

## CHAIRMAN'S REPORT

The emergency services environment within Australia continues to face major challenges from natural hazards, including bushfire and major storms. Western Australia is no exception and FESA, as a key emergency services organisation in this state, has continued an active involvement in shaping strategies to cope with existing and emerging threats.

Interagency cooperation continues to be a priority, both for improving Western Australia's capacity to cope with significant events, as well as for sharing industry knowledge and expertise. During 2009/10, FESA representatives participated in a range of projects and initiatives that aim to improve community outcomes. These included delivery of interagency incident management training in Victoria, coordination of interagency exercises to test capacity and capability to deal with significant emergencies, as well as national projects to improve data collection to support decision making processes. We also provided a team of operational personnel to assist Victoria with the response to major storms that affected that state in early March 2010, a timely preparedness exercise for the West Coast storm we experienced in Western Australia two weeks later.

Once again FESA was recognised as a leading emergency services organisation. We received an Australian Safer Communities award for the Winter Burning Program and were acknowledged by the Department of Treasury and Finance for our innovative procurement practices.

The development of a strategic research strategy this year is an important step forward for understanding future challenges and addressing them. This strategy will assist in ensuring that emergencies are managed in the safest and most effective way.

The role of volunteers in delivering emergency services in Western Australia cannot be overstated. It is also important to acknowledge the support provided by Western Australian employers in releasing their people to undertake this important role in keeping our community safe. The FESA Volunteer Employer Recognition Program is the first initiative of its kind in Western Australia to acknowledge that without the support of employers, sustaining volunteer membership would be much harder for emergency services organisations.

Western Australia's State Emergency Service celebrated its 50th anniversary this year. I offer my congratulations to all SES volunteers on reaching this significant milestone.

Finally, I acknowledge the valuable contribution to the governance of the organisation by my fellow Board members. I also especially extend my sincere thanks and appreciation to all FESA staff and volunteers for their professionalism and ongoing commitment to the organisation and the community of Western Australia.



**Allan Skinner PSM**  
BOARD CHAIR

## CHIEF EXECUTIVE OFFICER'S REPORT

The 2009/10 financial year is one that we will look back on with a sense of accomplishment. The enactment of amendments to the *Bush Fires Act 1954* and supporting regulations, improved public communication to support emergency management and a focus on ensuring our capacity and capability to manage bushfire risk across Western Australia were all key achievements that were delivered this year.

Operational personnel faced a number of significant challenges from natural hazards, with major incidents including Tropical Cyclone Laurence, the Toodyay bushfires, the West Coast storm and the Kalgoorlie-Boulder earthquake. Our incident management teams and staff and volunteers who responded to these incidents demonstrated a level of skill and expertise that deserves recognition.

The year will be remembered for the losses sustained, with 38 properties lost during the Toodyay bushfires, the significant damage caused by the hail and wild weather experienced during the West Coast storm, and the Kalgoorlie-Boulder earthquake. However, it is very important to remember that there was no loss of life or serious injury.

This year we focused on assessing bushfire risks across Western Australia, to ensure that wherever possible these risks are mitigated through prevention and the capacity to respond quickly and efficiently. Long-established programs such as the Kimberley Fire Management Program were continued, while new initiatives such as enhanced management of Unallocated Crown Lands and Unmanaged Reserves have been implemented. The receipt of additional funding for the ongoing provision of a second Type 1 helicopter to support bushfire response in the South West was also a key achievement. Enhanced support to local governments in managing their specific local risks was also delivered through the extension of the Community Fire Manager and Community Emergency Services Manager program.

Supporting our community stakeholders is a key priority. The introduction of enhanced communications systems, including StateAlert, upgrades to online information during significant emergencies and timely provision of information on Total Fire Bans and weather alerts have supported community members to improve their preparedness to deal with the risk they face during bushfires or other significant events.

Improved support for the more vulnerable members of our community has also been progressed with the finalisation of the FESA Indigenous Emergency Management Strategy. Additional funding for the implementation of this strategy in the 2010/11 budget will enable us to start addressing the gaps in the provision of emergency management services to Indigenous communities in Western Australia.

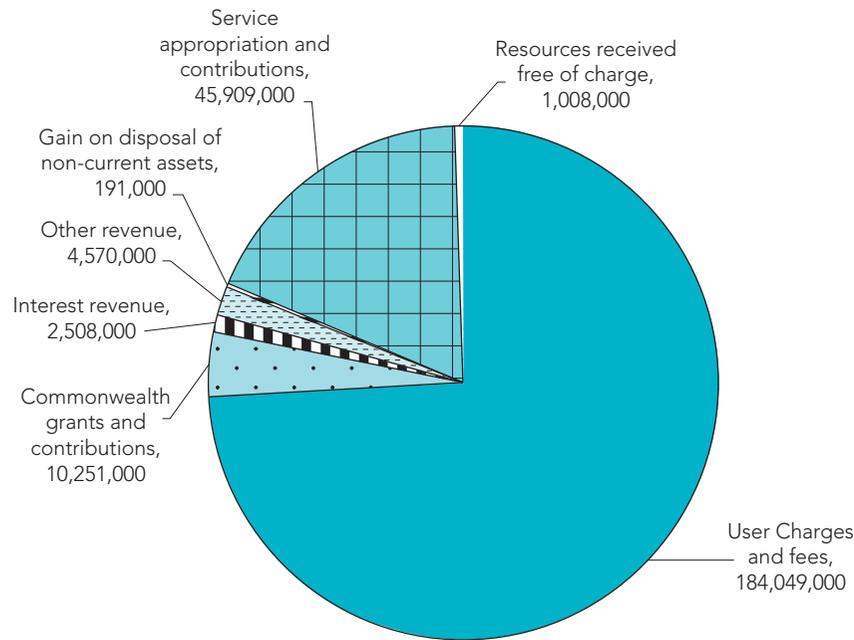
The delivery of these services would not be possible without the team of dedicated staff and volunteers who are the essence of our organisation. My sincere thanks go to them for their continued support and commitment to the achievement of a safer Western Australian community.



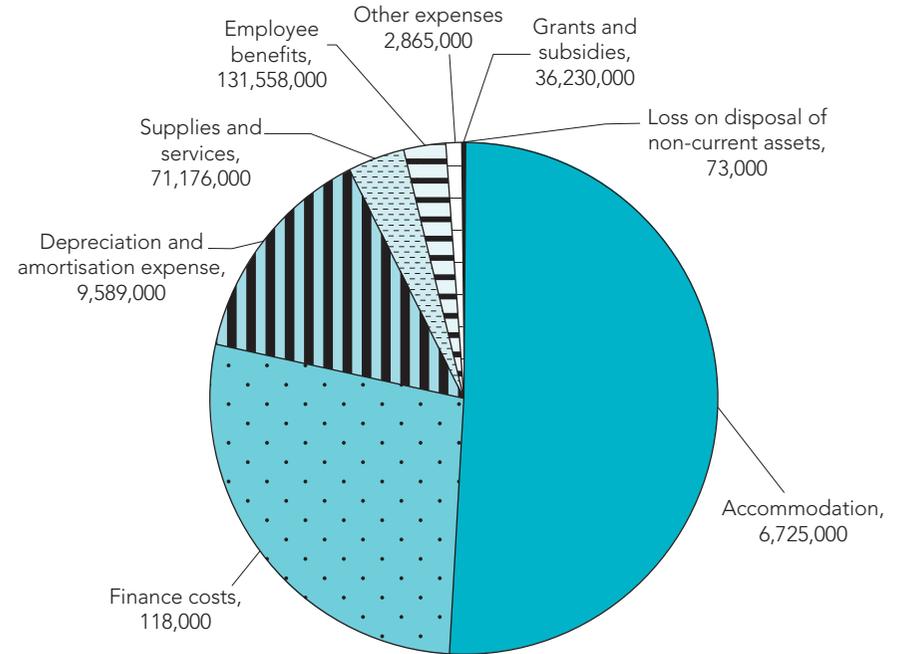
**Jo Harrison-Ward**  
CHIEF EXECUTIVE OFFICER

## EXECUTIVE SUMMARY

### FINANCIAL OVERVIEW



Total sources of funding for FESA services 2009/10 – \$248,486,000



Total cost of FESA services 2009/10 – \$258,334,000

### PERFORMANCE HIGHLIGHTS

FESA achieves its outcomes through the delivery of two services – Prevention and Mitigation Services and Emergency Services.

#### Highlights – Prevention and Mitigation Services

- Received a 2009 Australian Safer Communities Award for our Winter Burning Program.
- Developed a strategic research strategy.
- Participated in significant national emergency management projects.
- Opened a state of the art Education and Heritage Centre. (Case study)
- Continued to improve strategies for managing bushfire threat. (Case study)

- Established the Interagency Bushfire Committee.
- Improved support to local government Community Fire Managers and Community Emergency Services Managers.
- Finalised the FESA Indigenous Emergency Management Strategy.
- Undertook an external review of our Safety Management System.
- Presented the inaugural FESA Volunteer Employer Recognition Awards.

### Highlights – Emergency Services

- Progressed and implemented critical amendments to bushfire legislation.
- Reviewed, updated and tested State Emergency Management Plans – Westplans.
- Improved public communication to support emergency management. (Case study)
- Developed an improved procurement process for rescue equipment.
- Reviewed and implemented improved strategic resource planning procedures.
- Major incident response:
  - Toodyay bushfire. (Case study)
  - West Coast storm. (Case study)
  - Victorian storms.
  - Other significant incidents.
- Delivered interagency training.
- Developed enhanced technology to support operations.
- Improved operational resourcing.
- Reformed the firefighter recruitment process.
- Celebrated 50 years of SES operations in Western Australia.

### QUICK STATISTICS

#### Our People

At 30 June 2010, FESA employed 1,319 full time staff, and 45 part time and casual staff. Our average full time equivalent during 2009/10 was 1,287.

We also support more than 32,000 volunteers across Western Australia who provide an invaluable contribution to achieving our outcomes by delivering Emergency Services and Prevention and Mitigation Services. Our volunteers undertake a variety of roles in the delivery of operational services and in administrative and functional support.

In 2009/10 our overall volunteer turnover rate was six per cent.

Cadets and Juniors as at 30 June 2010	
Emergency Services Cadets	1,380
Juniors registered with brigades, groups and units	538
<b>Total cadets and juniors</b>	<b>1,918</b>
Emergency Services Cadet (ESC) Units	43
Junior Cadet Programs	79

Volunteers	Number of Brigades, Groups or Units	Volunteer Numbers as at 30 June 2010		
		Operational	Support	Total
Volunteer Bush Fire Service	593	25,593	599	<b>26,192</b>
Volunteer Fire and Rescue Service	88	2,056	194	<b>2,250</b>
State Emergency Service	65	1,898	16	<b>1,914</b>
Volunteer Marine Rescue Services	33	1,336	24	<b>1,360</b>
Volunteer Emergency Service	16	541	1	<b>542</b>
Volunteer Fire Service	9	353	6	<b>359</b>
FESA Education and Heritage Centre	1	0	18	<b>18</b>
<b>Total</b>		<b>31,795</b>	<b>840</b>	<b>32,635</b>

## EMERGENCY RESPONSE

Incident Response (career and volunteer fire services)	Number of Incidents in 2009/10
Fires in a structure	1,550 <sup>1</sup>
Landscape fires, vegetation fires	6,596
Other property fires	3,909
Road crash rescues	1,577
Non fire rescue calls	407
Hazardous materials (HAZMAT) (includes petrol or flammable spills and gas leaks)	857
False alarms (system initiated)	8,972
Other emergency responses – including support to flood, storms, tempest and other natural disasters, good intent and malicious false alarms	3,536
<b>Total responses provided by fire services</b>	<b>27,404</b>

<sup>1</sup>Includes one fire attended by the Pannawonica Private Brigade.

The number of responses provided by fire services this year was a slight decrease on 28,212 in 2008/09. There was a marked increase of 87 per cent in support response to natural hazards.

Incident Response (Aviation Services)	Number of Incidents in 2009/10
FESA Helitac– Aerial Suppression (Type 3)	110
FESA Helitac– Aerial Suppression (Type 1)	66
FESA aerial intelligence helicopter	75
Aerial rescue – RAC Rescue Helicopter (includes incidents and flying hours where a fee for service was charged)	337

Aviation services activity levels increased in 2009/10; by 73 per cent for aerial suppression and 29 per cent for aerial intelligence, however, aerial rescue decreased by 22 per cent.

Incident Response (State Emergency Service)	Number of incidents in 2009/10
Cliff rescue	11
Cyclone	4
Earthquake	1
Firefighter support (includes all fire incidents)	54
Flood	12
Road crash rescue	36
Land and air search	112
Storm	123
Temporary building repairs	166
Tsunami	0
Miscellaneous support	166
<b>Total responses provided by State Emergency Service</b>	<b>685</b>

SES response this year shows a slight increase in the number of incidents attended over last year (685 compared to 675 in 2008/09). SES data collection systems are currently being reviewed for replacement and we anticipate this will improve future data quality and analysis.

Incident Response (Volunteer Marine Rescue Services)	Number of incidents in 2009/10
Marine search and rescue – Group authorised	88
Marine search and rescue – Police authorised	542
Standby events	100
<b>Total responses provided by Volunteer Marine Rescue Services</b>	<b>730</b>

Volunteer Marine Rescue Services responses decreased this year by 13 per cent compared with last year's total of 843 incidents.

## PREVENTION AND MITIGATION

Arson and Fire Investigation	2009/10
Formal investigations	114
- Structural fire	104
- Bushfire	10
Persons charged with fire offences	253
Fire related deaths in Western Australia	10
Three-year rolling average fire death rate Western Australia (2005 - 2007) <sup>1</sup>	4.0
Three-year rolling average fire death rate Australia (2005 - 2007) <sup>1</sup>	5.3

<sup>1</sup>Report on Government Services (RoGS), 2010

We undertook fewer formal investigations this year (114 compared to 160). The number of persons charged with fire offences increased by 10 and there were five more fire related deaths compared to last year.

Built Environment Safety	2009/10
Commercial building plan assessments	1,798
Firefighting equipment tests	370
High-risk accommodation inspections	54
Emergency Management Training	
Organisations accessing commercial training	179

Building safety inspections decreased this year (2,222 compared to 2,529). However, organisations accessing training increased to 179 from 147.

## OPERATIONAL STRUCTURE

### ENABLING LEGISLATION

The Fire and Emergency Services Authority of Western Australia (FESA) was established in 1999 under the *Fire and Emergency Services Authority of Western Australia Act 1998*, to improve the coordination and planning of emergency services in Western Australia.

FESA comprises the career Fire and Rescue Service (CFRS), Volunteer Fire and Rescue Service (VFRS), the Bush Fire Service (BFS), the State Emergency Service (SES) and Volunteer Marine Rescue Services (VMRS). In recent years, Volunteer Emergency Services (VES) and Volunteer Fire Service (VFS) units have also been established and we support the participation of young volunteers through the Emergency Services Cadets and junior programs within our volunteer services.

FESA also has responsibility for administering the service level agreement for Surf Life Saving Western Australia's volunteer rescue operations. Surf Life Saving Western Australia has approximately 4,280 patrolling lifeguards who provide a range of essential services to the beachgoing community.

### RESPONSIBLE MINISTER

The Hon Rob Johnson MLA, Minister for Police; Emergency Services; Road Safety.

#### OUR VISION

A safer community.

#### OUR MISSION

In partnership with the people of Western Australia to:

- Improve community safety practices.
- Provide timely, quality and effective emergency services.

#### OUR VALUES

- Put the community first.
- Work together as a committed team.
- Respect and value each other.
- Continuously improve our services.
- Act with integrity and honesty.
- Have open and honest two way communications.
- Strive to keep ourselves and others safe.

#### OUR ROLES AND RESPONSIBILITIES

We have adopted an all hazards approach to emergency management, working in partnership with the community and other agencies to prevent, prepare for, respond to and recover from emergencies.

FESA is the hazard management agency in Western Australia for:

- Fire – rural and urban fires in gazetted fire districts.
- Fire – on land in gazetted fire districts managed by the Department of Environment and Conservation.
- Hazardous materials incidents.
- Flood.
- Cyclone.
- Storm.
- Earthquake.
- Tsunami.
- Collapse – landform or structures.

We also provide combat and support services, including:

- Marine search and rescue.
- Land search.
- Air search and rescue (including emergency casualty transport).
- Urban search and rescue.
- Cliff, cave and confined space rescue.
- Road transport emergencies.
- Rail transport emergencies.
- Animal disease outbreaks.
- Communications.

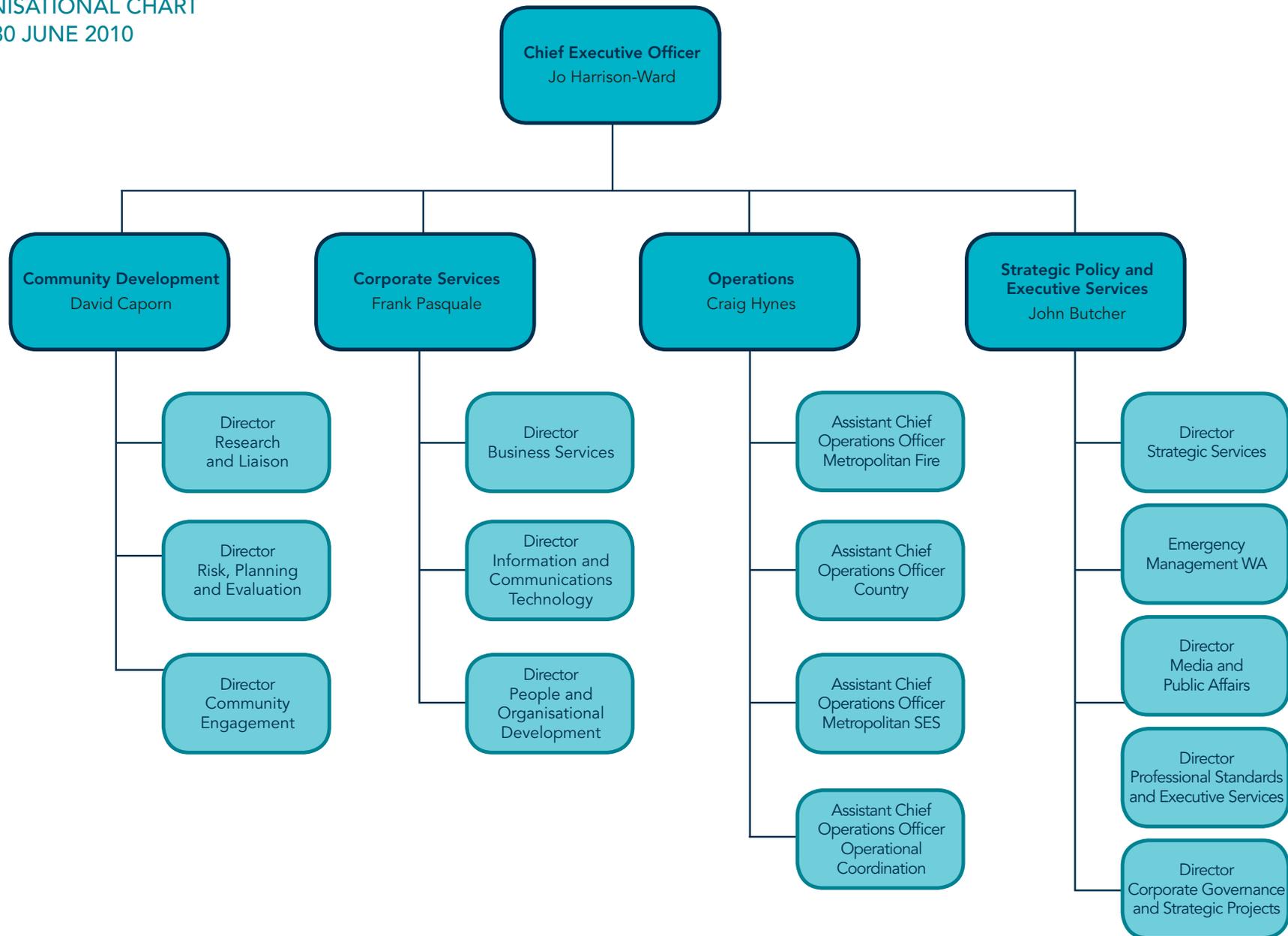
We facilitate state emergency management capacity building through:

- Development of state policy and plans.
- Management of the [Western Australia Natural Disaster Relief and Recovery Arrangements](#).
- Development of mitigation initiatives.

We also provide advice and support on emergency management issues to key stakeholders at the local, state and national levels, including:

- Maintenance of state emergency management legislation.
- Support to the [State Emergency Management Committee](#) and the State Emergency Coordination Group.
- Participation in state and national strategic working groups.
- Provision of emergency management training in conjunction with the [Australian Emergency Management Institute](#).

ORGANISATIONAL CHART  
AS AT 30 JUNE 2010



## THE FESA BOARD

Section 6 of the *Fire and Emergency Services Authority of Western Australia Act 1998* established the FESA Board of Management and states:

The Board is the governing body of the Authority and, in the name of the Authority, is to perform the functions of the Authority under the Emergency Services Acts.

The FESA Board continues to be accountable to the Minister for Emergency Services and is responsible for:

- Determining strategic direction and overall performance.
- Ensuring compliance with key legislation.
- Endorsing management initiatives.

Responsibilities are delegated to the Chief Executive Officer under the provisions of the FESA Act, with all approved delegations held on a delegations register. Through this governance process, the FESA Board is able to devolve necessary authority and responsibility to staff and volunteers while preserving the controls necessary for accountability.

Members of the Board are appointed based on their experience in areas relevant to FESA activities. The profiles of current [FESA Board](#) members are provided in the Disclosure and Legal Compliance section of this report.



## SENIOR OFFICERS

FESA's corporate structure comprises four portfolios that coordinate and deliver key prevention and emergency services.

Portfolio	Key Responsibilities
<b>Community Development</b>	<ul style="list-style-type: none"> <li>• Research and liaison to minimise the impact of emergencies on the community and the environment, and the provision of built environment services.</li> <li>• Risk planning and evaluation, including strategic service delivery planning, knowledge management, corporate planning and reporting, and operational resourcing review.</li> <li>• Development and delivery of community education and awareness programs.</li> </ul>
<b>Corporate Services</b>	<ul style="list-style-type: none"> <li>• Business services, including development and maintenance of property and fleet, and financial management.</li> <li>• Development and maintenance of information technology and telecommunications systems.</li> <li>• People and organisational development, including workplace management, human resources consultancy, personnel and payroll, health safety and welfare, training delivery, and volunteer and youth support.</li> </ul>
<b>Operations</b>	<ul style="list-style-type: none"> <li>• Management and delivery of operational services through the career Fire and Rescue Service (CFRS), volunteer Bush Fire Service (BFS), Volunteer Emergency Service (VES), Volunteer Fire and Rescue Service (VFRS), Volunteer Fire Service (VFS), Volunteer Marine Rescue Services (VMRS) and volunteer State Emergency Service (SES), including:                         <ul style="list-style-type: none"> <li>- Emergency response and incident control.</li> <li>- Capability development.</li> <li>- State hazard planning.</li> <li>- Special risk planning.</li> </ul> </li> </ul>
<b>Strategic Policy and Executive Services</b>	<ul style="list-style-type: none"> <li>• Development of strategic policy and planning.</li> <li>• Development of strategic emergency management policy and procedures.</li> <li>• Media and public affairs.</li> <li>• Monitoring professional standards.</li> <li>• Stakeholder liaison and support.</li> <li>• Development of governance policy and process, and monitoring of strategic projects.</li> </ul>

The FESA Corporate Leadership Team is comprised of the Chief Executive Officer and the portfolio executive directors.

### Ms Jo Harrison-Ward, MLM

(Chief Executive Officer)

Ms Harrison-Ward has 17 years' experience in the public sector and has held a number of senior roles related to the delivery of emergency services. She received a Churchill Fellowship in 2004 to study engaging the community in emergency management.

### Mr David Caporn, APM

(Executive Director Community Development)

Mr Caporn has more than 33 years' experience in the public sector.

### Mr Frank Pasquale, BCom

(Executive Director Corporate Services)

Mr Pasquale has 21 years' experience in the public sector.

### Mr Craig Hynes, BCom

(Chief Operations Officer)

Mr Hynes has 25 years' experience in the fire and emergency services industry and has held a range of key roles and responsibilities.

### Mr John Butcher

(Executive Director Strategic Policy and Executive Services)

Mr Butcher has more than 31 years' experience in the public sector.

## ADMINISTERED LEGISLATION

FESA administers the following Acts along with associated subsidiary legislation:

- *Fire and Emergency Services Authority of Western Australia Act 1998.*
- *Fire Brigades Act 1942.*
- *Bush Fires Act 1954.*
- *Emergency Management Act 2005.*

## OTHER KEY LEGISLATION IMPACTING ON FESA ACTIVITIES

In performing its functions, FESA complies with the following legislation:

- *A New Tax System (Australian Business Number) Act 1999 (Commonwealth).*
- *A New Tax System (Goods and Services Tax) Act 1999 (Commonwealth).*
- *Auditor General Act 2006.*
- *Australian Crime Commission (Western Australia) Act 2004.*
- *Conservation and Land Management Act 1984.*

- *Contaminated Sites Act 2003.*
- *Corruption and Crime Commission Act 2003.*
- *Country Areas Water Supply Act 1947.*
- *The Criminal Code.*
- *Criminal Procedure Act 2004.*
- *Dangerous Goods Safety Act 2004.*
- *Disability Discrimination Act 1992 (Commonwealth).*
- *Disability Services Act 1993.*
- *Duties Act 2008.*
- *Electoral Act 1907.*
- *Electronic Transactions Act 2003.*
- *Environmental Protection Act 1986.*
- *Equal Opportunity Act 1984.*
- *Evidence Act 1906.*
- *Financial Management Act 2006.*
- *Fire and Emergency Services Superannuation Act 1985.*
- *Freedom of Information Act 1992.*
- *Fringe Benefits Tax Assessment Act 1986 (Commonwealth).*
- *Government Employees' Housing Act 1964.*

- *Government Financial Responsibility Act 2000.*
- *Heritage of Western Australia Act 1990.*
- *Income Tax Assessment Act 1936 (Commonwealth).*
- *Income Tax Assessment Act 1997 (Commonwealth).*
- *Industrial Relations Act 1979.*
- *Land Tax Assessment Act 2002.*
- *Legal Profession Act 2008.*
- *Library Board of Western Australia Act 1951.*
- *Local Government Act 1995.*
- *Local Government (Miscellaneous Provisions) Act 1960.*
- *Metropolitan Water Supply, Sewerage and Drainage Act 1909.*
- *Metropolitan Water Authority Act 1982.*
- *Minimum Conditions of Employment Act 1993.*
- *National Greenhouse and Energy Reporting Act 2007.*
- *Occupational Safety and Health Act 1984.*

- *Pay-roll Tax Assessment Act 2002.*
- *Perth Parking Management Act 1999.*
- *Public and Bank Holidays Act 1972.*
- *Public Interest Disclosure Act 2003.*
- *Public Sector Management Act 1994.*
- *Road Traffic Act 1974.*
- *Salaries and Allowances Act 1975.*
- *Stamp Act 1921.*
- *State Administrative Tribunal Act 2004.*
- *State Records Act 2000.*
- *State Superannuation Act 2000.*
- *State Supply Commission Act 1991.*
- *Taxation Administration Act 1953 (Commonwealth).*
- *Vocational Education and Training Act 1996.*
- *Water Boards Act 1904.*
- *Working with Children (Criminal Record Checking) Act 2004.*
- *Workers' Compensation and Injury Management Act 1981.*
- *Workplace Relations and Other Legislative Amendments Act 1996 (Commonwealth).*

## PERFORMANCE MANAGEMENT FRAMEWORK

### OUTCOME BASED MANAGEMENT FRAMEWORK – LINK TO GOVERNMENT GOALS

Broad, high-level Government goals are supported at an agency level by specific outcomes, which are achieved through the delivery of services as shown below.

FESA services support the achievement of Government Goal 3: **“Greater focus on achieving results in key service delivery areas for the benefit of all Western Australians.”** We deliver our services through a network of regionally-based FESA resources and with the support of local volunteers. Our community engagement approach also supports the achievement of other Government goals: **“A stronger focus on the regions”** and **“Social and environmental responsibility”**.

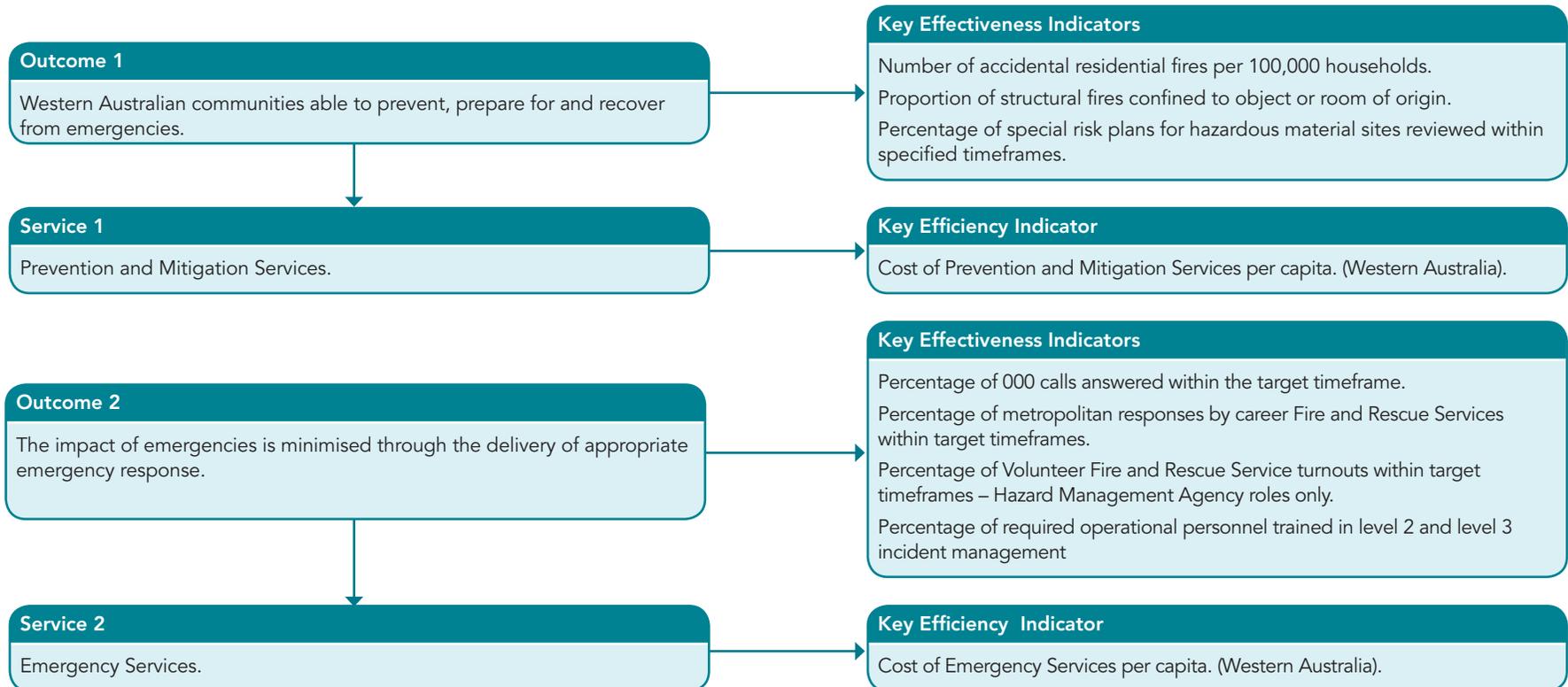
### CHANGES TO OUTCOME BASED MANAGEMENT FRAMEWORK

A comprehensive review of our Outcome Based Management Framework was completed in 2008/09. The review had two objectives:

1. To improve the relevance of performance data collected to assist in decision making and resource allocation.
2. To improve the clarity of published information in order to assist stakeholders in understanding FESA core services, outcomes and performance.

Our new structure became effective on 1 July 2009. Our performance indicators have been expanded to allow us to monitor preparedness to deal with emergencies and effectiveness of fire service response at both the organisational and community levels. Our efficiency indicators were also amended to better reflect the impact of the rapid growth of Western Australia’s population on service demand.

Further detail on changes is provided in the [KPI section](#) of this report.



## SHARED RESPONSIBILITIES WITH OTHER AGENCIES

### State Emergency Management

FESA is responsible for the provision of whole of government emergency management (EM) services through its Emergency Management WA (EMWA). The strategic direction of EMWA is to develop and improve Western Australia's EM arrangements through capacity-building, advisory and support services.

EMWA's core functions include:

- Administering the *Emergency Management Act 2005*, including the development and maintenance of related regulations, policies, plans and procedures.
- Providing executive and administrative support to the [State Emergency Management Committee](#) (SEMC), the State Emergency Coordination Group, the State Disaster Council, the State Mitigation Committee and District Emergency Management Committees.
- Providing whole of government representation on all six SEMC sub-committees and related working groups.
- Building local EM capacity by assisting local governments and Local Emergency Management Committees with the emergency risk management process.
- Administering the [Australian Government's Natural Disaster Resilience Program](#).
- Administering the [Western Australia Natural Disaster Relief and Recovery Arrangements](#).
- Providing Unexploded Ordnance (UXO) services to assist in the safe development of Western Australia's land resources.

### State Emergency Management Committee

The SEMC is the peak emergency management body in Western Australia and we provide executive and secretariat support for the committee. Membership includes representatives appointed by the Minister for Emergency Services from those organisations that are essential to the State's emergency management arrangements. The SEMC's role is to:

- Advise the Minister on emergency management and the preparedness of the State to combat emergencies.
- Provide direction, advice and support to public authorities, industry, commerce and the community in order to plan and prepare for an efficient emergency management capability in Western Australia.
- Provide a forum for whole of community coordination to ensure the minimisation of the effects of emergencies.

- Provide a forum for the development of community information systems to improve communication during emergencies.
- Develop and coordinate risk management strategies to assess community vulnerability to emergencies.
- Arrange for the preparation of state emergency management policies and plans.
- Prepare an annual report on its activities.
- Monitor and review the *Emergency Management Act 2005* and its regulations.

### Preparedness, Mitigation and Recovery Support

Other emergency management responsibilities that we administer on behalf of Western Australian stakeholders include coordination of:

- National emergency management [training and exercises](#).
- Mitigation funding provided through the National Disaster Resilience Program.
- Emergency relief and recovery funding provided through the Western Australia Natural Disaster Relief and Recovery Arrangements.

### Weather Warnings – Bureau of Meteorology

FESA has a key role, in partnership with the [Bureau of Meteorology](#) (BoM), in ensuring that Western Australian communities are informed and supported in preparing for emergencies. The importance of this shared responsibility cannot be overstated.

Through a close working relationship, shared technology, and formally documented policies and procedures, BoM and FESA provide early weather warnings so that community members can assess their risks and make appropriate decisions. A recent shared responsibility was the implementation of the new [National Fire Danger Rating System](#) and bushfire warning system. BoM and FESA worked together to implement the systems and carefully crafted key messages and warnings prior to a very busy fire season.

Positive feedback from a number of stakeholders indicates that the relationship is very effective in promoting safety in Western Australian communities.