to 2002-2004 Bushfire Fuel Management Plan was prepared prior to 2003-2004 fire season. The Addendum focused on areas unaffected by 2003 fire and buffer zones on Canberra northern and western perimeters.  The Addendum (" <i>The Increased Fuel Reduction Works Program 2003-2004</i> ") was approved by Government and implemented.	Actions conform.
4	An annual audit of achievements under the Bushfire Fuel Management Plan should be conducted, with the results reported to government and published.	Agreed		Under SBMP processes the Bushfire Fuel Management Plan has been replaced by Bushfire Operations Plans (BOPs) developed to be consistent with SBMP (V1).	Actions conform  SAR to check that all organisations managing land in ACT submit BOPs

NO.	RECOMMENDATIONS/ STATEMENT	ACT GOVT RESPONSE	RELATED RECOMMEND'NS IN DOOGAN REPORT NO(s).	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
				The ACT RFS process requires annual audits of BOPs (100% desktop followed up by 10% field audit). Results reported to Government and published in ESA Annual Reports	consistent with requirements of Emergency Management Act 2004. Responsibility: RFS
5	A public information strategy should be prepared to educate the ACT community about the beneficial and protective aspects of fuel-reduction burning and about the degree of inconvenience that will inevitably result for ACT residents during such burning. This should accompany the public launch of the revised Bushfire Management Plan.	Agreed	51, 52, 53	<p>Broad range of publications and programs to increase community awareness of prevention and mitigation actions for bushfires including role of fuel reduction. No specific information strategy to educate ACT community about beneficial and protective aspects of fuel-reduction burning has been implemented.</p> <p>It is noted that TAMs as part of operational requirements when conducting hazard reduction activities notifies communities of potential inconvenience through targeted consultation.</p> <p>As noted previously the draft of SBMP (V2) explicitly recognises the trade-offs associated with use of planned fire regimes to manage bushfire fuels.</p>	SAR to educate the ACT community on the impacts and trade-offs associated with hazard reduction burning in addressing tradeoffs to individual and community safety for different levels of bushfire threat, incorporating beneficial and protective aspects.  Responsibility: ESA
6	The approval process for individual fuel-reduction burns that are consistent with the	Agreed	35, 36, 37	Simplified approval process for fuel reduction burns are being developed by ESA but have not been finalised.	SAR to approve and effectively implement more

NO.	RECOMMENDATIONS/ STATEMENT	ACT GOVT RESPONSE	RELATED RECOMMEND'NS IN DOOGAN REPORT NO(s).	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
	government-approved Bushfire Fuel Management Plan should be simplified so as to enable the limited time when the weather conditions are right to be used to maximum advantage.				timely processes for issue of permits for hazard reduction burns.  Responsibility: RFS
7	<b>Fire Access</b> Clear policy guidelines should be developed and implemented to support the identification of a strategic network of fire tracks and trails and their establishment and maintenance. An audit process should be instituted to ensure that the policy's effectiveness is regularly monitored.	Agreed	38	SBMP (Version 1) details policies and strategies to be implemented to establish and maintain strategic network of fire tracks and trails. The ACT RFS's " <i>Guidelines for Bushfire Access in ACT</i> " provide detailed policy and standards for fire access. Annual BOPs, incorporating resource availability and risk assessments, detail annual activities associated with maintenance and establishment of fire trails.  During interviews a number of personnel raised the perceived disjointedness between planning and timely on-ground delivery of planned actions. Examples cited during interviews include the upgrading of Mt Franklin Road to float standard and construction of new strategic trails identified in Map 9 of SBMP (V1).	Actions conform  SAR to ensure that planned road network is established in timely manner and progress tracked and explained in audit processes.  Responsibility: ESA

NO.	RECOMMENDATIONS/ STATEMENT	ACT GOVT RESPONSE	RELATED RECOMMEND'NS IN DOOGAN REPORT NO(s).	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
8	A risk assessment should be conducted by ESB to assist in determining access needs across the ACT, linked to interstate requirements, with advice being provided to land managers.	Agreed	38	In addition to comments under Rec. 7 the ESA - through processes to develop SBMP (V1) and supported by ACT RFS's "Guidelines for Bushfire Access in ACT" has developed a fire access network that "balances a risk based assessment of fire access requirements with the protection of biodiversity, soils, aquatic, catchment, cultural and aesthetic values" to support fire suppression and fuel management. Principles are based on access needs categorised into set of classes, ranging from high speed access for heavy plant through to dormant trails that can be quickly cleared up in an emergency. The number and spacing of trails reflects operational and safety needs (risks) and protection of ecological landscapes. Planning for fire access trail considers links with interstate trails.	Actions conform.
9	ESB should coordinate the development of emergency management mapping products such as 'map books' for police, land managers, emergency service crews and incident management teams; these should be produces in both	Agreed	18, 19	Every ESA emergency vehicle has copy of Operational Atlas. Copies also available for use by ACT and NSW police and other emergency services operating in region.  Some evidence from interviews that current map products not effective for	Actions conform.  SAR to standardise and distribute map

NO.	RECOMMENDATIONS/ STATEMENT	ACT GOVT RESPONSE	RELATED RECOMMEND'NS IN DOOGAN REPORT NO(s).	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
	printed and data form.			operational purposes. To improve the effectiveness and levels of use by emergency services staff and other managers a project has been commenced by ESA to improve the format and content of map products for use by emergency service personnel.	products which more fully meet requirements of users.  Responsibility: ESA
10	Greater opportunity should be provided for all senior fire fighters to become more familiar with remote areas of the ACT.	Agreed		Since 2003 familiarisation inspections by key personnel of ACT RFS, agencies and volunteer brigades conducted. Inspections appear to be opportunistically organised.	SAR to ensure that familiarisation tours are conducted on routine basis.  Responsibility: RFS
11	Sufficient funding should be provided for additional crews and plant, so that a program of improved fire access and trail and site maintenance can be implemented.	Agreed	38	TAMS is provided with specific funding to undertake fire trail management consistent with BOPs. In addition, direct funding - now part of recurrent funding - provided to TAMS for hire of seasonal first attack plant for fire suppression and undertaking BOP activities including trail and access maintenance when not in use for rapid response action.	Actions conform.
12	Responsibility for fire access should lie with the land managers: advice and auditing functions should be the province of the fire authorities.	Agreed	38	Implementation of fire access arrangements specified in BOPs prepared by relevant land managers. Auditing of BOPs by ACT RFS.	Actions conform.

NO.	RECOMMENDATIONS/ STATEMENT	ACT GOVT RESPONSE	RELATED RECOMMEND'NS IN DOOGAN REPORT NO(s).	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
13	<p><u>Aerial Operations</u> Aerial bombing should remain a capability used in the ACT during bushfires, with particular emphasis on using the aircraft for water bombing as an immediate response - as soon as fires are detected. This should be backed up by the use of ground crews.</p>	Agreed	24, 25, 26	<p>The ESA, under arrangements with NAFC, has access to 2 helicopters both with water bombing capabilities for fire management.</p> <p>The NAFC arrangements also allow the ACT to access additional helicopters on a needs basis from other states. Ground crews (RAFT and Brigades) are available to support aerial operations.</p>	Actions conform.
14	A small number of ACT fire fighters should be trained as air attack supervisors, to provide a capability when the number of aircraft involved requires it.	Agreed	14	<p>Although ESA implements a comprehensive training program, ACT fire fighters have not been trained as air attack supervisors.</p> <p>Currently, NSW RFS provides ACT with air attack supervision as required. During interviews it was raised that during the 2003 fires all NSW air attack supervisors were fully deployed in NSW and hence none available to support ACT RFS management.</p>	<p>Actions conform.</p> <p>SAR to formalise processes to give high probability that during large scale bushfires NSW RFS is able to supply air attack supervisors to ACT ESA or alternative arrangements implemented (eg secondment of Victorian air attack services to ensure</p>

NO.	RECOMMENDATIONS/ STATEMENT	ACT GOVT RESPONSE	RELATED RECOMMEND'NS IN DOOGAN REPORT NO(s).	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
					that intent of recommendation is met. Responsibility: ESA
15	To enhance its initial attack capability as well as to provide it with greater flexibility in the utilisation of aerial assets, the ACT should employ a medium-lift helicopter, rather than a dedicated light helicopter, to support its fire-suppression operations during the peak of future bushfire seasons. Such an aircraft, coupled with the potential use of the Snowy Hydro Southcare helicopter (when it is not engaged for medivac purposes), would provide greater flexibility and a far more formidable first-strike capability.	Agreed	25, 26	Refer to response to Rec. 13.	Actions conform.
16	The ACT Bushfire Service should seek a joint agreement with the NSW Rural Fire Service, for the purpose of providing the ACT with enhanced capacity to draw on the aerial expertise, aircraft availability and efficiencies afforded by a much larger	Agreed	22, 50	In addition to comments under Rec. 13, ESA and NSW RFS have signed an MOU detailing “the co-operative arrangements for bushfire (including aviation management) and related emergency management and supporting services”.	Actions conform.

NO.	RECOMMENDATIONS/ STATEMENT	ACT GOVT RESPONSE	RELATED RECOMMEND'NS IN DOOGAN REPORT NO(s).	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
	bushfire service.				
17	The ACT Bushfire Service should explore conducting a joint trial with the NSW Rural Fire Service to assess the effectiveness of retardant bombing.	Agreed	27	Trial conducted by Bushfire CRC.	Actions conform.
18	The ACT should continue to participate in Commonwealth-level discussions that may result in enhanced aerial support for firefighting becoming available on a national basis in the future.	Agreed		Co-ordinated by NAFC. Refer to response to Rec. 13.	Actions conform.
19	The ACT Government should take urgent steps to upgrade the Emergency Services Bureau's operational command and control facilities-either by carrying out a major refurbishment of the existing facility at Curtin or, preferably, by locating to a more suitable alternative site, where a more functional, longer term operations centre can be developed.	Agreed	8	ESA's operational command and control facilities currently consolidated in facility located at Curtin ACT. Plans to upgrade operations centre have not been finalised.	SAR to finalise and implement ACT Government agreed plan for "a more functional, longer term operations centre".  Responsibility: ESA
	<b>Incident Command and Control</b>				



NO.	RECOMMENDATIONS/ STATEMENT	ACT GOVT RESPONSE	RELATED RECOMMEND'NS IN DOOGAN REPORT NO(s).	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
20	The ACT Bushfire Service should review the current Incident Control System arrangements, through an inter-agency workshop involving ESB, the ACT Fire Brigade, the Department of Urban Services and ACT Policing, to better clarify the application of the system. In particular, incident controllers should not be expected to operate when separated from their supporting elements; they should function as part of a cohesive, integrated management team.	Agreed	11	<p>The ESA's policy is to conduct incident control consistent with AIIMS requirements.</p> <p>The ESA conducted the initial integrated multi-agency exercise (involving ACT organisations of SES, RFS, and TAMS, and NSW RFS and NSW DEC) to simulate emergency command management utilising AIIMS process between 14-15 October 2008 to simulate Level 3 incident.</p>	<p>SAR to involve all relevant agencies in operational exercises; eg ACT Police and ACT FB.</p> <p>Responsibility: ESA</p>
21	ESB should establish joint ICS teams, made up of ACT Bushfire Service, ACT Fire Brigade and Department of Urban Services personnel, to jointly manage emergency incidents within the ACT, regardless of location or the services' areas of responsibility.	Agreed	12, 13	The ESA has established pre-formed IMTs consisting of ESA and TAMS personnel holding the required competencies.	Actions conform.
22	Facilities at ESB headquarters should be such as to provide the best opportunity for the ICS to function at a tactical and	Agreed	8	ESA's facilities provide separate facilities for incident control.	Actions conform.

NO.	RECOMMENDATIONS/ STATEMENT	ACT GOVT RESPONSE	RELATED RECOMMEND'NS IN DOOGAN REPORT NO(s).	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
	strategic level in accordance with the Australasian Fire Authorities Council doctrine.				
23	<u>Vehicles and Other Equipment</u> Four rural pumpers should be added to the fire service fleet, specifically for use in the urban-rural interface.	Agreed		Additional equipment has been deployed including: <ul style="list-style-type: none"> <li>➤ 4 rural interface tankers equipped with CAFS (ACT FB)</li> <li>➤ 6 CAFS tankers (ACT RFS)</li> <li>➤ 21 slip-on units supplied to rural leases</li> <li>➤ 9 slip-on units supplied Government land managers</li> </ul>	Actions conform.
24	<u>The Rural Fire Control Manual</u> Work already begun on the review of the <i>Rural Fire Control Manual</i> should be resumed with the view to replacing the manual by new publications that cover the following: <ul style="list-style-type: none"> <li>§ a document detailing public policy in relation to fire management</li> <li>§ an operation policy manual for internal use</li> <li>§ a supporting set of standing operational procedures covering techniques and practices reflected in the Basic Training</li> </ul>	Agreed		Components of recommendation implemented through SBMP processes which incorporates policies and strategic objectives for bushfire management in ACT.  Other RFS documents such as “Remote Area Guidelines” and “Operations Manual 2008-2009” address operational issues. A consolidated Rural Fire Control Manual detailing policy, administrative and operational processes (supported by SOPs) has not been finalised.	SAR to finalise and implement comprehensive manual consistent with the intent of recommendation.  Responsibility: RFS

NO.	RECOMMENDATIONS/ STATEMENT	ACT GOVT RESPONSE	RELATED RECOMMEND'NS IN DOOGAN REPORT NO(s).	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
	Modules publications				
25	<p><b>Training and Development</b></p> <p>In conjunction with the land management agencies, ESB should undertake a review of training and development needs for personnel involved in firefighting activities and develop a detailed future plan, identifying any additional funds required to support such a program. The plan should be submitted to government for consideration as soon as possible. It should take account of the comments and recommendations in this report that bear on training and development, including the need for secondments interstate with other fire authorities.</p>	Agreed	14,15	<p>ESA implements comprehensive training programs consistent with requirements of AIIMS.</p> <p>However it appears that there is no formal matching of training programs with a training needs analysis for the whole of ACT RFS responsibilities.</p> <p>Feedback from staff and volunteers indicate that funding appropriate for training.</p>	<p>SAR to align participation in training programs and competency maintenance with comprehensive training needs analysis for whole of responsibilities of ACT RFS.</p> <p>Responsibility: ESA</p>
26	The Government should consider the proposals when they are submitted with the view to allocating some additional funding to enable the bushfire authorities to improve the training and professional	Agreed	17	Feedback from staff and volunteers of ACT RFS indicate that funding is adequate for persons to participate in relevant courses and programs.	Actions conform.

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	development opportunities available to paid and volunteer personnel, in the interests of increasing their skill base and experience.				
27	An outdoor training complex for all of the emergency service organisations should be provided; ESB should develop a detailed proposal for submission to government for consideration.	Agreed		Proposal to establish an outdoor training complex for all emergency personnel currently being developed. Considered a works-in-progress.	SAR to finalise and implement proposals.  Responsibility: ESA
28	<u>Occupational Health and Safety</u> A procedure should be adopted whereby important operational decisions affecting the safety of fire fighters are discussed with a more senior officer before implementation, whenever this approach is feasible.	Agreed	11	ESA has a policy of implementing AIIMS for all incidents. AIIMS has clear lines of command and control for making operational decisions regarding safety of fire fighters. Decision making process for OH&S also detailed in SOPs. OH&S also a major component of training programs.	Actions conform.
29	The responsible Minister should clarify the application of the ACT <i>Occupation Health and Safety Act 1989</i> to volunteers by issuing a ministerial directive.	Agreed		Clarified by ACT Minister for Industrial Relations (October 2005). Volunteers engaged in emergency management or training are considered to be employees under OH & S Act.	Actions conform.
30	Upon the Minister's directive	Agreed		Addressed through Emergency Act 2004.	Actions conform.

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	coming into force, a legislative amendment should be made to continue the application of the protections against prosecution afforded under the <i>Bushfire Act 1936</i> .				
31	<p><u>Relationship between the Fire Management and Land Management agencies</u></p> <p>The Chief Executives of the Department of Urban Services and the Department of Justice and Community Safety should work together to develop the means by which the public land managers and the ACT Bushfire Service can achieve a stronger, mutually supportive relationship.</p>	Agreed	37	Implemented via on-going meetings between Commissioner ESA and Director of Parks, Conservation and Lands Division (TAMS).	Actions conform.
32	Operational procedures should be amended once additional land management resources are in place, to reflect the responsibility of land managers to initiate the first response to fires on land that they manage- within the overall operational response of the ACT bushfire Service.	Agreed	39	<p>Generally addressed by policy in S120 of Emergency Act 2004, requiring land managers to take all reasonable steps to prevent the outbreak and spread of fire on their land.</p> <p>In terms of initial response to bushfires the ESA's policy is that nearest available crews will be dispatched. Potential issue with land managers</p>	MAR to formalise MOU and/or Commissioner's guideline between ESA and TAMS clarifying processes for involvement of TAMS staff in initial response on land managed by TAMS.

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				informing ACT RFS of their initial response to bushfires on land they manage.	Responsibility: ESA
33	<u>Commonwealth and interstate contributions</u> An automatic weather station should be located in the Brindabella Range to assist with fire weather forecasting.	Agreed		Automatic weather station established at Mt Ginini (July 2004)	Actions conform.
34	<u>Scaling-up</u> The current discussions aimed at developing a possible memorandum of understanding between the ACT Bushfire Service and the NSW Rural Fire Service should proceed as a matter of urgency.		45, 46	Agreed MOU between ESA and NSW RFS signed in February 2009.	Actions conform.
35	The ACT should initiate discussions with New South Wales authorities in relation to ways in which the current relationships could be developed at a regional level, with the aim of strengthening the linkages between kindred agencies and identifying how the resources available in the ACT and the surrounding regions	Agreed	46	Agreed MOU between ACT ESA and NSW DEC - "Cross Border Agreement on Fire Preparedness, Response and Suppression" - signed in February 2009	Actions conform.

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	could be more easily mobilised in serious emergency situations- to the advantage of both jurisdictions.				
36	The level of resources for the training and operational exercising of volunteer bushfire and emergency service personnel should be increased, to improve current skill and experience levels.	Agreed	14, 15, 16, 17	See response to Rec. 26 for training.  In discussions with ACT RFS staff and volunteers a common theme was the lack of opportunities for volunteers to gain experience in operational exercising and apply their training.	<b>MAR to increase opportunities for volunteers to gain fireground operational experience.</b>  <b>Responsibility: RFS</b>
37	Environment ACT and ACT Forests should employ additional summer personnel as fire fighters and fire prevention workers to improve the ACT's firefighting capability, particularly in terms of rapid deployment to fire in remote areas.	Agreed	23, 25	Additional summer personnel with work priority for fire fighting are employed by TAMS. Also RAFT teams (involving TAMS and ESA personnel) are available for deployment during summer.	<b>Actions conform.</b>
38	These staff should provide land management agencies with a capability to be first responders to fires on land they manage.	Agreed		Refer to Rec. 37.	<b>Actions conform.</b>
39	<b>Public Education</b> ESB should be allocated additional resources so that is	Agreed	51, 56, 57	At a general level the ESA implements a comprehensive and on-going community	<b>MAR to track effectiveness of</b>

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	can upgrade its public education capability to support a stronger, continuing campaign of public education directed at improving the Canberra community's bushfire awareness, its understanding of the nature of the threat, and its knowledge of how people can better protect themselves and their properties. The campaign should draw on the public education experience of interstate bushfire authorities, particularly the Country Fire Authority of Victoria.			focused education program branded under FireWise supported by a range of publications and on-going media announcements. However no evidence sighted that tracked the effectiveness of the education programs on the Canberra community's bushfire awareness, understanding of nature of threats, application of knowledge, on-ground actions and capacity to protect themselves and their property. In designing education programs it is worthwhile noting that individuals often consider themselves and their assets to be at less risk in bushfires than their community.	education programs in prompting individuals and community to take on-going and effective on-ground actions to address various levels of bushfire risks.  Responsibility: ESA in collaboration with Bushfire Council.
40	Initiatives such as fire guard and other forms of direct community support should be introduced to encourage self-help arrangements in the community.	Agreed	83	Education program branded under FireWise. Commencement of Farm FireWise in 2007 targeted at rural communities. Creation, since 2003, of 28 Community Fire Units.	Actions conform.
41	The message to the community should include acknowledgement that in major bushfire emergencies: ❖ the authorities are unable to guarantee that fire fighters	Agreed	56	ESA has implemented SEWS for emergency announcements. ESA utilises a range of ACT Government endorsed publications (branded under FireWise banner and other ACT agency publications) together with on-going	Actions conform.



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	<p>will always be available to assist</p> <ul style="list-style-type: none"> <li>❖ householders generally need to take sensible precautions and be prepared, if that is their choice, to protect their own lives and properties</li> <li>❖ the authorities are committed to doing all they can to help, including advising the community on how best to go about achieving a higher degree of personal and household self-reliance.</li> </ul>			<p>media opportunities to educate individuals and communities about preparedness for bushfires and what to do if there is a bushfire.</p> <p>The ACT Government in their publications explicitly states that authorities are unable to guarantee that fire fighters will always be available. For example, refer to <i>“Bushfires and the Bush Capital”</i> and <i>“Emergencies and the National Capital - A resident’s guide”</i>.</p>	
42	<p><u>Public Information</u> The Media Sub-Plan of the ACT Emergency Plan should be reviewed to include a greater focus on the provision of community information.</p>	Agreed	57	The Media Sub-Plan has been replaced by Public Information Plan co-ordinated by Recovery Centre. The Public Information Plan is regularly reviewed by ACT Government.	Actions conform.
43	Well-defined, well-practised processes should be developed to support the delivery of information to the public. This includes improving the alert mechanisms for residents prior to an emerging danger period.	Agreed	57, 59	ACT utilises SEWS processes and procedures.	Actions conform.

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44	Media communications systems and facilities at ESA headquarters should be improved.	Agreed	57	ESA Headquarters provide dedicated facilities for media communication.	Actions conform.
45	There should be greater coordination of the content of whole-of-government media releases and messages.	Agreed		Effectively implemented through on-going working relationship between ESA and Director of ACT Government Communications.  Chief Minister's Office has formal role in co-ordinating media releases and messages.	Actions conform.
46	Back-up power should be available for the Canberra Connect call centre.	Agreed		Back-up generator installed.	Actions conform.
47	The Community Information Sub-Plan of the ACT Emergency Plan should be reviewed to reflect needs broader than just media arrangements	Agreed		Implemented through Public Information Plan processes.	Actions conform.
48	The role Canberra Connect has demonstrated it can play should be included as a part of a revised Media Sub-Plan of the ACT Emergency Plan.	Agreed		Implemented through MOU between major ACT media outlets and Canberra Connect.	Actions conform.
49	Before each bushfire season	Agreed		Familiarisation briefing session	Actions conform.

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	familiarisation briefing sessions should be held for the media.			conducted annually for media including training and accreditation to enter fire ground.	
50	ESB should have the capacity to engage an experienced media director to be available in an emergency, to coordinate the provision of information to the media and for general public information purposes.	Agreed		Experienced media resource appointed within ESA organisation.	Actions conform.
51	<u>Evacuate or Stay?</u> ACT Policing and the Emergency Services Bureau should develop as a matter of urgency - and before the start of the 2003-04 bushfire season - a joint protocol covering their policy on community safety and evacuation during bushfires, having regard to the framework adopted by the Australasian Fire Authorities Council and the evacuation provisions in the Victorian Country Fire Authority Act. The protocol should be promulgated widely as part of future community education and information programs, and it should be incorporated in the	Agreed	43, 44	Implemented through adoption of AFAC's policy and publicised through ACT publications, ' <i>Emergencies and the National Capital - A Resident's Guide</i> ' and ' <i>Bushfires and the Bush Capital - A Guide for the ACT</i> '.  Intent of recommendation also supported by ACT "Guidelines for the Appointment of Territory Controller".	Actions conform.

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	training and operational procedures of both services, so that it is followed consistently during future bushfire events.				
52	<u>Forestry settlements</u> A sub-plan of the ACT Emergency Plan should be developed to assist with the design of special arrangements to cater for the needs of ACT residents who live beyond the city bounds.	Agreed	64	The implementation of Farm FireWise (2007) targets fire awareness education of rural lessees and rural communities.	Actions conform.
53	<u>A more unified and independent emergency services organisation</u> The separate organisations that make up the emergency services group that is coordinated by the Emergency Services Bureau, and the associated arrangements, should be replaced by a statutory authority, the ACT Emergency Services Authority.	Not implemented		ESA established headed by Commissioner within administration structure of Department of Justice and Community Safety.	N.A.
54	The proposed authority should be headed by a Chief Executive Officer.	N.A.		Refer to response to Rec. 53.	N.A.

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55	The position of Chief Executive Officer should be advertised and filled on a contract basis before the enactment of the legislation. In this way the person appointed can contribute to formulating the legislation and the transition process can begin without delay.	N.A.		N.A.	N.A.
56	Upon the abolition of the Emergency Services Bureau, a small policy formulation unit should be established in the department that supports the Minister responsible for emergency management.	N.A.		N.A.	N.A.
57	<p><u><a href="#">The Emergency Management Act</a></u> The ACT's <i>Emergency Management Act 1999</i> should be reviewed with the aim of preparing legislation that provides as follows:</p> <p>§ In a declared state of emergency, the ACT Government should have the capacity to appoint as Territory Controller a person who is</p>	Agreed		The Emergencies Act 2004 incorporates the provisions detailed in Recommendation.	Actions conform.

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	<p>considered to be best qualified to take this role, having regard to the nature of the emergency or event giving rise to the declaration.</p> <p>§ The Controller shall have the capacity to delegate to a nominated person any or all of the powers that have been assigned under the instrument of appointment as Controller.</p> <p>§ The chair of the Emergency Management Committee shall be appointed by the Minister responsible for the administration of the Emergency Management Act.</p> <p>§ There should be a capacity for different levels of special powers and the capacity for escalation to be invoked to assist in the management of emergencies, having regard to the differing scales or types of emergencies that may arise or the changing nature of an emergency during its course.</p>				
58	<p><u><a href="#">The Bushfire Act and other Legislation</a></u> The <i>Bushfire Act 1936</i> should be</p>	Agreed		The Commissioner of ESA under the	<i>Actions conform.</i>

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	reviewed and redesigned to reflect contemporary needs, and the ACT Bush Fire Council's role should be re-expressed in the Act to more accurately describe its current activity.			Emergencies Act 2004 is required to ask for, and consider, ACT Bushfire Council's advice before exercising regulatory functions relating to bushfires.	
59	<b>Bushfires and Land Planning</b> A fire-abatement zone should be defined between the north-west and western perimeter of Canberra and the Murrumbidgee River and the foothills of the Brindabella Range.	Agreed		Bushfire Abatement Zones were defined in SBMP (Version 1) for these lands.	Actions conform.
60	A set of Bushfire Protection Planning Principles in relation to fire mitigation and suppression should be adopted and applied to future developments in the designated abatement zone.	Agreed		The Planning and Land Authority has adopted ' <i>Planning for Bushfire Risk Mitigation</i> ' as Planning Guideline under the Territory Plan.  It is noted that Guideline is currently being reviewed.	Actions conform.
61	The abatement zone should be declared a bushfire-prone area, and the requirements of the Building Code of Australia-in particular, its standards for bushfire-prone areas-should be applied to all future developments in the zone.	Agreed		Refer to response to Rec. 60.	Actions conform.

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PART B: ASSURANCE CHECK ON QUALITY OF IMPLEMENTATION FOR RECOMMENDATIONS FROM DOOGAN INQUIRY

NO.	RECOMMENDATIONS/ STATEMENT	RISK CAT.	ACT GOVT RESPONSE	RELATED RECOMMEND'NS FROM McLEOD REPORT NO.	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
1	<p><b>Administration</b> I recommend that the Attorney-General and the ACT Government - in consultation with the Chief Justice of the ACT and the ACT Chief Magistrate - take legislative action that would have the effect of funds being directly appropriated annually to the courts, preferably along the lines of the Commonwealth model as it applies to the High Court of Australia, the Federal Court of Australia, the Family Court of Australia and the Federal Magistrates Court. Alternatively, the funds be could be appropriated in accordance with the South Australian model, which has a separate Courts Administration Authority.</p>		Not agreed		As noted in Section 2 recommendations related to Administration (Rec. 1 - 7) considered to fall outside Project Brief and consequently not incorporated in this evaluation.	N.A.
2	I recommend that the ACT's <i>Director of Public Prosecutions Act 1990</i> be amended by repealing s. 6(d) of the Act.					N.A.

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3	I recommend that s.59 of the ACT <i>Coroners Act 1997</i> be amended by deleting the words 'by instrument' in s. 59(1) and by deleting the words 'by his or her instrument of appointment' in s.59(2)(b).					N.A.
4	I recommend that s.47 of the ACT <i>Coroners Act 1997</i> be expanded to explicitly state that an inquest and inquiry are not adversarial in nature and are solely inquisitorial, with a view to establishing the truth.					N.A.
5	I recommend that the ACT Government consider amending the <i>Coroners Act 1997</i> to include what were ss. 56(1)(d) and 56(2)(c) of the 1956 Coroners Act.					N.A.
6	I recommend that the ACT Government commission a review of coroners' jurisdiction in order to determine whether that jurisdiction ought to be limited or expanded and, if so, to what extent.		Agreed			N.A.

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7	<p><u><a href="#">The Emergency Services Agency</a></u> That the Emergency Services Agency be removed from the Department of Justice and Community Safety and transformed into an independent statutory authority reporting directly to the responsible Minister. I note in this regard that Mr McLeod made a similar recommendation, and I endorse it unequivocally. Placing the agency within a government department puts unnecessary layers of bureaucracy between the agency and the responsible Minister, and the bureaucrats concerned usually have no special knowledge of or experience in emergency management, regardless of their seniority in the bureaucracy.</p>		Not agreed	53	<p>Recommendation not agreed by Government ESA incorporated within administration structure of Department of Justice and Community Safety.</p> <p>It is noted that the Emergency Act 2004 requires operational decisions to be made by Commissioner and officers of Emergency Services Agency.</p> <p>From discussions with senior staff of Emergency Services Agency the current arrangements are considered to be working in satisfactory manner.</p>	N.A.
8	That the Emergency Services Agency be relocated into accommodation that is purpose-built and more suited to the agency's operations than the		Agreed	19, 22	<p>Emergency Services Agency currently consolidated in upgraded facilities located at Curtin, ACT.</p> <p>Plans to relocate ESA into purpose built</p>	SAR to finalise and implement ACT Government agreed plans for accommodation of

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	current facility at Curtin.				accommodation have not been finalised.	ESA in purpose built facility. Responsibility: ESA
9	That the Emergency Services Agency adopt a more rigorous risk management approach to incident management and prediction - with particular emphasis on the development of improved community information strategies and protocols.		Agreed		The ESA has developed and is implementing enhanced risk management approaches to bushfire management as evidenced by SBMP (V1), draft of SBMP (V2, BOPs and in-preparation sub-regional bushfire plans.  In the areas of incident management and prediction, risk management processes could be enhanced by formal development and implementation by IMT of detailed processes which integrate bushfire management strategies with actions undertaken in other plans and effective communication of this knowledge to the community.	MAR to embed more rigorous and formalised risk management approaches in incident management and prediction of bushfire threats, and the effective communication of knowledge to community in a timely manner.  Responsibility: ESA
10	That before each fire season the Emergency Services Agency, in conjunction with the Bush Fire Council - and after consultation with the relevant ACT agencies, the Bureau of Meteorology, relevant NSW agencies and the community - conduct a qualitative risk		Agreed		The ACT RFS, as part of Pre-Season Checklist process, conducted a Pre-Season Workshop in November 2008 to discuss issues relevant to upcoming season. Attendees at Workshop included ACT RFS, ACT FB, other agencies, Communications Centre Manager and BOM.	SAR, to incorporate within Pre-season Checklist processes, explicit linking of qualitative risk analysis of prevailing and forecast conditions, and circumstances for

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	analysis of the conditions and circumstances prevailing and forecast and develop strategies to ensure heightened preparedness during seasons identified as severe.				<p>The Workshop was informed by maps produced by Bushfire CRC and BOM "Fire Potential Outlook for Australia 2008-2009".</p> <p>No evidence that ESA has explicit procedures to link qualitative risk analysis of the prevailing and forecast conditions and circumstances with strategies to ensure heightened preparedness during season identified as severe.</p>	<p>upcoming season with strategies to ensure heightened preparedness during season identified as severe.</p> <p>Responsibility: RFS</p>
11	That regular periodic reviews be undertaken of changes made to the operational and management arrangements for dealing with wildfires and other emergencies in the ACT, to ensure that those arrangements continue to comply with the Australian Inter-Agency Incident Management System Incident Control System.		Agreed	20	<p>ESA Policy for Incident Response and Co-ordination recently reviewed and reissued (6/1/09).</p> <p>The ESA conducted the initial integrated multi-agency exercise (involving ACT organisations of SES, RFS, TAMS, and NSW RFS and NSW DEC) to simulate emergency command management utilizing AIMS-ICS between 14-15 October 2008 for Level 3 incident.</p>	Actions conform.
12	That appointments of personnel to functional positions within the incident management team be based solely on competence and experience and be made by		Agreed	20, 21, 22	<p>ESA policy for all appointments to IMTs be filled by competent and experienced people as specified by AIMS. Appointment protocols have been developed by ESA with Incident</p>	SAR to embed within Pre-season Checklist processes to ensure that uptodate register of personnel

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	the Chief Officer of the ACT Rural Fire Service or, in the absence of that officer, the Deputy Chief Officer of the ACT Rural Fire Service.				Controller making appointments to IMT based on skills, competence and experience as specified by AIIMS.	with required competencies and experience is maintained to guide appointments to IMTs. Responsibility: ESA/RFS
13	That senior officers of the Emergency Services Agency give greater recognition to the skills, knowledge and experience of people from other agencies - particularly the land management agencies - as well as rural residents and private individuals and use these people in roles commensurate with their skills and experience.		Agreed	21	As detailed in response to Rec. 12 the ESA has a policy of utilising available people with required competencies and experience independent of their professional roles.  In practice this policy could be strengthened in implementation by establishing and maintaining a central and comprehensive register of available people with required skills and experience.	SAR to establish and maintain comprehensive register of all persons with relevant competencies and experience available for incident management in ACT and the register form part of Pre-season Checklist. Responsibility: ESA/RFS
14	That training of all personnel involved with emergency services be under constant review.		Agreed	14, 25, 36	ESA implements a comprehensive training program. Program is under regular review. Adequacy of training a component of Pre-Season Checklist.  The effectiveness of training programs	SAR to align training programs with comprehensive training needs analysis covering whole of

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					could be strengthened by formal matching of participation in training programs with a training needs analysis for whole of ACT RFS responsibilities.	responsibilities and competencies required for ACT RFS. Responsibility: ESA/RFS
15	That courses and programs be conducted to increase the level of Incident Control System training and augment the expertise of people who are likely to perform functions in an incident management team.		Agreed	14, 36	ESA utilizes external agencies to deliver ICS training programs as required.  As noted in response to Rec. 14 effectiveness of ICS training could be enhanced by more formal linking of training to individually based training needs analysis.	MAR to link ICS training and related competencies with training needs analysis linked to resourcing requirements for different level incidents. Responsibility: ESA
16	That the Emergency Services Agency review the level of understanding among firefighting personnel of the latest information available nationally and internationally about wildfire behaviour and suppression and provide additional training if warranted.		Agreed	36	ACT RFS and ESA have extensive communication programs - using training sessions on results of Project VESTA, Pre-season workshops, on-going training and national and regionally based publications - to update fire fighting personnel on information relevant to wildfire behaviour and suppression.  In discussions with staff and volunteers anecdotal evidence that fire fighting personnel have difficulty in identifying	SAR to implement more user friendly access by fire fighters to relevant and practical information.

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					the useful components of information which is relevant to their roles from the vast quantity of information available.	Responsibility: RFS
17	That the ACT Government allocates sufficient funds to enable full-time and volunteer fire fighters to participate in relevant courses and programs.		Agreed	26, 36	Feedback from staff and volunteers of ACT RFS indicate that funding is adequate for fire fighters to participate in relevant courses and programs.	Actions conform.
18	That the Emergency Services Agency introduce a program with land management agencies in the ACT to ensure that maps of all public and private land in the ACT are subjected to regular review and amendment as required. Maps of a scale sufficient to facilitate fire management operations should be available in printed form and maintained on an electronic database capable of modification to add relevant features during firefighting operation.		Agreed	9	<p>Protocols have been developed and implemented between ESA and TAMS (Division of Parks, Conservation and Lands) to formalize arrangements for integrated and regular review and amendment of maps to facilitate fire management operations.</p> <p>Currently ESA is finalising a Project to update, enhance and make more user friendly mapping products, including pre-incident mapping formats, for use by emergency services and land managers in planning and operational activities.</p>	<p>SAR to finalise protocols between ESA and TAMS for provision of integrated and specified mapping products for use in fire management.</p> <p>Responsibility: ESA</p>
19	That an appropriate geographic information systems capability be maintained to enable the production of fire-specific maps		Agreed	9	ESA has technical resources and facilities to produce and distribute fire-specific maps in a timely manner.	Actions conform.



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	as the need arises and that personnel from the Emergency Services Agency and other agencies be trained in the operation of map production systems, so that maps can be modified to include fire-specific information as required.					
20	That the Emergency Services Agency review the communications systems used by the four services (the ACT Ambulance Service, the ACT Rural Fire Service, the ACT State Emergency Service and the ACT Fire Brigade), by the Australian Federal Police, by NSW emergency services and by aircraft and ensure the systems are compatible.		Agreed	36	<p>ESA has capability to deliver fully integrated interoperable communication system for all agencies (including NSW emergency services) and aircraft involved in fire management.</p> <p>During interviews with staff and volunteers indication that additional training is required to strengthen the capability of staff to utilize the benefits of the integrated communication system.</p>	<p>SAR to increase opportunities for staff and volunteers to gain operational experience in the effective use of integrated communication systems during bushfire conditions.</p> <p>Responsibility: RFS</p>
21	That version 2 of the Strategic Bushfire Management Plan be completed and introduced without delay.		Agreed	1, 3	<p>Version 2 of Strategic Bushfire Management Plan is due for completion in 2009.</p> <p>It is noted that SBMP (V2) was initially scheduled for release in July 2005.</p>	<p>MAR to finalise SBMP (V2).</p> <p>Responsibility: ESA</p>
22	<u>Resources and Strategies</u> That, because of the small		Agreed in		The ACT Government has established	Actions conform.

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	<p>jurisdiction of the ACT (equivalent to one fire district in NSW) the ACT Government consider all possible options for the provision of fire services to the ACT, among them</p> <ul style="list-style-type: none"> <li>• subcontracting the provision of all fire services - or a part, such as bushfire services - to NSW firefighting services</li> <li>• including in the memorandum of understanding between the ACT and NSW mutual obligation arrangements</li> <li>• gradually integrating the ACT Rural Fire Service with the ACT Fire Brigade and establishing a single ACT fire service under a single management and command and control structure</li> <li>• along the lines of the Tasmania Fire Service and Victoria's Country Fire Authority.</li> </ul>		part		<p>the ESA (through the Emergency Act 2004) incorporating services provided by RFS, Fire Brigade, SES and Ambulance Service to manage emergency management in ACT.</p> <p>The ACT ESA and NSW RFS have developed and are implementing MOU related to co-operative bushfire management.</p>	
23	That priority be given to ensuring that the ACT has an adequate resource of remote area firefighting teams consisting of personnel with		Agreed	37	The ACT RFS has a target of maintaining 5 remote area fire fighting teams (RAFTs) incorporating 2 RAFTs from TAMS. All personnel are required to meet fitness and competency	Actions conform.

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	high levels of fitness and training in remote fire suppression.				requirements.	
24	That all firefighting agencies adopt a policy and practice that all fires in remote areas of the ACT be responded to as quickly as possible, with vigorous and sustained efforts made to suppress the fires and not leave them unattended - especially at night - unless there are compelling reasons relating to fire fighter safety or lack of resources.		Agreed in part	13	The ACT Government has a policy of responding to all remote area fires as quickly as possible consistent with ensuring the safety of fire fighters, and judgements on the appropriate actions to manage the fire within prevailing and forecast conditions and circumstances.	Actions conform.
25	That remote area firefighting resources be deployed to a fire in a remote areas as a matter of priority and in preference to the deployment of large tankers.		Agreed in part	37	ESA has policy of deploying resources (RAFT and/or air and tankers) based on operational and situational conditions associated with a bushfire.  The policy for deployment of RAFT resources in detailed in ACT RFS " <i>Remote Area Fire Guidelines</i> ".	Actions conform.
26	That helicopters be used wherever possible to facilitate the rapid deployment of remote area firefighting crews.		Agreed	13	Implemented. Also refer to response to Rec. 25.	Actions conform.

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27	That the Emergency Services Agency investigate and implement arrangements that will provide the capacity to use fire retardant in remote areas.		Agreed	17	Work is on-going by TAMS and ESA to finalise policy and identify areas where retardants can be deployed. Currently ESA has no approved policy for use of fire retardant in remote areas.	MAR to implement approved arrangements for use of fire retardant in remote areas. Responsibility: ESA in consultation with TAMS.
28	That the Emergency Services Agency give priority to ensuring it has guaranteed access to an adequate number and type of bulldozers, as well as experienced operators, during the fire season, for immediate deployment as required.		Agreed		TAMS has annual contract for provision of two D4 dozers plus grader. Heavy equipment, operated by experienced personnel, is available for immediate deployment based on levels of readiness.  Contractual arrangements between ESA and TAMS need to be implemented to ensure that heavy equipment contracted by TAMS meets ESA requirements.	SAR to finalise contract between ESA and TAMS to ensure that heavy equipment contracted by TAMS meets ESA requirements, including suitability and availability criteria. Responsibility: ESA
29	That land managers ensure their staff are properly trained in the effective use of large bulldozers at wildfires and that staff are available to be assigned to supervise bulldozer operations.		Agreed		TAMS checks that staff have required competencies to effectively use and supervise bulldozer operations.  TAMS is currently developing a training course, using relevant material, to allow enhanced formal training in effective use of large bulldozers.	Actions conform.  SAR to finalise appropriate course delivery. Responsibility: TAMS

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30	That a review be conducted of the adequacy of training and the numbers of fire fighters experienced in performing effective, safe large-scale back-burning operations.		Agreed		No evidence was sighted that a review consistent with the intent of the Recommendation had been undertaken.	<b>MAR to conduct review as recommended.</b>  <b>Responsibility: RFS</b>
31	That the Emergency Services Agency reconsider and revise the arrangements that exist between the ACT Fire Brigade and Canberra airport in relation to the provision of assistance.		Agreed in principle		Negotiations between Commissioner ESA and Canberra Airport to review arrangements continuing.	<b>SAR to finalise negotiations and implement agreement.</b>  <b>Responsibility: ESA</b>
32	<b>Fuel Management</b> That a hazard-reduction program be introduced, involving regular and strategic burning in all areas of the ACT - including the catchment areas - with a view to having fuel-reduced areas in a pattern across the landscape, excluding only small areas of particular ecological or conservation importance.		Agreed in principle	1	The Strategic Bushfire Management Plan (SBMP) specifies the hazard-reduction policies and strategies to be followed in ACT. Sub-Region Plans, developed consistent with SBMP (V1), specify a targeted hazard reduction program to balance fuel reduction, requirement of ecological sustainability and community issues.  From discussions with staff of ESA, including ACT RFS, and TAMS there is an expectation that the processes being used to develop SBMP (V2) and implement sub-regional bushfire plans will facilitate the clarification of fuel	<b>MAR, in context of hazard reduction activities, to develop, implement and communicate processes and track on-ground outcomes - using risk management principles - which balance the diverse interests and multiple responses associated with:</b> <b>❖ Tradeoffs in the protection of</b>

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					<p>reduction policies and their on-going application across all land categories in ACT.</p> <p>No evidence was sighted that the levels of “strategic burning” called for by the Recommendation have been implemented in ACT.</p>	<p>ecological/social and physical assets;</p> <ul style="list-style-type: none"> <li>❖ Community understandings, expectations and acceptance of impacts and consequences of different levels of hazard reduction in terms of lifestyle and potential impacts on communities from different levels of bushfire threat;</li> <li>❖ Timely implementation arrangements.</li> </ul> <p>Responsibility: ESA</p>
33	That clarification be provided and information be made public in connection with hazard reduction proposed under the Strategic Bushfire Management Plan for the area designated ‘Land Management Zone’,		Agreed	2	<p>Refer to above response to Recommendation 32.</p> <p>It is proposed that the content of Sub-Regional Plans, which will incorporate specific and detailed hazard reduction work, will be accessible via web.</p>	<p>MAR required to finalise Sub-Regional Plans and incorporate information into Web-based systems.</p>

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	which appears to cover about 70 per cent of the ACT landscape and might be excluded from fuel-reduction burning.					Responsibility: ESA/TAMS
34	If it is not part of the proposed version 2 of the Strategic Bushfire Management Plan, that the plan be revised to provide for a fuel-reduction burning regime in the 'Land Management Zone' that is equivalent to that contemplated for the corridors designed as the 'Landscape Division Zone' and that the regime involve burning areas in rotation to achieve an appropriately varying fire age spectrum across the entire landscape.		Agreed in principle		SMBP (V2) has not been finalised. Consequently not able to assess the intent of Recommendation has been incorporated into SBMP (V2).	MAR to finalise SBMP (V2) and provide evidence on actions specified in Recommendation.  Responsibility: ESA
35	That responsibility for fuel management lie with the land management agency that controls the area and that land managers be given authority to implement prescribed fuel-reduction burns within their area.		Agreed	6	Although simplified approval processes for approving fuel reduction burns are being developed, processes have not been finalised.	SAR to finalise policy on processes and authorities to approve prescribed fuel reduction burns.  Responsibility: RFS

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36	That prescribed burning operations be conducted according to agreed standard burning prescriptions.		Agreed in principle	2, 6	ACT RFS and TAMS have agreed standards for prescribed burning operations which are applied templates. The standards have been informed by standards in Victorian <i>"Code of Practice for Fire Management on Public Land"</i> .	Actions conform.
37	That the Emergency Services Agency has authority over the land management agencies and other landholders in order to implement preparedness and prevention measures - including fuel-reduction works where there are failures in compliance.		Agreed	6, 31	The ESA, under provisions of Emergency Act 2004, has authority to monitor and direct preparedness and prevention measures over land management agencies and other landholders.	Actions conform.
38	That a program be implemented to ensure that existing fire tracks and trails are cleared and accessible at all times and that a network of additional fire trails be established so as to allow direct fire suppression operations without undue delay in the event of a wildfire.		Agreed in principle	7, 11, 12	The SBMP (V1) identified strategic access requirement for ACT. ACT Government has a policy of establishing a network of additional trails to allow direct fire ground access to all areas. ACT fire access policy (detailed in "ACT Rural Fire Service Guidelines for Bushfire Access in the ACT") specifies that "a fire access network will be established and maintained across ACT that balances a risk-based assessment of fire access requirements with	SAR to strengthen alignment between strategic intent of plans and timely on-ground outcomes.



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					<p>protection of biodiversity, soil, aquatic, catchment, cultural and aesthetic values”.</p> <p>BOPs provide opportunities to detail the annual maintenance of trails and other access requirements.</p> <p>TAMS as part of Pre-Season Checklist by ACT RFS reports on status of access for all trails.</p> <p>SBMP (V2) is currently considering requirement for new and revised trails.</p> <p>To test the strength of alignment between current levels of fire access and the levels envisaged in SBMP (V1) it would be beneficial to evaluate the outcomes for roads/trails detailed for new alignment and/or major upgrade identified in Map 9, SBMP (V1).</p>	<p><b>Responsibility: RFS</b></p>
39	That it be a matter of policy and practice that the relevant land management agency is responsible for the initial response to any fire or fires on the land under its care or management - within the overall operational response of		Agreed	32	<p>Generally addressed by requirement of S120 of Emergency Act 2004.</p> <p>Specifically ESA’s policy is that nearest available crews will be dispatched to fire.</p> <p>Currently outstanding issue to clarify</p>	<p>SAR to finalise Commissioner’s guidelines between ESA and TAMS detailing processes for involvement of TAMS staff in initial response on land</p>

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	the ACT Rural Fire Service.				response protocols with TAMS.	managed by TAMS. Responsibility: ESA
40	That the policy and practice just recommended be the subject of a memorandum of understanding between the Emergency Services Agency and the Department of Territory and Municipal Services (previously the Department of Urban Services) or other relevant department or agency, so as to ensure that the land management agency on whose land a fire starts has responsibility to respond immediately to that fire in accordance with the applicable standards for weight of response. Further, the land management agency should be responsible for efforts to suppress fire until such time as it becomes clear that the suppression task is beyond the capacity of the agency, at which point the ACT Rural Fire Service should assume direct responsibility for coordinating the ongoing response.		Agreed in principle		Refer to response to Rec. 39.	Refer to response to Rec. 39.

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41	That public land management agencies ensure that their senior personnel have appropriate experience in fire management and are provided with adequate resources and suitably experienced and trained staff to effectively implement fire management programs.		Agreed		TAMS (as land management agency) has identified in its organisational structure a number of senior positions where fire management skills are required.  TAMS also provide targeted training for staff in fire management resourcing and as detailed in 2008/2009 BOP.	SAR to maintain an uptodate register of TAMS staff with relevant competencies and experience to perform fire management roles.  Responsibility: TAMS
42	That senior officers in the Australian Federal Police and the Emergency Services Agency maintain regular and meaningful contact during fire emergencies, to ensure full dissemination of information and thus facilitate the making of good operational decisions.		Agreed		Implemented through ACT Emergency Management Plan and "All Hazards" emergency management arrangements for ACT.  Also reinforced through protocols detailed in "Guideline for the Appointment of Territory Controller".	Actions conform.
43	<u>Liaison with Australian Federal Police</u> That the Australian Federal Police and the Emergency Services Agency agree on a policy on community safety and evacuation during bushfires, based on the Australasian Fire Authorities Council position		Agreed	51	ESA implements policy arrangements detailed in publications "Emergencies and the National Capital - A Resident's Guide" and "Bushfires and the Bush Capital - A Guide for the ACT". The policy incorporates AFAC's protocols.	Actions conform.

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	outlined in its paper Community Safety and Evacuation during Bushfires. Community education programs should incorporate advice on this, including the 'stay or go' policy.				Issues also addressed through protocol detailed in "Guideline for the Appointment of Territory Controller".	
44	That the Australian Federal Police and the Emergency Services Agency ensure that personnel in their respective organisations are fully briefed on the agreed policy on evacuations.		Agreed	51	Evacuation policy detailed in "Emergencies and the National Capital - A resident's guide".  Also procedures for various levels of incidents detailed in "Guideline for the Appointment of Territory Controller".	SAR required to conduct operational exercises to strengthen effective implementation of evacuation Policy.  Responsibility: ESA
45	<u>C0-operation and Liaison with NSW Authorities</u> That the Emergency Services Agency, with the support of the ACT Government, develop a single, new memorandum of understanding with the NSW Department of Environment and Conservation and the NSW Rural Fire Service, providing for liaison and joint operations as soon as it becomes apparent to whichever jurisdiction is managing a fire that the fire will probably affect the other		Not agreed	34	ACT Government's policy is for ESA to maintain separate MOUs with NSW RFS and NSW DEC. Current arrangements already provide for joint operations when bushfires occurs in either jurisdiction.	N.A.

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	jurisdiction. Joint operations should not be limited to when an incident occurs on both sides of the border, as is the current arrangement.					
46	<p>That the Emergency Services Agency, with the support of the ACT Government, seek to establish with the NSW Department of Environment and Conservation and the NSW Rural Fire Service a protocol that will provide for the establishment of a joint incident management team as part of unified control arrangements based on adoption of the following principles:</p> <ul style="list-style-type: none"> <li>the authority whose jurisdiction is more affected, or likely to be most affected, by a fire will appoint suitably qualified and experienced personnel to the main functional roles in the incident management team - incident controller, planning officer, operations officer and logistics officer - in accordance with its own</li> </ul>		Agreed in part	34, 35	<p>MOUs between ESA (ACT RFS) and NSW RFS and NSW DEC detail the management arrangements for bushfires which have assessed potential to impact on each others jurisdiction.</p> <p>The processes specified in MOUs are judged to conform with meet the intent of Coroner's recommendation.</p>	<p>Actions conform consistent with ACT Government response.</p>

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	<p>operational arrangements but in consultation with the authority of the other affected jurisdiction.</p> <ul style="list-style-type: none"> <li>• The authority of the other affected jurisdiction will appoint suitably qualified and experienced personnel to fill the positions of deputy incident controller and deputy to each of the main functional roles in the incident management team, as the size and complexity of the incident demands and in accordance with its own operational arrangements. This should, however, be done in consultation with the authority whose jurisdiction is most affected.</li> <li>• The arrangements contemplated by these provisions will be varied only with the consent of the chief officer or equivalent (or, in their absence, their deputy) of each affected authority, who will also be responsible for resolving any disagreement about which</li> </ul>					

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	<p>jurisdiction is most affected and about the appointment of personnel to incident management team functional roles as required by these provisions.</p> <ul style="list-style-type: none"> <li>• The arrangements should be made using a risk-based approach.</li> <li>• Facilities should be shared.</li> <li>• There should be a single, integrated planning process and a single incident action plan.</li> <li>• Planning, logistics and operations functions should be shared.</li> <li>• There should be a coordinated process for resource acquisition and demobilisation.</li> <li>• Common media and community information system and distribution strategies should be used.</li> </ul>					
47	That the ACT and NSW authorities conduct a comprehensive risk analysis based on the most up to date knowledge relating to fire		Agreed		MOU between ESA and NSW RFS details the cross-border arrangement for mutual support in resourcing bushfire management.	

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	behaviour and spread in order to establish the degree of risk to each others' jurisdiction from fires igniting in the other jurisdiction and to ensure that both jurisdictions remain fully informed and participate in risk assessments, the development of suppression strategies, and the development and dissemination of community information messages or warnings.				In practice there is liaison between jurisdictions (ACT RFS and NSW RFS and NSW DEC) on fires with potential to impact on each other's jurisdictions. However formal arrangements for comprehensive risk assessment and other actions detailed in Coroner's recommendation have not been implemented.	<b>MAR to formalise and implement planning structure for jointly undertaking on-going and comprehensive risk assessment impacts of potential fires on each other's jurisdiction.</b>  <b>Responsibility: ESA</b>
48	That measures be taken to ensure that ACT and NSW Rural Fire Service radio communications systems are integrated, so that ACT and NSW firefighting units can communicate with each other.		Agreed		Structurally radio communication systems of NSW and ACT are integrated. In practice protocols and on-going training needs to be implemented to enhance inter-operability of radio communication systems across jurisdictions.	<b>SAR to enhance and maintain capabilities of staff and volunteers to effectively utilise communication resources during bushfire operations.</b>  <b>Responsibility: ESA</b>
49	That protocols and arrangements between the ACT and NSW require that each jurisdiction be fully involved in examining and planning for the threat posed by any fire likely		Agreed		Although risk assessments are undertaken and shared by each jurisdiction the more rigorous joint risk management structure intended by the Recommendation is not embedded in protocols.	<b>MAR to establish and operationally implement protocol between ACT and NSW for assessing fire threats and co-</b>



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	to affect one or other jurisdiction and in coordinating the response to that fire.					ordinating response.  Responsibility: ESA
50	That formal protocols be developed and agreed with NSW authorities, so that a concerted effort that combines the resources of both NSW and the ACT can be brought to bear in the future - without impediment caused by lines on a map that make the ACT an island within the state of NSW.		Agreed	16	MOU between ESA and NSW RFS addresses these issues.  Integration of operational capacity between NSW RFS and ACT RFS have been strengthened by ACT ESA adopting NSW RFS training packages.	Actions conform.
51	<u>Community Consultation and Awareness</u> That the Emergency Services Agency take measures to ensure that the community regularly receives up-to-date information on the risk of bushfires.		Agreed	39	ESA implements a comprehensive community education program branded under Fire Wise. Communications with the community are supported by media announcements on individual and community safety issues during bushfires and hazard reduction burns.	Actions conform.
52	That the Emergency Services Agency establish annual targets for the introduction of community education programs and provide resources to conduct regular independent		Agreed	39	The ESA annually allocates resources for community preparedness programs.  The Bushfire CRC undertakes projects to access the effectiveness of community education and preparedness	MAR to track effectiveness of education programs in having individuals and communities increase their

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	assessments of the level of community preparedness engendered as a result of the programs.				<p>programs across Australia. The ESA utilises the results of these projects to refine community education programs for bushfire awareness including preparedness.</p> <p>Currently the ESA does not undertake regular independent assessment of the effectiveness of community preparedness programs. It is noted that ESA Business Plan 2007-2010 has a component to review effectiveness of public awareness and community education.</p>	<p>commitments and take appropriate on-ground actions to address potential bushfire threats.</p> <p>Responsibility: ESA in collaboration with ACT Bushfire Council.</p>
53	That implementation of the Bushfire Wise Program continue and include a letterbox drop of the updated Bushfire Information Booklet.		Agreed in principle	39, 40	<p>The Booklet "Bushfires and the Bush Capital - A Guide for the ACT" - an update of the Bushfire Information Booklet - was included as a supplement to Canberra Times on Sunday 10/10/2004.</p> <p>Current community education programs built around Fire Wise branding.</p>	Actions conform.
54	That consultations and negotiations occur between the Emergency Services Agency and the NSW Rural Fire Service to ensure that fire risk and safety messages to the community are coordinated. Maximum use		Agreed		<p>ESA and NSW RFS co-ordinate fire risk and safety messages to the community where there is potential for cross-jurisdictional impacts.</p> <p>Also ESA facilitates on-going community education across the ACT using the</p>	Actions conform.

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	<p>should be made of television and radio announcements throughout the ACT and southern NSW, consistent with NSW timetables for targeted programs in conjunction with the United Fire fighters Union ACT Branch and volunteer fire brigade representatives. The Emergency Services Agency should consider using ACT Fire Brigade staff and ACT Rural Fire Service volunteers to talk to groups in the community on request, thus furthering face-to-face community education in high-risk suburban areas of the ACT.</p>				<p>services of ACT Fire Brigades and ACT RFS volunteers.</p>	
55	<p><u>Warnings</u> That the Emergency Services Agency publicise and demonstrate the use of the Standard Emergency Warning Signal and provide to the community adequate explanation of the application of the signal. This should occur at least annually, in conjunction with any pre-summer fire awareness initiatives.</p>		<p>Agreed in principle</p>		<p>ESA has adapted and implements SEWS for educating and informing the community of bushfire threats.</p>	<p>Actions conform.</p>

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56	That the Emergency Services Agency staff the Media Unit within its Planning Section with professional, experienced information officers skills in dissemination of information and media management and liaison.		Agreed	39	ESA employs media professionals to strengthen the dissemination of information, and media management and liaison.	Actions conform.
57	That the Emergency Services Agency develop a clear policy for disseminating information to the public and the media in times of emergency and that, as required, that policy incorporate advance door-knocking of homes in the area affected, as well as regular broadcasts by local radio and television stations and regular updates on the relevant website - be that Canberra Connect or a different ACT government website - as well as the Emergency Services Agency's website.		Agreed	41, 42	<p>ESA has developed and implements policies and processes to disseminate information in times of emergency. (Refer to booklet "Bushfire and the Bush Capital - A Guide for ACT" and "Emergencies and the National Capital - A Resident's Guide").</p> <p>In practice during bushfire emergencies there are regular media broadcasts and updates on ESA websites. Door knocking is also undertaken when considered appropriate.</p>	Actions conform.
58	That the Emergency Services Agency conduct investigations - and liaise with emergency		Agreed	41	ACT Government has adopted the All Hazard Warning System.	Actions conform.

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	services agencies in other jurisdictions - in order to ascertain what technologies exist and are effective for use in disseminating warnings and associated information to the community of the ACT.					
59	That a system of public warnings that uses grid references shown on the maps in the Canberra telephone directory be adopted.		Agreed	40, 41	Public warning system has utilized grid references from Canberra Telephone Directory since 2004.	Actions conform.
60	<b>Buildings and Gardens</b> That the Canberra Urban Development Working Group referred to in Mr Peter Dunn's letter consider the report prepared by Mr Leonard and note particularly that the community awareness information currently available to householders in connection with measures they can take to better protect their homes from bushfires does not refer to the potential of wooden fences, conifers and outbuilding to contribute greatly to fire spread, particularly in suburban		Agreed		The intent of the Recommendation is met by the ACT Planning and Land Authority implementing "Planning for Bushfire Risk Mitigation" as a planning Guideline into the Territory Plan; implementation of Authority's "Residential Planning Guidelines" and specific bushfire risk assessments for all new residential areas.	Actions conform.

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	areas. Also noteworthy is Mr Leonard's evidence that the linear sitting of homes on house blocks in Canberra seems to be an important factor contributing to house-to-house fire spread and that this should be avoided in future developments on the urban fringe.					
61	That the ACT Government consider taking measures to implement the provisions of Australian Standard 3959, Construction of Buildings in Bushfire Prone Areas, for the ACT urban area.		Agreed in part		ACT Government requires all new buildings and renovations (exceeding 50% of size of current premises) to meet building standard of AS 3959 in declared bushfire high risk zone areas in ACT.	Actions conform.
62	That community education programs provide information about fire behaviour, urban design principles that contribute to a specific level of risk, and the benefits of fitting basic ember protection materials in areas at risk from bushfire.		Agreed		Community education programs provide information on fire behaviour, urban design and fire risks and protection of property from bushfires, including ember attack.	Actions conform.
63	That consideration be given when building to the positioning		Agreed		ACT Planning and Land Authority require where building and/or	Actions conform.

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	of outbuildings around residential structures such that their potential impact on the main structure is reduced.				development approval is required specific bushfire risk mitigation measures are applied.	
64	That the community be made aware of the risk presented by heavy loads of garden fuels and certain types of vegetation around their houses and take active, regular measures to reduce that risk.		Agreed	52	The community has been made aware of risks of heavy loads of garden fuels and certain vegetation types through publications and publicising booklets "Firewise Home Gardens" and "Bushfires and the Bush Capital - A Guide for ACT".	Actions conform.
65	<b>ACTEW AGL Protocols</b> That the ACT Government and ACTEW AGL jointly develop and implement protocols that will create a procedure whereby each of the water and sewerage, electricity and gas distribution networks, or parts thereof, can safely and promptly be manipulated, controlled, shut off, isolated or disconnected under emergency conditions.		Agreed		Protocols between ACT Government and ACTEW implemented (21/6/06). General co-ordination arrangement incorporated into ACT Government's "Guideline for the Appointment of Territory Controller". Specific protocols to be finalised.	Actions conform.
66	That community education programs include unambiguous information that at times of unusually high water demand		Agreed		Addressed in publication "Bushfire and the Bush Capital - A Guide for ACT".	Actions conform.

NO.	RECOMMENDATIONS/ STATEMENT	RISK CAT.	ACT GOVT RESPONSE	RELATED RECOMMEND'NS FROM McLEOD REPORT NO.	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
	there might be a drop in or loss of water pressure and it might be appropriate for residents who intend to remain and fight a fire to have auxiliary water pumps or booster pumps.					
67	<p><u><a href="#">2003 Inquiry by House of Representatives Select Committee</a></u> I recommend that, as appropriate, the ACT cooperate with the Commonwealth in the implementation of the committee's recommendations (The 2003 Inquiry by the House of Representatives Select Committee on the Recent Australian Bushfires) and, in particular, give careful consideration to adoption of the following recommendations:</p> <ul style="list-style-type: none"> <li>• recommendation 7- construction and maintenance of and signage for fire trail networks</li> <li>• recommendation 12- development of prescribed burning guides for national parks and state forests</li> <li>• recommendation 22 -</li> </ul>		Agreed in part		<p>In relation to the specific recommendations the following actions have been implemented:</p> <ul style="list-style-type: none"> <li>➤ <u>Rec. 7:</u> Signage and maintenance policy for fire trail network detailed in "Guideline for Bushfire Access in ACT" being progressively implemented through BOP.</li> <li>➤ <u>Rec. 12:</u> Refer to response to Rec. 36.</li> <li>➤ <u>Rec. 22:</u> Implemented.</li> <li>➤ <u>Rec. 29:</u> Refer to response to Rec. 24 and 25.</li> <li>➤ <u>Rec. 35:</u> Refer to response to Rec. 20.</li> <li>➤ <u>Rec. 44:</u> not implemented</li> <li>➤ <u>Rec. 48:</u> Refer to response to Rec. 61.</li> <li>➤ <u>Rec. 51:</u> Bushfire Clean-up Day conducted in 2004.</li> <li>➤ <u>Rec. 52:</u> ACT had adopted AFAC's</li> </ul>	<p>Actions conform subject to consideration of actions specified for related recommendations.</p>



NO.	RECOMMENDATIONS/ STATEMENT	RISK CAT.	ACT GOVT RESPONSE	RELATED RECOMMEND'NS FROM McLEOD REPORT NO.	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
	<p>participation in a review of occupational health and safety legislation as it affects the proper and effective functioning of bushfire services</p> <ul style="list-style-type: none"> <li>• recommendation 29 - a commitment to rapid initial attack on wildfires</li> <li>• recommendation 35 - compatibility of communications equipment</li> <li>• recommendation 44 - exemption of volunteer fire fighters from paying firefighting levies</li> <li>• recommendation 48 - regular risk assessments of controlled land to ensure that bushfire-prone areas are accurately identified and suitably managed</li> <li>• recommendation 51 - creation of a bushfire awareness and preparedness day, similar to Clean Up Australia Day</li> <li>• recommendation 52 - adoption of the Australian Fire Authorities Council's suggested evacuation</li> </ul>				evacuation policy.	

NO.	RECOMMENDATIONS/ STATEMENT	RISK CAT.	ACT GOVT RESPONSE	RELATED RECOMMEND'NS FROM McLEOD REPORT NO.	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
	protocol					
68	<u>The ACT Sustainable Rural Lands Group</u> That the views and concerns expressed by the ACT Sustainable Rural Lands Group be taken into account when implementing the recommendations of this report.		Agreed		The ESA has considered the issue raised by the ACT Sustainable Rural Lands Group in development of SBMP (V1).	Actions conform.
69/70	<u>An Implementation Taskforce</u> That, if he is willing to participate, Mr John Lowe be made a member of the implementation taskforce to which I refer in recommendation 70. and That a taskforce be established to give effect to the recommendations in this report.		Not agreed		ACT Government did not establish Task Force.  ACT Bushfire Council allocated responsibility to implement ACT Government's response to Recommendations.	N.A.
71	That the taskforce review the extent to which the recommendations in the McLeod report have been implemented in order to ensure implementation of those not yet implemented.		Not agreed		Refer to Appendix 3 of this Report for assessment of implementation of McLeod Report Recommendations.	N.A.

NO.	RECOMMENDATIONS/ STATEMENT	RISK CAT.	ACT GOVT RESPONSE	RELATED RECOMMEND'NS FROM McLEOD REPORT NO.	IMPLEMENTATION ACTIONS	JUDGEMENT ON QUALITY OF IMPLEMENTATION
72	That the taskforce review the recommendations of the seven reviews of the Emergency Services Bureau carried out before the McLeod inquiry to ensure implementation of any of those recommendations that remain relevant but have not been implemented.		Not agreed		ACT Bushfire Council has responsibility to consider the implementation of any recommendations of previous reviews.	N.A.
73	If they are willing and available to participate, that the taskforce's membership include Mr Phil Cheney, Mr Tony Bartlett, Mr Val Jeffrey and Mr John Lowe.		Not agreed		Not considered relevant.	N.A.

### Analyse the Risks

Table NUMBER. Matrix used in the bushfire risk assessment. This matrix is consistent with Australian Standard AS/NZS 4360:2004.

LIKELIHOOD		CONSEQUENCES				
		Insignificant	Minor	Moderate	Major	Catastrophic
Human Life	Limited and minor injuries. <i>Forests, parks and reserves.</i>	Isolated injuries <i>Recreation nodes and other human congregation areas.</i>	Single death; small number of life threatening injuries. <i>Rural area</i>	Small number of deaths and life threatening injuries <i>Rural-residential and community leases</i>	Large number of deaths and life threatening injuries. <i>Urban interface areas and rural villages</i>	
Property	Destruction of damage to an isolated structure. <i>Isolated structures</i>	Destruction of damage to a small number of houses or other property. <i>Rural area</i>	Destruction of damage to a moderate number of houses or other property. <i>Rural-residential and community leases</i>	Destruction of damage to large number of houses or other property. <i>Urban interface areas and rural villages</i>		
Community infrastructure and essential services (water, gas, electricity, sewerage, telecommunications)	Short term disruption to residences or businesses.	Long term disruption to a small number of residences or businesses.	Long term disruption to a moderate number of residences or businesses.	Long term disruption to a large number of residences or businesses.		
Agriculture and Primary Production		Localised reduction in biodiversity in rare and threatened communities due to fire intervals outside biodiversity thresholds or the burning of the unburnt refuge in the southern area of Namadgi NP.	Medium term impact which requires the implementation of contingency planning to manage. <i>Cropping and grazing lands.</i>	Irreversible or long term impacts such that the enterprise will no longer be viable for a number of years. <i>Pine Plantations, vineyards, olive groves</i>		
Biodiversity and rare and threatened species and communities	Fire intervals that are outside biodiversity thresholds (excluding rare and threatened communities).	Extinction of a rare or threatened species or community from the ACT or the landscape.	Extinction of a rare or threatened species or community from Australia or extinction of a species within Australia.			
Cultural Heritage	Destruction of features of low significance in the ACT.	Destruction of features of moderate significance in the ACT.	Destruction of damage to features of high significance within the ACT only.	Destruction of damage to internationally/nationally significant features.		
Water Catchment	Burning of areas with low erosion potential outside of riparian zones within the Cotter catchment.	Burning of areas with low erosion potential within riparian zones > high erosion potential outside of riparian zones within the Cotter catchment.	Burning of areas with > high erosion potential within riparian zones within the Cotter catchment.	Burning of highland bogs which act as water stores and filters.		
Almost Certain	> 1 in 10	Moderate	High	Very High	Very High	
Likely	1 in 10 - 20	Moderate	High	High	Very High	
Possible	1 in 20 - 50	Moderate	High	High	High	
Unlikely	1 in 50 - 100	Low	Moderate	High	High	
Rare	< 1 in 100	Low	Moderate	Moderate	High	

## Appendix 2. Table for management of risks

### PART A. Inherent Risk Matrix - source Draft of SBMP (V2)

## Appendix 2 (Cont) Tools for management of risks

### PART B. Effectiveness of Controls Matrix

	Rating *	Scale	Description
Adequate	Excellent	1 or 2	Risk management systems, process controls and procedures in place and <b>can be relied upon to prevent risk materialising.</b>
	Good	3 or 4	Risk management systems, process controls and procedures in place and <b>can be relied upon to mitigate or detect risk materialising in most circumstances.</b>
Inadequate	Moderate	4.1 to 6	Majority of risk management systems, process controls and procedures in place. <b>Basic risks will be controlled some of the time.</b> However, scope exists to improve controls.
	Weak	7 or 8	Basic risk management systems, process controls and procedures in place. <b>No guarantee risk will be controlled.</b>
	Unsatisfactory	9 or 10	Controls do not exist or else are not operating effectively. <b>Risk will not be controlled.</b>

### PART C. Residual Risk Table

