

South Australian Fire Emergency and Rescue

A SAFER COMMUNITY

Discussion Paper - September 2014



Government of South Australia

A SAFER Community | Discussion paper
Prepared September 2014

We would like to acknowledge the contribution of emergency services sector volunteers, staff and associations in the preparation of this discussion paper. Their contribution at the consultation forums across the state was extremely valuable in gaining and understanding of the complexities of the sector.

We also acknowledge the time to prepare, often detailed submissions, which outline a number of views to consider as part of the reform process.

We look forward to a continuing positive working relationship.



Message from the Minister



South Australia is reforming its fire and emergency services sector. Our overall goal is to improve community safety outcomes by increasing the effectiveness and efficiency of the fire and emergency service agencies and the way volunteers and paid staff work together within the sector. Most importantly, we want to create a safer community by providing a cohesive integrated organisation for service delivery, governance and accountability.

In embarking on this reform process, we are committed to engaging with and listening to our people, the volunteers and staff who serve in our emergency services, listening to the needs and wants of the communities we support, and working more closely with our key partners that help us prepare for and respond in times of crisis.

We are committed to ensuring any reform will improve community safety outcomes to help save lives and reduce the personal trauma and hardship that accompanies severe emergency events.

My focus for this process is to improve support arrangements for front line services, both volunteer and paid, by ensuring our structures can deliver proper cooperation, collaboration, governance and value for money within sector.

I envisage that this can be achieved by establishing a single agency delivering different frontline services, reducing red tape and back office duplication, balancing community facing services according to community risk, and reallocating freed-up resources to bolster highest priority areas.

Hon Tony Piccolo MP
Minister for Emergency Services

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EXECUTIVE SUMMARY

The purpose of this Discussion Paper is to provide an overview of the state-wide engagement process led by the Minister for Emergency Services on possible reform to the South Australian Emergency Services Sector and what was heard during that process.

The discussion paper is also a further opportunity for individuals and organisations to make comments on reform and any likely impacts including perceived costs or benefits that may be realised should the proposed reforms be adopted. Information on how to make a submission can be found on page 26.

The key drivers for this reform process stem from a need to respond to the recommendations from the Holloway review (2013) which included “That the MFS, CFS and SES be incorporated into a departmental structure under the direction of a Chief Executive...” as well as to achieve budget sustainability within the fire and emergency services sector.

The engagement process to date has been rigorous and has included sector and partner engagement forums, with face to face contact with over 1,500 volunteers and staff. Sector Unions, Volunteer Associations and other key partners were involved in the process from the beginning.

A clear outcome of the engagement process to date is there are opportunities to drive further efficiencies in the Emergency Services Sector without affecting the frontline service delivery. Currently there are four agencies involved (SAFECOM, MFS, CFS and SES), all with individual management hierarchies and often with duplication of resources in service delivery.

It is important to stress that there are no intentions to diminish frontline services and service delivery will continue as it does today. The message has been clear from staff and volunteers, ‘just let us get on with our role’.

Similarly, this process should not be seen as a cost savings exercise but rather be about ensuring the sector is appropriately structured to balance front line services according to community risk while supporting volunteers and staff, reducing duplication and improving interoperability and service delivery. Where savings are identified they should be earmarked to be reinvested into frontline support for volunteers and staff.

Throughout the engagement forums a preferred model, (see figure 3, page 22) has been presented where frontline services would remain the same but one organisation would be created from regional level up to a new Chief Officer with overall responsibility and accountability for the sector. If this model is supported, a two-stage process will be used to implement the revised model, with non-operational services integrating in July 2015, and operational management integrating in mid-2016.

The development of contemporary business streams (operations, operational support, corporate and strategy and compliance) will be complimented by a community facing resilience stream containing community safety, emergency management, media and public information.

The business model is described in this paper and will be the focus of discussions at a partner engagement meeting planned for early October. Subject to feedback from this paper and that meeting, a comprehensive business case will be developed and provided to government before the end of 2014 detailing structures, potential savings and any required legislative changes necessary. A small project team will complete this work.

INTRODUCTION

It is widely acknowledged that the agencies within the Emergency Services Sector (ESS) work extremely well together in a joined up manner during a large scale incident, so it seems logical to replicate what is already occurring on the ground by developing a single, integrated structure at the corporate level while maintaining the three existing services.

While still not perfect the collaborative way in which the sector now operates is regularly praised by the community and government. Other improvements in the delivery of corporate and other operational support functions have been achieved but too often are limited in success due to the constraints of the existing governance model.

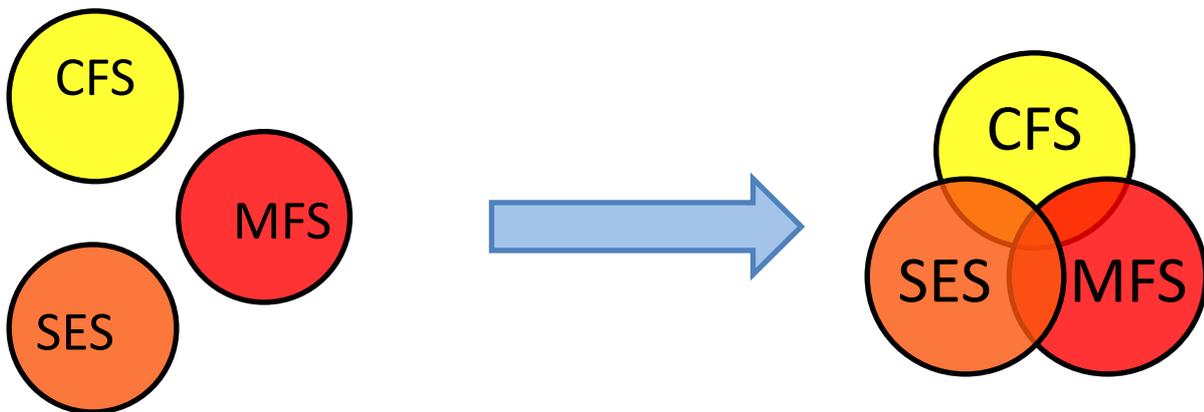


Figure 1: Existing and proposed relationship of the ESS

The sector as a whole has been subject to multiple reviews in recent years, both directly (as per Holloway review) and indirectly (as per evaluations against Victorian, Queensland, Western Australian and Tasmanian reviews post major incidents).

The sector has also been subject to internal change processes such as the introduction of the Community Safety Directorate and reviews of corporate services (Ernst and Young review). Broadly, the more integrated structure now being considered aligns with recommendations made in these various reports.

In the early 2000's there was often very limited collaboration in the ESS culminating in a major review (Dawkins) that led to the creation of the *Fire and Emergency Services Act*, bringing the sector together under a representative board.

It is therefore reasonable to say that the current governance model whilst having provided significant benefits, has reached its limit in being able to allow further evolution and adaptation of the sector and a new model is needed going forward.

“The time for change, serious change, is now upon us again – and has been for some time.”

Nick Brockhoff, CFS Region 1 and SES South

PROCESS TO DATE

A state-wide consultation program has been led by the Minister which has involved numerous meetings with agencies, volunteer and staff associations and unions, the SAFECOM Board, the State Emergency Management Committee and broader stakeholder groups. This process commenced with a peak roundtable meeting on 12 June 2014 where representatives from SAFECOM, CFS, SES, MFS, SAPOL, SAAS, DPC, and the relevant unions and volunteer associations met and agreed on a list of guiding principles for reform (Appendix 1) and on the consultation process.

A series of sector and partner engagement forums followed throughout June-August, with a focus on meeting with regional and metropolitan based members of the sector. The forums included staff and volunteer representatives from the MFS, CFS, SES, the relevant unions and volunteer

associations, as well as local SAPOL and SAAS involvement. Engagement has occurred with approximately 1,500 volunteers and staff from across the State. A second roundtable meeting was held on 14 August 2014 to consider the ideas, options, opportunities and risks identified through the engagement process. A full list of the locations where consultation meetings were held is provided in Appendix 2.

In addition to these meetings, submissions and comments were also invited from interested parties on the opportunities for reform as well as on the proposed approach and principles articulated at the various sector and partner engagement forums and roundtable discussions. Over 70 submissions have been received as part of this process. Feedback was broad and varied, but overall very positive, with a number of good ideas and suggestions from a large number of people.



Governance

WHAT WE HAVE HEARD DURING THE ENGAGEMENT PROCESS:

- Leadership – must be clear
- Risk based resource decision making
- Equity in resourcing across agencies
- Common operational boundaries
- Model needs to enable variation at frontline where/when community requests it
- Introduction of operational standards and their compliance (also linked to when service delivery model changes)
- Agencies funded directly inhibiting cross sector equity

Clear leadership that ensures equitable risk based resourcing across the State needs to be in place. Duplication of resources occurs and current legislation reinforces a ‘silo’ mentality. Currently, each Emergency Service Organisation (ESO) receives direct funding and then determines its priorities in relative isolation from one another (figure 2).

Concerns have also been raised about inconsistencies in resourcing standards between the three agencies for functionally similar systems and capability platforms. This in turn has led to questions of equity of service delivery to the communities of South Australia.

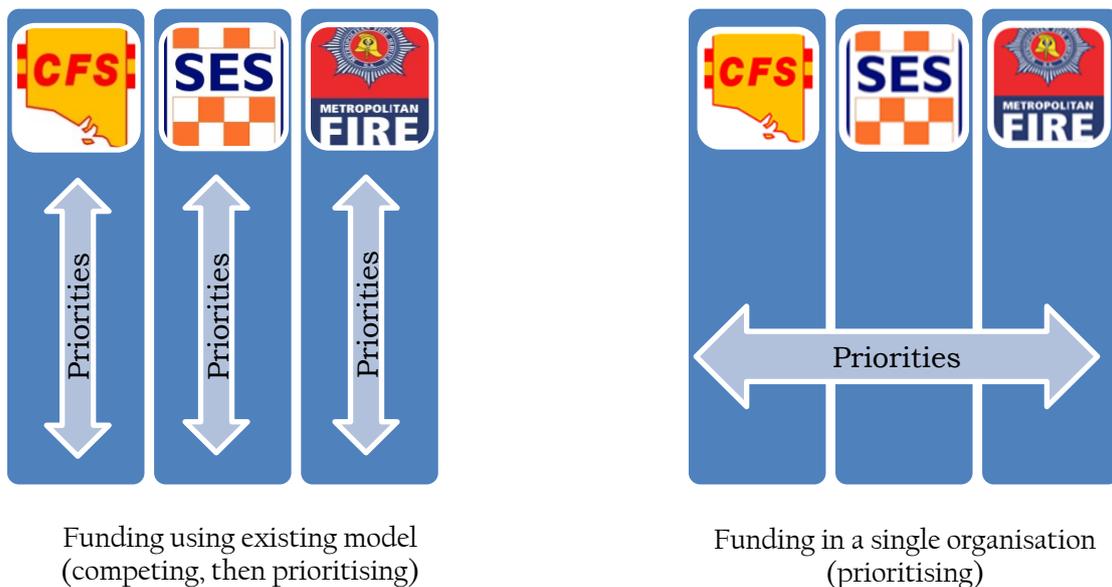


Figure 2: Existing and proposed funding arrangements

It is clear that the SAFECOM Board has met barriers in performing some of its legislative functions. This has been exacerbated by the direct funding of agencies which undermines the ability of the SAFECOM Board to make sector wide decisions when allocating resourcing.

The internal governance arrangements have also led to agencies seeking an individual approach rather than a more effective sector-based outcome.

Due to the representational nature of the SAFECOM Board, there is no single point of control for the sector. Instead the ESOs have been established as independent agencies by legislation and are therefore funded, and in the main managed, as though they are completely separate entities. This fosters internally focussed activities and although there has been progress in some areas, there are opportunities to improve coordination and collaboration across agencies.

“...it is essential, in my view, that there be one organisation to distribute the funding raised from the Emergency Services Levy, and that the distribution be made on the basis of risk to the community and workplace safety as the priority”

Mick Ayre, CFS Staff



Volunteers

WHAT WE HAVE HEARD DURING THE ENGAGEMENT PROCESS:

- Volunteer Charters enshrined in legislation
- Increase support to CFSVA and SESVA to allow improved/greater representation of volunteer needs
- Sector Advisory Committee reporting directly to Minister
- Model needs to enable variation at frontline where community requests
- Equity in gaining employment (current public sector policy can preclude non-government employees)
- Reduction of red tape for volunteers
- Increase in administration and other support to volunteers
- Incentives for volunteer employers
- Reposition the image of volunteers

With over 90% of the sector made up of volunteers, it is essential that the ‘voice of the volunteer’ is heard at the highest level. Currently there is volunteer representation on the SAFECOM Board, and in any future model there should be an opportunity for volunteers to have influence into sector wide decisions.

The sector is experiencing a long term decline in volunteer numbers which is being driven by broad demographic shifts as well as frustration with what is perceived as unnecessary red tape, a general lack of support resources and in some instances internal brigade/unit conflict. There are clear indicators that there is a greater administrative workload being placed on volunteers and that existing consultative mechanisms and grievance resolution processes could be improved.

“The review should look at the workload of volunteers as well as recruitment and retention of members.”

Philip Cornish, CFS Region 2

Volunteers and staff have reported that some employers are not willing to release volunteers for emergency duties. This is not only impacting on operational capacity, but acts as a disincentive for some people to volunteer at all.

Volunteers have also expressed concern about a lack of access for employment opportunities within the sector. Most government vacancies are advertised internally first before proceeding to public notice of vacancies. That is, only existing state government employees can initially apply, which means that CFS and SES volunteers are not eligible.

These challenges and concerns of volunteers are exacerbated by widespread concerns about a lack of recognition of emergency service volunteers and a perception amongst some of the members of the community that SES and CFS volunteers are paid employees of government.



Staff

WHAT WE HAVE HEARD DURING THE ENGAGEMENT PROCESS:

- Staff often have dual roles – corporate during normal times and operational during incidents
- SAFECOM resources ‘folded into sector’
- Relationships between staff and volunteers critical

Key staffing challenges centre on different industrial award provisions and the reduction of resources within SAFECOM. There are diverse and incompatible industrial relations provisions and human resource principles and practices across the sector. There is also a perception among some staff that these arrangements are inequitable.

Indeed, it is apparent that SAFECOM staff resources have been reduced to such an extent that it has led to ESOs introducing their own corporate resource which is not efficient but necessary to meet their accountabilities. This has

manifested in areas such as asset management, human resources and information technology.

“We need to ensure the roles are dual purpose – that the sector employees are prepared to become operational employees during major incidents and campaigns.”

Mark Hewitson, CFS Region 6



Operations

WHAT WE HAVE HEARD DURING THE ENGAGEMENT PROCESS:

- Common operational boundaries
- Model needs to enable variation at frontline where community requests
- Combining regional resources (rescue/fire) plus SAAS?
- Increasing trend to Farm Firefighting Units
- Paid CFS
- Over responding (tree down example)
- Defining incident response more precisely (tree down example)
- Clear command structure
- Regional/ frontline interface critical
- Further development of strike team concept
- Operational performance KPI's
- Opportunity for All Hazard IMT
- Regional Commanders selected based upon qualifications/experience/merit/volunteer management understanding
- Interface with forestry owners/responsibilities/accountabilities
- Amalgamate all frontline services
- Dual role of CFS/SES staff during major incidents

A particular challenge for the sector will be the alignment of operational models between the three ESOs. Although all agencies have agreed to the principles and functional approach articulated in the South Australian Common Incident Management Framework there are very different approaches to incident management particularly with respect to appointment of individuals to command and control functions.

“Multi-agency teams should not be based on uniforms or rank, but rather functional management embracing the skills, knowledge, training and experience of people from across the state.”

*Scott Turner, SES Staff and CFS
Region 1*

Within the MFS there are well defined and clear escalation pathways for the management of non-routine or severe incidents. This largely relies on the chain of command and a rank structure aligned to salaried positions. On the other hand the SES and CFS have

adopted functional approaches to the implementation of the framework where individuals are appointed to incident management roles based on a number of factors such as their skills, qualifications, accreditations, experience and availability rather than seniority within the day to day administrative structure. In many instances, incident controllers appointed by CFS and SES are volunteers and at times may be appointed from other ESOs or external agencies such as DEWNR. This is in stark contrast to the approach taken by MFS where rank within its service is the key factor.

There are other challenges that stem from arrangements where many non-operational staff also perform specialist incident management roles and are deployed from their day to day jobs to support incident management teams (IMT) and incident control centres during major events. Whilst this approach is essential under current resourcing arrangements (especially the volunteer based ESO) it does lead to significant business disruption during times of heightened operational activity. This issue is not easily addressed as there is also a need to increase capability and

capacity to support operations during multi-incident and campaign events. For example, resources for IMT, operational support and firefighting during January and February 2014 were largely exhausted by the end of the season and significant interstate support was required throughout the period.

Day to day operational arrangements at the brigade/station/unit level are hampered by arbitrary operational boundaries between the fire services which create barriers to responding appropriate resources to emergencies on a risk basis.

It is also clear that there is substantial duplication of effort within command and management structures across the

three ESOs as well as regional inconsistencies between the three agencies. This perhaps is the root cause for the inconsistent service delivery standards by which agencies are resourced and the lack of KPIs by which they are measured.

A perception amongst some that reform to operational response plans is due to a desire of ESO staff and volunteers to protect 'agency roles' or 'patches' rather than to provide the most appropriate emergency response. Specific reference to response arrangements involving fallen trees in a number of submissions has highlighted the challenges associated with existing arrangements in this regard.



Training

WHAT WE HAVE HEARD DURING THE ENGAGEMENT PROCESS:

- Triplication of resources due to three RTO systems
- Greater cross agency training opportunities
- Pre-requisite first aid training not consistent with other held qualifications
- Common cross sector training procedures
- Recognise and respect the role of volunteer trainers

The sector currently maintains three registered training organisations (RTO) triplicating efforts in several areas, especially relating to administration and compliance, and in the development and maintenance of up-to-date training resources.

The current approach also leads to inconsistencies between the three ESOs with regard to training requirements and approaches; with limited regard to other ESOs performing similar roles.

There is also demand for non-operational training in areas such as work health and safety, leadership and management, media and business and administration skills.

“For CFS, what we, the volunteer firefighters, really need is readily available access to training courses...”

David Fitch, CFS Region 1

Volunteers from regional areas are also concerned about a lack of access to training in their local areas and questions have been raised about the sustainability of maintaining two primary training facilities at Brukunga and Angle Park.



Community Education and Community Resilience

WHAT WE HAVE HEARD DURING THE ENGAGEMENT PROCESS:

- More emphasis on mitigation
- Support merging of strategic communications/community engagement
- Current inequity across the sector

There are clearly inefficiencies and duplication of effort in the delivery of community safety programs which take a siloed approach across hazards. For example, rather than having an overall emergency service community education message within a community, fire and flood educators are focussing on their specific hazard meaning that one person does fire and another person flood.

“We need to provide opportunity for prevention, community education and development assessment to be housed together in order to maximise the sharing of information to the community whilst minimising duplication of service delivery”

CFS Region 2 RVMC

There are also clear discrepancies and inconsistencies between hazard specific community engagement and preparedness programs. For example there is a difference in the resources provided for the bushfire focussed ‘*Prepare. Act. Survive.*’ program (centrally funded through CFS) when compared with the combined resources for *FloodSafe*, *StormSafe* and *HeatSafe* programs which rely on limited grants (largely from local governments) and ad-hoc sponsorships.

In terms of broader emergency management arrangements, there are challenges in sustaining the nexus between the national resilience and emergency management reform agendas and the programs delivered by the three ESOs. This is exacerbated by arrangements where boundaries for zone emergency management purposes are inconsistent with those for bushfire management committees and has led to a duplication of effort.

Similarly there is evidence of duplication of effort across programs, for example there have been instances of smoke alarm campaigns run simultaneously, but separately, by MFS and CFS.



Procurement and capital management

WHAT WE HAVE HEARD DURING THE ENGAGEMENT PROCESS:

- Compliance with Department for Planning Transport and Infrastructure (DPTI) standards increases costs
- Duplication of equipment
- Risk based budgeting
- Broaden scope of MFS engineering workshop
- Procurement/asset management centralised, procurement efficiencies
- Greater sharing (colocation) of building assets

There are inefficiencies within the sector associated with duplication of procurement and asset management activities and resources including staff across the ESOs.

One of the issues raised at the forums is the perceived additional cost and time delays on some projects undertaken by Government.

Agency-led capital acquisition programs have led to incompatible technology links within the sector and between the ESO and external stakeholders. For example whereas SES has recently committed to WEBEOC as its primary information and intelligence system, the CFS continue to invest in CRIIMSON and MFS have adopted Vector Command as its operational management platform.

A decentralised procurement approach across all four agencies minimises

opportunities for bulk purchase savings although it is accepted that local agency spending in communities is efficient (with a volunteer workforce) and stimulates regional economies and goodwill for ESOs. Nonetheless, the decentralised approach introduces challenges and risks from an accountability and governance perspective as procurement authorities from the State Procurement Board are delegated to the ESOs from the Chief Executive, SAFECOM.

“There should be a central store that all services use to simply place an order for what’s needed. All units then use the same gear.”

John Simpson, SES North Region



Administration and business support

WHAT WE HAVE HEARD DURING THE ENGAGEMENT PROCESS:

- Increasing administrative burden on volunteers
- Volunteers tend to just 'absorb' extra tasks and there are no measurements for what is 'enough'

“Provide an opportunity to consolidate administration and staff, allowing for increased administrative support to the Volunteers through increased staff numbers at regional levels”

Jarryd, CFS Region 1

There is a lack of strategic and business (corporate) services within the sector. This is largely due to FTE reductions

within SAFECOM which has resulted in reduced capacity to generate strategic advice to the Board or provide capacity to support the corporate activities and functions of the ESOs or SAFECOM office. There is a strong perception that this has increased the administrative burden on volunteers.

Concerns have been raised that there are increasing compliance requirements for all ESOs but that there are no measurements for what is 'enough' when it comes to increasing the administrative load on volunteer brigades, groups and units.



The Community Emergency Services Fund

WHAT WE HAVE HEARD DURING THE ENGAGEMENT PROCESS:

- Removal of remission and increased accounts being linked to volunteers/staff
- Remission reapplied to volunteers as incentive to volunteering

The Community Emergency Service Fund (CESF), which derives its revenue from the Emergency Services Levy (ESL), has been used since 1999 to fund the provision of emergency services in South Australia. It is collected by Revenue SA and the funds are used by a number of organisations as specified in the *Emergency Services Funding Act 1998*.

Government has removed the remission support from the ESL to support the Health budget due to changes in Commonwealth policy. While this means that individual household bills will increase, the emergency service sector budget remains unchanged. Therefore, except for pensioner concessions and minor collection cost charges funded directly by government, the ESL raises revenue for the entire emergency services budget.

As outlined in the *Emergency Services Funding Act 1998* **all of this revenue must be spent on emergency services.** In some ways this simplifies the funding model.

Views on whether volunteers should receive a reduction in the ESL have been raised at most forums – some for and some against. Whilst it is certainly acknowledged that the volunteers provide an enormous contribution to the Sector, and the community as a whole, a reduction in the ESL is not the solution. What this discussion has raised, is the need for an increased focus on volunteer recognition which will be addressed by the project team as part of the reform process.



Volunteer Marine Rescue

WHAT WE HAVE HEARD DURING THE ENGAGEMENT PROCESS:

- National regulatory reform
- Further integration with emergency services
- Local arrangements continue but transition to SES Unit model to enable further support
- Recommendations in Holloway report to provide VMR with powers to undertake their role

VMR associations operate in a similar manner to other volunteer ESOs, however they receive limited support from agency staff. Although, historically they have been very self-reliant, the gap between funding revenue and expenditure to provide the marine search and rescue (SAR) service is widening and reaching a critical point.

Comprising fourteen flotilla and in excess of 1500 volunteers, this issue has been exacerbated by the introduction of national reforms which have impacted upon vessel design specifications and training competencies required by skippers and crews for rescue vessels. Other national reforms are also imposing new additional requirements on VMR with respect to some of their community safety programs associated with delivery of accredited training to the public. For example although only one of the six VMR associations operates as a RTO,

new arrangements are being introduced which will require certain marine radio qualifications and all skipper and crew qualifications to be delivered and issued by an RTO.

Other issues highlighted in the Holloway review concern a lack of legislated authority to conduct activities as VMR is not mentioned in *Fire and Emergency Services Act 2005* and loosely operates under SAPOL direction.

This lack of integration means that individual VMR associations are not required to comply with some provisions of the *Work Health and Safety Act, 2012* due to them having no paid employees. This is not an issue in itself but the risk for medical expenses, rehabilitation and Work Cover compensation is carried by SES.



OPPORTUNITIES

Reform ideas from sector consultation

Sector reform discussions at a series of forums held across the State and with agency staff have led to the identification of a number of ideas from our people. Many of these have been recurring and provide a starting point for further exploration of a potential model for the fire and emergency services sector:

- A commitment to maintain agency branding and identity (SES, MFS, CFS and potentially VMR) at the brigade/unit/station/flotilla level.
- A commitment to strengthen consultative processes with volunteers – potentially through regulation.
- The desire for integration of the four agencies at some point above the unit/station/brigade level i.e. the sector should be integrated into one organisation, with separate agency specific frontline services.
- A strong regional presence supporting frontline staff and volunteers.
- The potential to align regional boundaries with state administrative areas, zone emergency management or SAPOL local service area boundaries.
- A single Chief Officer to lead an integrated agency delivering a mix of frontline services.
- A ministerial advisory council providing volunteer and staff associations with representation at the highest level.
- A single RTO and combined training team that respects, values and fosters volunteer trainers and assessors.
- Greater opportunities for flexible training delivery, including an expansion of e-learning capabilities across the sector.
- Increased co-location and sharing of facilities at the community level.



- A resourcing model that considers community needs and risk (rather than agency-specific needs).
- An ability for some brigades and units to combine into a community emergency services group subject to community needs and support.
- An opportunity to better support VMR flotillas by integrating them within the agency.
- The potential for the establishment of an independent volunteer advocate to support the agency and its volunteers in resolving disputes and grievances.
- The opportunity for better engagement with local emergency management arrangements through closer collaborative arrangements with councils.
- An opportunity to establish a metropolitan volunteer-based strike team to provide surge capacity for major emergencies.
- The establishment of a standards setting unit that both sets standards for service delivery as well as providing an audit and assurance function for emergency service capabilities.

It is within the context of these opportunities that potential models for the sector have been considered.

PROPOSED STRUCTURE

There has been a consistent theme emerging from stakeholders that supports the single point of leadership and integration of non-operational services. There is also strong support to retain the frontline service delivery model as currently exists with minor improvements such as realignment of boundaries consistent with the uniform state administrative boundaries which would simplify interoperability between agencies and other stakeholders.

Throughout the consultation process a preferred option (Fig 3) has been proposed. The option has the following characteristics:

- A single integrated agency under the leadership of a Chief Officer reporting directly to the Minister.
- A community focussed service delivery model relying on the retention of CFS, MFS, SES and VMR at the brigade/unit/station/flotilla level.
- Strong regional capacity and capabilities to support frontline personnel and the coordination of service delivery.
- A fully integrated agency from the regional-level to executive management.

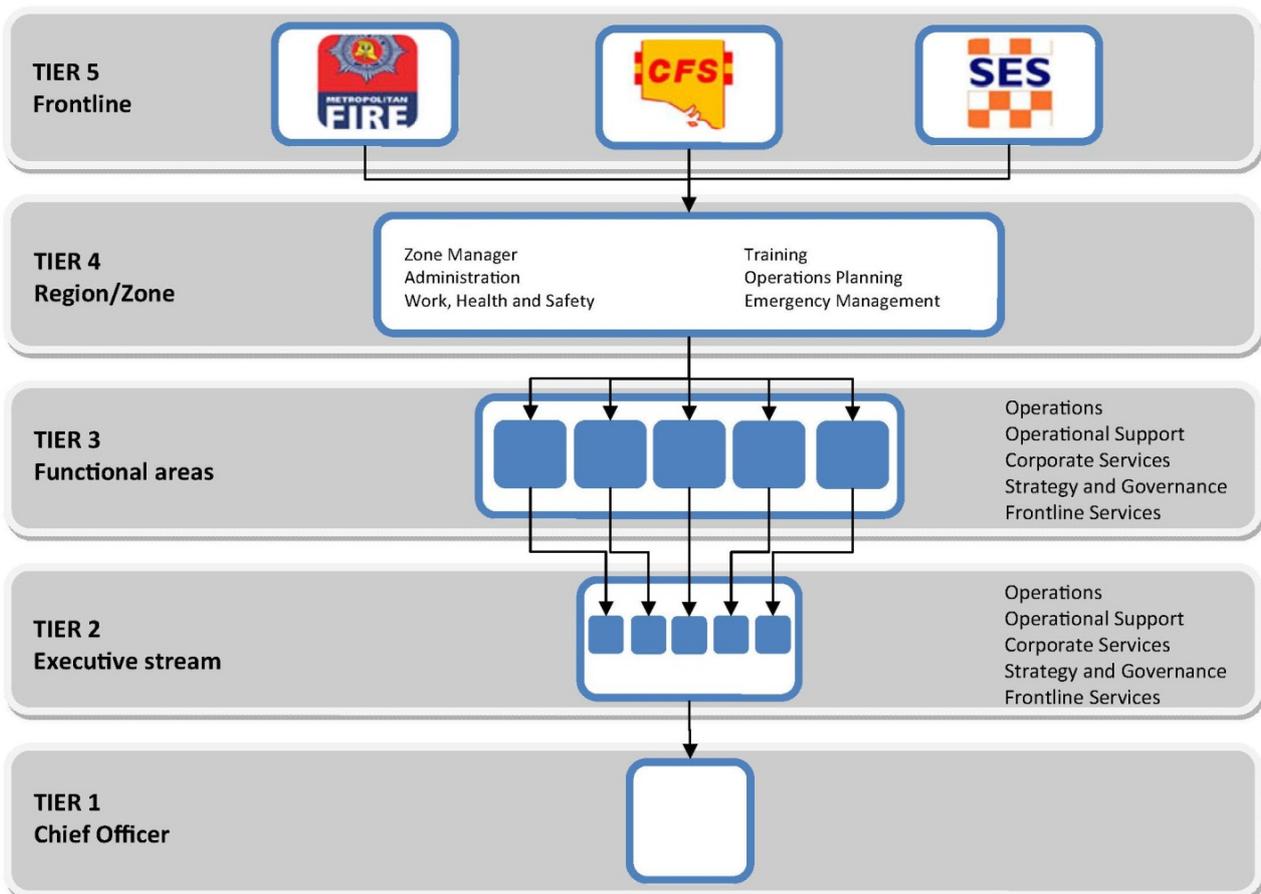


Figure 3: Proposed structure (overview)

In essence, the model reflects ‘one organisation and three services’ with the inclusion of VMR associations and their flotilla into the model at the service delivery level. This has been a consistent theme coming through from the engagement process.

At the frontline MFS stations, CFS brigades, SES units and VMR flotillas will continue to deliver services to their communities as they do today. The CFS service delivery will continue to include their current group level structure and processes.

The role of the regional or ‘zone’ level is to provide direct management and support for frontline brigade/unit/station/flotilla service delivery in the geographic area. This would include functions such as operations coordination, response planning, community engagement, volunteer support, administration and finance, work health and safety, emergency management and regional/zone management.

These functions would need to be coordinated across the state to ensure consistency in policy and process. Responsibility for state-wide functional coordination, policy and procedures, professional development and capability will rest with functional managers/team leaders. Provision of on-ground support services will most commonly be undertaken by officers physically out-posted to regional offices, under the day to day direction of the regional manager.

It is envisaged that the following functions will be coordinated centrally but delivered both regionally and state-wide:

- **State and Regional Operations** - This division would be responsible for operations on a state-wide basis and would provide direct supervision of those senior officers appointed to regional management roles.
- **Strategy and Governance** - This division would be responsible for

coordinating functions associated with Ministerial, Parliamentary and Cabinet liaison, national collaboration and coordination (a clearinghouse for the Law Crime and Community Safety Council (LCCSC), ANZEMC, AFAC, ACSES), policy and standards, strategic planning, research and analysis, legal and risk services, program evaluation, performance reporting, business analytics, media and corporate communications functions.

- **Operational Support** - This division would contain the sector’s operational support and learning and development business units. The learning and development unit could be responsible for learning and development for both staff and volunteers and the management of the sector’s training capabilities. This may include skills development, implementation of flexible learning technologies, trainer and assessor development, curriculum development, recognised prior learning and recognised current competency processes and RTO compliance. The operations support units could include functional areas such as the Comcen CRD and SACAD management, control and coordination centre management, SAGRN management, incident management capability coordination, logistics, emergency planners, specialist capability coordination units (such air operations, marine operations, urban search and rescue (USAR), hazardous materials and items response (HAZMAT), fire and incident investigation, research development and public information capabilities.
- **Corporate Services** - This division would support functions associated with administration and records, workplace health and safety, finance, human resources, information technology, assets and capital management and internal audit. A separate support service for volunteer grievance resolution and management of disciplinary matters is proposed as

a new capability for the sector and this could be administered through this division.

- **Community Safety & Resilience (Frontline Services)** – This division will bring together those staff involved in the delivery of community education and engagement programs (such as Prepare. Act. Survive., FloodSafe, Water Safety, Road Accident Prevention Program, Smoke Alarm programs etc.), Emergency management, volunteer services, zone emergency management and Bushfire Management Committee support, fire standards regulatory compliance

teams and Natural Disaster Resilience Program administration.

Each of these functions will be overseen by an Executive Director or Assistant Chief Officer and the new organisation will be led by a Chief Officer.

This model is considered a contemporary structure and the levels of management normal for an organisation of this size.

This model also is consistent with the guiding principles that were developed from the first Roundtable as reflected in Appendix 3.



PROCESS FROM HERE

Short term

A third roundtable will be held in early October. The purpose of the third roundtable is to engage with organisations that have a working relationship with the Emergency Services Sector, such as (but not limited to) Forestry SA, Primary Industries and Regions SA, Local Government Association, Department for Environment, Water and Natural Resources and SA Water. This discussion paper will also be distributed to these organisations.

A project team will be established to progress the reform agenda including the collation of the feedback from the Discussion Paper and roundtable three. This may include staff members seconded from agencies or the need to recruit people with specialist expertise. Skills that will be sought for this part of the process include specialists in: change management, industrial relations, workforce planning, strategic communication and organisational change. This group will prepare a business case for consideration by government later in the year.

Medium term

When there has been endorsement by government, in consultation with the SAFECOM Board the project team will be charged with the management of the reform process. A Project Reference Group will also be formed, which will be representational in its composition. Specialist working groups will be formed as needed to provide expert advice when considering specific business areas (training, procurement, community education) (Fig 4).

Due to the complexities of transforming the sector, it is proposed that the reform is implemented over two phases. It is anticipated that the first stage of changes will take place by 1 July 2015, including the recruitment of a new Chief Officer. These changes will focus on reform that can be made without legislative change (i.e. Machinery of Government changes) and will generally be of a corporate/administrative nature.

Long term

The second stage of the change process will focus on the operational aspects and is intended to commence 1 July 2016. The similar project management model (Fig 4) will be used and working groups formed to concentrate on operationally focussed matters.

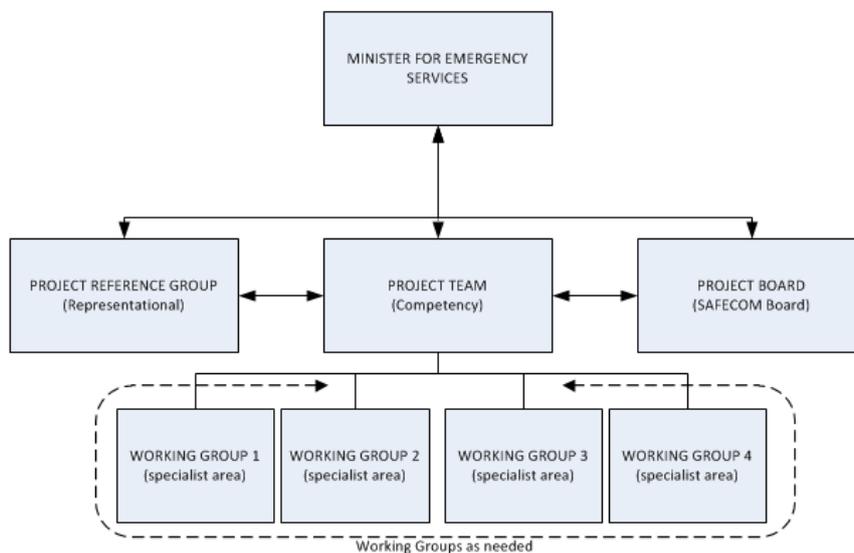


Figure 4: Governance Structure of Reform Process

CONCLUSION

Independent reviews and internal feedback is supportive of change. A very thorough engagement process involving over 1500 people has verified this. Since its inception, the current governance model has made strides in the right direction but it is time for a new structure to continue with reform.

Through the retention of our existing frontline service delivery model we can build upon our existing strengths of volunteers and staff by reinvesting savings from the creation of 'one

organisation, three services'. The timing and management of change are important factors and will be addressed in the project management of initiatives agreed to.

It is important that the cultures of our emergency services remains, but that a sustainable model for the future is created to continue to serve our communities in the most effective way possible, well into the future.

YOUR COMMENTS

The Honourable Tony Piccolo MP, Minister for Emergency Services would welcome your comments on the discussion paper, in particular on the proposed structure outlined in figure 3. Things you may wish to consider include:

- What should the Regional Offices look like (ie Tier 4)?
- Which functions should be included at the regional level?
- Where could the regional offices be located?
- How can consultation be maintained or strengthened (for volunteers and paid staff) in a single organisation with three frontline services?

All comments must be in writing and should be directed to:

The Hon Tony Piccolo MP
Minister for Emergency Services
GPO Box 668
ADELAIDE SA 5001
or to:
ministerpiccolo@sa.gov.au

Comments must be received by 5pm, Friday, 24 October 2014

Appendix 1 – Guiding Principles

- One integrated organisation to allocate resources and deliver services on a state-wide basis, reflecting state-wide risks
- Service equity
- Service efficacy
- Volunteer voice represented at the highest level
- Acknowledgement of the centrality of volunteering to the emergency services
- Maintenance of service delivery to communities
- No cut to pay and conditions to paid staff
- Equity in employment opportunities
- Structures to provide for ongoing, meaningful engagement of all stakeholders (including the community)
- Sector advisory committee to communicate/discuss reform
- Flexibility of delivery acknowledging that one size does not fit all circumstances
- Retain accepted incident management
- Recognise that brand and identity is important, but acknowledge possible overall organisation
- Make decisions based on evidence

Appendix 2 – Locations of Consultations

State-wide consultation program

Barmera
Pt Augusta
Clare
Noarlunga

Belair
Gawler/Barossa
Mawson Lakes
Hahndorf

Kangaroo Island
Mt Gambier
Pt Lincoln
Maitland

Sites visited

MFS Murray Bridge
CFS Murray Bridge
SES Murray Bridge
SAAS Murray Bridge
SAAS Tailem Bend
CFS Tailem Bend
CFS Jervois
CFS Jamestown
MFS/SES Complex
Riverland

CFS Waikerie
CFS Napperby
MFS Port Pirie
SES Port Pirie
CFS Parndana
SES/CFS Kingscote
VMR Kingscote
CFS Naracoorte
CFS Group HQ
Naracoorte

CFS/SES Mt Gambier
MFS Mt Gambier
CFS Ardrossan
CFS/SES Maitland
CFS Port Victoria
RVCP Port Victoria
CFS/SES Port Lincoln
MFS Port Lincoln

Other reform discussion

SAFECOM HQ
CFS/SES HQ
MFS HQ

VMR Council
SES UMAG Whyalla
UFU

CFSVA Management
Committee

In addition to 4 non-reform related events

Appendix 3 - Comparison of proposed model against guiding principles

Guiding Principle	One organisation, 3 services at the local level
<i>One integrated organisation to allocate resources and deliver services on a state-wide basis, reflecting state-wide risks</i>	Yes
<i>Service equity</i>	Yes
<i>Service efficacy</i>	Yes
<i>Volunteer voice represented at the highest level</i>	Yes – require Sector Advisory Council to be retained and enhanced
<i>Acknowledgement of the centrality of volunteering to the emergency services</i>	Yes – culture will change over time
<i>Maintenance of service delivery to communities</i>	Yes – possibly increase if savings realised
<i>No cut to pay and conditions to paid staff</i>	Yes – but industrial agreements will need to change
<i>Equity in employment opportunities</i>	Yes – if covered by same award/conditions
<i>Structures to provide for ongoing, meaningful engagement of all stakeholders (including the community)</i>	Yes – one representative for all hazards, rather than multiple representatives
<i>Sector advisory committee to communicate/discuss reform</i>	Yes
<i>Flexibility of delivery acknowledging that one size does not fit all circumstances</i>	Yes – service delivery model driven by frontline members
<i>Retain accepted incident management</i>	Yes – no change
<i>Recognise that brand and identity is important, but acknowledge possible overall organisation</i>	Yes – at the local level
<i>Make decisions based on evidence</i>	Yes

