



2013 Tasmanian Bushfires Inquiry

Volume One

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Published October 2013

ISBN 978-0-9923581-1-2

All legislation referred to in this Report,
unless otherwise stated, is Tasmanian.

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ACKNOWLEDGEMENTS

The Special Investigator was supported in conducting the Inquiry by Ms Sonia Weidenbach, Senior Sergeant Jason Elmer and Senior Station Officer Andrew McGuinness, from the Department of Justice, Tasmania Police and Tasmania Fire Service respectively. Their commitment, professional approach and expertise, was important in conducting the Inquiry and preparing the Report, and was highly valued. Expert assistance was also provided with proof reading and editing of the Report by Ms Elizabeth Gylar.

Scientific expertise on fire behaviour and the cause and circumstances of the fires was provided by Dr Jon Marsden-Smedley from the University of Tasmania. His knowledge and advice were greatly appreciated.

Assistance and ready cooperation was also provided by the organisations and personnel from the Department of Justice, Tasmania Police, Tasmania Fire Service and State Emergency Service. There was also open access to other departments and agencies across the government sector.

Advice and support was also readily provided by people in other states. The organisations included South Australia Police, South Australian Country Fire Service, Victoria Police, Fire Services Commissioner's Office Victoria, Victoria Country Fire Authority, and the Australasian Fire and Emergency Service Authorities Council.

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LIST OF RECOMMENDATIONS BY PART

PART D

1	That Tasmania Fire Service supports the relevant authorities to continue developing methodologies to forecast and simulate fire risk.
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PART E

2	That police and other emergency service agencies establish and maintain effective recording systems for emergency operations.
3	That if a sound business case is developed, the Emergency Information Management and Sharing Project be supported.
4	That the role and expected duties of the State Controller be clearly defined in the Emergency Management Act 2006.
5	That the State Controller (or an alternate if they are not available) be expected to personally take an active role in controlling and coordinating response and recovery operations, depending on the nature and scale of the emergency, and until other identified arrangements for ongoing operations are established.
6	That in multi-agency response and recovery operations, arrangements be made so it is unambiguous who is in charge of these operations.
7	That a structure and facilities be established for the State Controller or other person managing multi-agency response and recovery operations.
8	That the Government reconsider the current position on emergency declarations in the Emergency Management Act 2006 and the Act is amended to provide: <ul style="list-style-type: none"> • a graduated scale of emergency declarations • the ability to make a declaration when an emergency has occurred, is occurring or is about to occur • the ability for the State Controller (or whatever the person in overall control of response and recovery operations is called) to make one or more declarations • a declaration to enable access to all emergency powers.
9	That the Tasmania Emergency Management Plan enable, and all organisations with a role in emergency management activate, emergency plans at lower threshold events to practice their arrangements and achieve a 'hot start' in escalating events.
10	That all agencies and the Government support moving to an integrated communications technology for police and the emergency services.

11	That police and other emergency services examine options for achieving radio interoperability between them in the absence of an integrated radio system.
12	That Tasmania Fire Service establishes suitable systems and practices for recording fire management objectives and tactics.
13	That Tasmania Fire Service examines options for developing and issuing fire management objectives and tactics from Incident Management Teams in a more timely way, including 'quick' plans.
14	That Tasmania Fire Service and its partner agencies establish a means of monitoring and reviewing the effectiveness of centralising the location of Incident Management Teams.
15	That Tasmania Fire Service considers measures to bring local knowledge into Incident Management Team operations.
16	That Tasmania Fire Service reviews its position on fire ground management to determine whether a unified command model at the fire ground should be adopted.
17	That Tasmania Fire Service reviews its position on using local experienced officers on the fire ground in the command model in a structured and systemic way.
18	That fire agencies continue to develop their predictive modelling capability for use in actively managing fires.
19	That Tasmania Fire Service reviews the communication systems used for all emergency management operations, ensures operators are qualified, and ensures there is appropriate accountability.
20	That Tasmania Fire Service, Forestry Tasmania, and Parks and Wildlife Service have a process for ensuring fire strategy and tactics are appropriate and remain focussed.
21	That Tasmania Fire Service ensures that planning for active fires includes a proactive approach wherever possible.
22	That Tasmania Fire Service considers adopting a primary tactic of an aggressive first attack on fires.
23	That Tasmania Fire Service critically reviews the operation of the Six Operational Priorities to determine whether they are appropriate and effective.
24	That Tasmania Fire Service considers what adjustments may be necessary to the promotion and use of the Six Operational Priorities to ensure plans are suitable for the circumstances of each fire.
25	If it is considered more information is required on action to suppress the fires in Dunalley and why fire operations did not continue, the Department of Justice should conduct an independent examination of this matter.

26	That Tasmania Fire Service reviews operational practices to ensure there is continuity of fire operations when fire suppression action is required.
27	That Tasmania Fire Service reviews its integration of rural local knowledge and volunteer brigades into fire operations, develops and maintains appropriate strategies, and aims to be a best-practice fire service in this regard.
28	That Tasmania Fire Service reviews its approach to blacking out and mopping up, including its policies, operating procedures and training.
29	That Tasmania Fire Service reviews its approach to fire management operations at night, and develop and effectively implement unambiguous policy and operating procedures.
30	That bushfire agencies evaluate the use and effectiveness of fixed wing water bombing aircraft.
31	That bushfire agencies develop procedures for the automatic activation of aircraft to fires at pre-determined trigger points on high fire risk days.
32	That bushfire agencies develop, implement and maintain air operations procedures.
33	That Tasmania Fire Service establishes sufficient resources and expertise to research, develop, implement and review its policies and operations.
34	That Tasmania Fire Service documents and publishes its operational policies and procedures so they are accessible to and suitable for operational personnel.
35	That Tasmania Police ensures planning for emergency operations includes a proactive approach wherever possible.
36	That Tasmania Police reviews its Emergency Traffic Management Points policy; and develops a multi-agency policy in the emergency management plans for road closures and traffic management, including clarity in decision making, coordination and sufficient operational flexibility.
37	That arrangements are made for and appropriate pre-planning occurs to effectively implement the policy on road closures and traffic management.
38	That a state-level policy on evacuations be developed in the emergency management plans, including specific requirements for vulnerable people and guidelines for its implementation.
39	That qualifying the evacuation authority in section 47 of the Fire Service Act 1979 be considered — by exempting those people with a pecuniary interest in a property from a directed evacuation where it is reasonable for them to remain.
40	That arrangements are made and appropriate pre-planning occurs to effectively implement the policy on evacuation.
41	That Tasmania Police be identified as the lead agency on evacuations.

42	That decisions to open Community Fire Refuges and evacuation centres be coordinated with Tasmania Police.
43	That emergency management plans specifically include processes for effectively engaging with local communities and using community resources, including volunteers.
44	That a review be conducted of the resource capacity and capability to provide effective and efficient emergency operations, including approved improvements.
45	That further options to appropriately supplement the resources available for emergency management operations be examined.
46	That the police and other emergency service organisations discuss their resource issues for emergency operations with the Government.
47	That action be taken as a priority to resolve any legal issues on mutual assistance arrangement for fire services.

PART F

48	That the state level structural arrangements for managing recovery operations are reviewed.
49	That a standing plan is developed to manage the transition from immediate recovery to medium and long-term recovery, and arrangements are made to ensure this plan can be effectively implemented in a timely way.
50	That the State Special Emergency Plan–Recovery and the emergency management structure for recovery be reviewed.
51	That appropriate plans are made to mobilise resources quickly to re-open roads affected by emergencies.
52	That a public information plan be developed as a part of the State Special Emergency Plan–Recovery, for implementation in the immediate recovery phase.
53	That evacuation centres and other centres have plans and arrangements for electrical power redundancy.
54	That evacuation centres and other centres have a standard operating procedure for communications.
55	That the role of Red Cross in emergency management plans and procedures for the activation of Red Cross be reviewed.
56	That the Department of Infrastructure Energy and Resources consult Aurora Energy on the use of wooden poles for overhead infrastructure with a view to mitigating the risk in bushfires.

57	That the Government consider whether it should discuss options for greater mobile phone coverage and redundancy in areas of high risk in emergency situations where there are presently telecommunications limits.
58	That emergency management plans recognise the need to provide priority access to areas of emergency operations for critical infrastructure providers.
59	That the State Emergency Management Committee ensures that a program of debriefing on recovery issues is completed by all relevant agencies and organisations, and detailed plans and operating procedures are established ready for implementation.
60	That the State Emergency Management Committee examine whether there are any legal issues associated with continuing recovery operations where the overarching emergency management arrangements have ceased.
61	That the plans for social recovery be reviewed, and plans and procedures are established ready for implementation.
62	That suitable facilities are established from which to effectively control and coordinate immediate recovery operations.
63	That emergency management plans specifically include processes and resources for effectively engaging with and using local communities, including volunteers.

PART G

64	That the State Fire Commission finalise its position on the Tasmania Bushfire Safety Policy without further delay.
65	That the State Fire Commission structures its Tasmania Bushfire Safety Policy so policy outcomes are identifiable and progress in achieving outcomes can be evaluated.
66	That the Tasmanian Emergency Management Plan includes a comprehensive all-hazards communications policy and plan.
67	That Tasmania Fire Service actively uses predictive modelling to design emergency communications for communities threatened by bushfire, unless there is a compelling reason for not doing so.
68	That Tasmania Fire Service ensures that the priority on warning communities at risk of active bushfires is not confined to when bushfires are burning out of control.
69	That the State Emergency Management Committee makes timely decisions and resource commitments on the appropriate use of social media in emergency management.

70	That the State Emergency Management Committee makes arrangements to actively manage the use of social media in the community during an emergency, to avoid negative consequences for emergency operations.
71	That Tasmania Fire Service and Tasmania Police review their use of modern forms of communication with the community, including social media, and commit resources to fully use this capability where appropriate.
72	That Tasmania Fire Service reviews its approach to communicating with communities threatened by bushfire and consider the matters referred to in this Report.
73	That Tasmania Fire Service promotes a structured approach to research across Australia, to provide a shared understanding and the capacity to benchmark and judge performance.
74	That Tasmania Fire Service develops a research base from which to inform the design of communication campaigns for communities threatened by bushfire.

PART H

75	That a process be established for the timely implementation of approved recommendations from the 2009 Victorian Bushfires Royal Commission.
76	That an exercise program — to establish and maintain an acceptable state of readiness for agencies and organisations required to be involved in emergency operations — be developed and implemented.
77	That training and development of personnel to establish a suitable state of readiness, be included in the recommended review by Tasmania Police of its approach to emergency management.
78	That membership of the State Emergency Management Committee, and other processes to link in appropriate agencies and organisations to emergency management, be included in the recommended review of the emergency management arrangements.
79	That an accountability process be established for managing improvement in the emergency management arrangements, including annual State of Readiness Reports by relevant departments and agencies and on the overall emergency management arrangements.

PART I

80	That the Government take into account demographic change in its assessment of the consequences of climate change on emergency events.
81	That the State Emergency Management Committee considers structuring the Tasmania Emergency Management Plan in a way that provides more specific guidance, commitment to and accountability for action to be taken.
82	That the State Emergency Management Committee determine suitable risk management tools, such as the Bushfire Risk Assessment Model, and encourages their use in assessing bushfire risk in a consistent manner.
83	That a specific risk prevention and mitigation advisory body be established for the State Emergency Management Committee.
84	That the resources available to the Parks and Wildlife Service, to manage bushfire risk following the recent increase in land under its tenure, is reviewed.
85	That the Government considers whether a peak body should be established, with authority to effectively implement a bushfire mitigation plan.
86	That the State Fire Management Committee considers developing a structured, systemic and proactive bushfire hazard reduction program with municipal councils and Tasmania Fire Service; and advises the Government on any legislative or other changes required to implement such a program.
87	That the State Emergency Management Committee includes in its planning, the development of contingency emergency management plans for areas of high risk due to local conditions.
88	That the State Fire Management Committee note the decline in machinery and skilled operators from the forestry industry in the private sector and determines how this reduction in fire management capability can be addressed.
89	That the legislation and enforcement arrangements are reviewed to ensure there are suitable offences and penalties, investigation and enforcement capabilities, and a rigorous approach is taken to breaches of the law.
90	That Tasmania Fire Service or another suitable agency provides information to the community which shows, in simple form, the legislation applicable to approvals for lighting fires on private property and the various relationships between that legislation.

91	<p>That Tasmania Fire Service conducts a review of the fire permit system in the Fire Service Act 1979, and implements change to improve the efficiency and effectiveness of the system by:</p> <ul style="list-style-type: none"> • considering whether it is appropriate to authorise persons or organisations to conduct fuel reduction burning during a permit period • providing a better match between the period, area and fire risk • maintaining a timely and efficient process for issuing permits • naming the period in a way that draws attention to bushfire risk • establishing a reporting and accountability process.
92	That the Government actively support the timely development and implementation of an ongoing Strategic Fuel Management Plan.
93	That the Strategic Fuel Management Plan includes measurable targets and they are actively monitored and reported on to the community.
94	That the Government makes land use planning and building construction to prevent and mitigate bushfire risk a high priority and establishes a means to progress improvements in this area, such as a designated body or group, as soon as possible.
95	That a bushfire community education and information strategy be professionally developed and coordinated across the fire authorities by Tasmania Fire Service.
96	That the State Emergency Management Committee develops and coordinates a whole-of-government community resilience strategy for emergencies in a form that can be practically implemented, as a priority.

PART J

97	That Tasmania Police conducts a review to ensure emergency management is treated as a priority and a core function throughout the organisation, including the development of contemporary capabilities, and is supported by an appropriate culture.
98	That Tasmania Police establishes a section within its structure with responsibility for developing and maintaining contemporary expertise in emergency management, progressing innovation, assisting organisational change initiatives and supporting its responsibilities in state emergency management arrangements.
99	That Tasmania Police develops and implements a program for examining emergency management arrangements and facilities in Australia.
100	That the Department of Justice conduct an independent review to develop a suitable model for integrated and interoperable emergency management arrangements in Tasmania.
101	That following any review, the Emergency Management Act 2006 be amended.

PART K

102	That resources are committed to developing and implementing approved reforms to the emergency management arrangements.
103	That an independent means of monitoring and reporting on the implementation of approved recommendations is established.

LIST OF ACRONYMS BY PART**THROUGHOUT**

TASPOL	Tasmania Police
TFS	Tasmania Fire Service

PART C

PPRR	prevention, preparation, response and recovery
TEMP	Tasmanian Emergency Management Plan 2009

PART D

AFAC	Australasian Fire and Emergency Service Authorities Council
C-Haines Index	Continuous Haines Index
FFDI	Forest Fire Danger Index
FFDR	Forest Fire Danger Rating
SDI	Soil Dryness Index

PART E

CAD	Computer Aided Dispatch
CFR	Community Fire Refuge
DIER	Department of Infrastructure, Energy and Resources
EDACS	Enhanced Digital Access Communication System
FSC	Fire Services Commissioner

FT	Forestry Tasmania
IAP	Incident Action Plan
IMT	Incident Management Team
NAFC	National Aerial Firefighting Centre
NSP	Nearby Safer Place
PAT	Police Association of Tasmania
PFCP	Police Forward Command Post
POC	Police Operations Centre
PWS	Parks and Wildlife Service
RFOC	Regional Fire Operations Centre
RICC	Regional Incident Control Centre
SEMAG	Security Emergency Management Advisory Group
SES	State Emergency Service
SFOC	State Fire Operations Centre
SREMC	Southern Regional Emergency Management Committee
TEMP	Tasmanian Emergency Management Plan 2009

PART F

CFR	Community Fire Refuge
DHHS	Department of Health and Human Services
DIER	Department of Infrastructure, Energy and Resources
DPIPWE	Department of Primary Industries, Parks, Water and Environment
DTNH	Dunalley Tasman Neighbourhood House
NRIS	National Registration and Inquiry System
SEMAG	Security Emergency Management Advisory Group
SEMC	State Emergency Management Committee
SES	State Emergency Service

SREMC	Southern Regional Emergency Management Committee
SRSC	State Recovery Sub-Committee
TERMC	Tasman Emergency Recovery Management Committee

PART G

ABC	Australian Broadcasting Commission
DPAC	Department of Premier and Cabinet
QPS	Queensland Police Service
SMS	Short message service
TEMP	Tasmanian Emergency Management Plan 2009

PART H

ICCS	Incident Command and Control System
IMT	Incident Management Team
PWS	Parks and Wildlife Service
SEMC	State Emergency Management Committee
SES	State Emergency Service
TEMP	Tasmanian Emergency Management Plan 2009

PART I

BRAM	Bushfire Risk Assessment Model
COAG	Council of Australian Governments
SEMC	State Emergency Management Committee
SFMC	State Fire Management Council
TEMP	Tasmanian Emergency Management Plan 2009

