



FIRE SERVICES
COMMISSIONER
VICTORIA

Tabard Review : Phase 2

Review of Use and Application of Tabards
within the Emergency Management Sector

Version 3.0

December 2013

LEADERSHIP
INTEGRATION
ACCOUNTABILITY

WORKING IN CONJUNCTION WITH



Version Control

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V0.2	30 October 2012	Updated
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V1.1	23 November 2012	Updated
V2.0	27 November 2012	Presented to Service Delivery Group
V3.0	9 December 2013	Final

Executive Summary

In response to the FSC's investigation into the TriTech fire it was recommended that:

“The Fire Services Commissioner ensures that there is a single standard for the tabards worn by the IMT on the fireground and in control centres to ensure consistency and aid interoperability”

A review of tabards used in the emergency management sector was commissioned and, following a series of field consultation sessions, a number of proposals are made relating to the implementation of a standard set of field tabards for emergency services. In order to achieve a common approach and to aid interoperability, role identification in the field needs to be applied consistently by all agencies regardless of what ICS doctrine is used.

The methodology taken involved a literature review of historical and current post-incident review reports. As a result of preliminary discussions with key personnel in agencies and conduct of the literature review, issues relating to use and application of tabards in the field and within management centres were distilled down to a set of 15 Key Considerations.

Field consultations sessions were conducted over five days in regional Victoria. Consultation sessions were not held in metropolitan regions however the review used agency feedback and advice from AFAC and WorkSafe Victoria along with input from agency representatives.

The following key items were derived from the field consultation sessions:

- General view that tabards and other forms of role identification must be "agency blind".
- People who typically work in a management centre environment typically say "Incident Controller needs to be White" whereas people who typically work in a field environment say "White is impractical" and inclined to favour a Red (as operations) with a White field.
- Near unanimous desire for Field Safety Officers to be readily identified with the pattern adopted by Victoria Police being considered as a suitable and appropriate unique design.
- General desire to limit number of tabards with acceptance agency specific roles required.
- Most sessions expressed clear desire for Police to be better identified in their various roles (be it as Co-ordinator, Controller or in a Command role) especially at complex incidents.
- General view that Utility companies attending an incident scene need better identification and that it is more important to identify the "sector" rather than the individual company.
- General "safety vest" tabards may still be required i.e. lime green without wording.
- Significant desire for a standard to be developed detailing key functional requirements.

A range of conceptual solutions are proposed for achieving a common suite of field tabards:

- Leadership Group vests are proposed to be red with a white role descriptor panel with role descriptor (i.e. Incident Controller) contained in the panel in a contrasting colour.
- A unique colour and pattern is proposed for use by Field Safety Officer tabards.
- It is proposed that Utility providers who attend an incident ground be required to wear safety tabards that primarily identify the Utility Sector ahead of the service provider.
- It is proposed that municipalities attending an incident ground be required to wear safety tabards that primarily identify the Council and functional role being performed.
- It is proposed that all field-based tabards be agency blind and adopt a common design.

It is important to understand that field-based tabards are intended to form part of a suite of measures to safeguard wearers operating in high-risk environments (such as on or close to traffic) and that Command & Control tabards should be used with other control measures.

Introduction of 40km/hr speed limits for traffic passing emergency vehicles is strongly recommended as a further method of safeguarding people operating on or close to traffic.

Background

“All fire management personnel must be aware of and understand the need for standard and consistent procedures to apply to each facet of fire management...”

Key Issues Identified from Operational Reviews of Major Fires in Victoria 2006/07

In the 1980's, the Australian Inter-service Incident Management System (AIIMS) was adopted by fire agencies in Australia as the Incident Control System (ICS) to be used for management of fires and other emergencies. AIIMS-ICS is the operational sub-system of AIIMS (which involves four other sub-systems such as training and accreditation systems) and is intended to provide a common management structure and terminology that can be applied to any form of emergency and can be used by any agency. Over time, AIIMS-ICS was adopted by others including organisations outside the emergency management sector.

Victoria Police has embraced a separate incident management system known as the Incident Command and Control System (ICCS). At an incident, the Police Commander (who becomes the Incident Controller if Police are the Control agency) is required to “*establish an ICCS structure capable of adequately responding to the emergency even if only at a very base level at a minor emergency*”. Under AIIMS-ICS and ICCS it is intended that those undertaking key roles be identified by the use of suitable tabards to ensure “*those responding to an emergency know who is performing what role*”.

In recent history, the issue of commonality of tabards across the emergency management sector has arisen in various operational reviews and investigations into major events. Reports dating back as far as the Coronial Inquest into the Linton fire in December 1998 have indicated a need for a clear understanding of incident management roles in the field as well as within control centre environments. A literature review of documents starting with the Linton inquest report identified a theme around a *lack of role identification* and a *need to ensure Incident Control System principles are applied in a consistent manner*.

In order to achieve a common approach and to aid interoperability, role identification in the field needs to be applied consistently by all agencies regardless of what ICS doctrine is used.

The need for consistent application of tabards was highlighted at the TriTech Lubricants fire.

TriTech Lubricants fire

On the evening of 19 May 2011, a significant structure fire occurred at the premises of TriTech Lubricants at 170 Williams Road, South Dandenong. While responding agencies used tabards on-scene to identify the various roles being performed a number of people reported inconsistent use of tabards and certain tabard styles were considered to be less effective than other styles. This was exemplified with two individuals both wearing *Incident Controller* tabards at the same time – albeit said to be while undertaking a changeover.

At the request of the Fire Services Commissioner (FSC) and in support of the fire reform programme (focused on improving interoperability, resilience, capability and capacity of Victoria's fire services and the services they deliver to the community), the Office of the Emergency Services Commissioner reviewed events during the fire fight at the TriTech fire.

The review team noted that the tabards worn on the fireground to identify the *Incident Controller* did not comply with Australian Interagency Incident Management System (AIIMS) and the Emergency Management Manual Victoria (EMMV) which specify that a white tabard is to be worn by an Incident Controller. The Incident Controller tabards worn on the fireground at TriTech were either red or lime green depending on the age and style of tabard being worn by an individual. The lime green tabards currently used by CFA are reported to lack visibility when worn with the light-coloured Nomex protective clothing.

In response to the OESC's investigation into the TriTech fire it was recommended that:

“The Fire Services Commissioner ensures that there is a single standard for the tabards worn by the IMT on the fireground and in control centres to ensure consistency and aid interoperability”

Project Plan

The initial project plan was presented to and endorsed by the Service Delivery Group on 23 July 2012. An implementation plan was subsequently developed to scope the project.

Project Objectives

The following objectives were developed and agreed by the Fire Services Commissioner:

- Undertake a literature search on issues concerning use and style of tabards.
- Identify key considerations relating to use of tabards across the emergency management sector.
- Investigate current standards and application of tabards within emergency management.
- Identify and map areas of inconsistency between agencies in the use of tabards.
- Identify potential areas for improvement in a uniform application of tabards.
- Make recommendations on preferred tabard styles for both field and control centre use.
- Make recommendations, if necessary, on improvements to current tabard colours and role identifications for both field operations and control centres to achieve consistency.

Project Phases

As part of the proposed implementation plan, the project is broken into five phases:

- Phase 1: Literature review and development of project plan.
- Phase 2: Consultations with stakeholder agencies and documentation.
- Phase 3: Report development.
- Phase 4: Report review and consolidation.
- Phase 5: Finalisation of project and report presentation (as required).

Project Reports

This report relates to the consultation phase (Phase 2) of the project and a separate report was issued in relation to the initial phase (Phase 1) covering the literature review and development of the 15 Key Considerations covered during the field consultation sessions.

This report specifically details the outcomes of the field consultation sessions and makes recommendations as to the conduct of subsequent phases of the original project plan.

Phase 1 Report

The phase 1 report provided feed back to the Project Owner on outcomes of phase 1 of the implementation plan and mapped out the methodology for phase 2 consultation.

Phase 2 Report

This report specifically details outcomes of field consultation and makes recommendations on the *Tabard Concepts & Principles* to be adopted inclusive of the conceptual solutions.

Methodology

The methodology taken (as outlined in the Phase 1 Report) involved a literature review of historical and current post-incident review reports. These were surveyed in order to identify themes relating to tabards. Typically, the word *tabard* would not appear, however themes relating to *role clarity* or *role identification* or similar references could be identified. A review of on-line video was also undertaken to identify examples of issues identified in the readings.

As a result of preliminary discussions with key personnel in a number of agencies and conduct of the Literature Review, a number of issues relating to use and application of tabards in the field and management centres were distilled down to 15 Key Considerations.

In line with outcomes of the initial agency workshop, a series of field consultation sessions were scheduled across regional Victoria over a five-day period between 24 September and 28 September 2012. A total of 106 individuals participated in the consultation forums representing 11 separate agencies including Volunteer Coast Guard and local councils.

Note: Management centre is a generic reference to a fixed location for managing an incident.

Locations and audience

The intent of the regional consultation sessions was to engage with field and management centre based incident management personnel at Regional, District and Unit/Brigade levels.

Details of agency representation at each consultation session is detailed at Appendix A.

Metropolitan input to Review

Consultation within metropolitan regions was initially intended to be held following regional field consultation; however, it was determined that solutions that fitted non-metropolitan regions would more than likely sit fairly well with those who operating in metropolitan areas; therefore, it was resolved that little need existed to undertake formal field consultation in the three metropolitan regions and the review relied upon agency representative feedback.

Summary of field consultation feedback

The following key items were derived from the field consultation sessions:

- General view that tabards and other forms of role identification must be "agency blind".
- People who typically work in a management centre environment typically say "Incident Controller needs to be White" whereas people who typically work in a field environment say "White is impractical" and inclined to favour a Red (as operations) with a White field.
- Agency Commander tabards required for field based management teams with discussion around need to identify the agency on the actual tabard or rely on underlying work gear.
- With a clear qualification of "without getting into issues relating to reporting lines between Safety Officers and Incident Controllers" each session asked if a need existed to clearly identify a Safety Officer; near unanimous desire for Safety Officer to be readily identified.
- Safety Officer vest adopted by Police presented with question "does anybody have an adverse reaction to pattern for identifying a Safety Officer" after which it was explained that Police had adopted the pattern. No real objections raised at any sessions with many indicating that it was very suitable and would clearly identify those in the role of Safety.
- Near unanimous agreement that AIMS colour schemes to be adopted in the field for role identification; in a few cases, colour by agency was advocated but tended to be countered by other participants in the field consultation session.
- In line with "agency blind" concept, acceptance that retro-reflective stripping should not be colour coded with agency (i.e. no blue, red, green, or orange checker patterns).
- Issue of contrasting colour for role descriptor and use of retro-reflective lettering left open.
- General desire to limit number of tabards with acceptance agency specific roles required.
- Agreement that tabards (including agency-specific) need to follow a standard layout.
- Most sessions expressed clear desire for Police to be better identified in their various roles (be it as Co-ordinator, Controller or in a Command role) especially at complex incidents.
- Liaison roles should be identified in a management centre – regardless of how that is achieved – with words being seen to be more important than a specific colour.
- General view that Utility companies attending an incident scene need better identification and that it is more important to identify the "sector" rather than the individual company providing the service.
- Provision of "safety vest" tabards may still be required i.e. lime green without wording.
- Significant desire for a standard to be developed detailing key functional requirements such as microphone holder, name tag holder, pockets, etc.

Overview of Responses to Key Considerations

The basis of the field consultation sessions were the 15 Key Considerations listed below as developed from the Literature Review and reviewed as part of the initial agency workshop. Each of the agencies present at the initial agency workshop was requested to provide an agency response to these and those responses are presented at Appendix B to this report.

Detailed responses along with the commentary attached to each issue are at Appendix C.

The following tabulation provides an overview of opinions expressed during field consultations.

Issue 01	<p>Colour of Incident Controller tabard in the field</p> <p>Key Consideration: What is the colour for Incident Controller tabard for small/initial incidents?</p> <p>General Response:</p> <p>General acceptance for use of red with white panel for Incident Controller in the field.</p> <p>Strong sentiments regarding importance of achieving a consistent outcome across all agencies.</p> <p>Field operatives typically questioned suitability of white in the field and preferred red with white.</p> <p>Field Incident Controller tabard should be different to that worn by ICC based Incident Controller.</p> <p>Requirement to physically change tabard (or panel) may aid in the process of transfer of control.</p>
Issue 02	<p>Ability to change role descriptors on field tabards</p> <p>Key Consideration: What predefined multi-role descriptors need to be standard in the field?</p> <p>General Response:</p> <p>Strong preference to multi-role descriptors, however leave it to agencies to decide combinations.</p> <p>Use of multi-role descriptors seen as beneficial both functionally and financially for agencies.</p>
Issue 03	<p>Identification of Co-ordinators in the field</p> <p>Key Consideration: Is there a need to identify the Co-ordinator at Level 1 or Level 2 incidents?</p> <p>General Response:</p> <p>Strong desire for OIC of Police contingent to be identified regardless of role they are performing.</p> <p>No specific view on colour of tabard for Field based ERC roles but words seen as more important.</p> <p>Generally concerns centred on situations with multiple Police on scene and need to identify OIC.</p> <p><i>[Agencies that are not rank orientated tended to want to defer to tabards rather than rank insignia]</i></p>
Issue 04	<p>Use and Application of Tabards in Municipal Emergency Coordination Centres</p> <p>Key Consideration: How are different management centres identified on tabards/brassards?</p> <p>General Response:</p> <p>Generally accepted that benefits of co-located MECC and IMT/EMT outweigh any disadvantages.</p> <p>In the event any role confusion happens, it should be dealt with at the local incident centre level.</p> <p>Where different centres are intentionally co-located, tabards should distinguish between locations.</p>
Issue 05	<p>Use and Application of Tabards in Areas of Operation</p> <p>Key Consideration: Who are the appropriate people at Area of Operations level to consult?</p> <p>General Response:</p> <p>Discussions held with RCC representatives during the field consultations indicated that Area of Operations are being managed in line with current RCC management plans; no further action.</p>
Issue 06	<p>Use and Application of Tabards in Emergency Management Teams</p> <p>Key Consideration: To what extent do EMLO's need to be identifiable within ICS structures?</p> <p>General Response:</p> <p>Field EMLO's require identification as to organisation represented but not necessarily by colour.</p> <p>Distinction needs to be made between those who are "workers" and those providing advice (EMT).</p>

<p>Issue 07</p>	<p>Use and Application of Tabards in State level control teams This item was not covered during the Field Consultation sessions.</p>
<p>Issue 08</p>	<p>Use and Application of Tabards in the field This item was addressed at the Initial Agency Workshop and the field consultation resulted.</p>
<p>Issue 09</p>	<p>Preparedness within Agencies to use tabards Key Consideration: How is the preparedness to use tabards critical to a positive outcome? General Response: Agencies need to ensure a strong culture is created that promotes the use of tabards in the field. The wearing of tabards needs to be enshrined in exercises, training and normal work practices. Tabards need to be functional in the field and potential exists to issue individually by qualification.</p>
<p>Issue 10</p>	<p>Colour for Safety Officers in the field and in control centres Key Consideration: The review will need to determine a colour / pattern for Safety Officers General Response: Near uniform acceptance that Safety Officers need to be clearly identified in the field and that a distinct colour scheme is required and the scheme used at SCC/SPOC was widely accepted.</p>
<p>Issue 11</p>	<p>Colours of unofficial functions in the field or within control centres Key Consideration: What other functions, if any, still require agreement on tabard colour? General Response: People not part of the IMT structure need to be identified as to the role they are undertaking but this doesn't necessarily mean the use of tabards or brassards – a lanyard or nametag may suffice. People not undertaking a functional role or acting as an EMLO can be identified by other means.</p>
<p>Issue 12</p>	<p>Colour for liaison functions in the field or within control centres <i>Refer to Issue #6 for responses to this item.</i></p>
<p>Issue 13</p>	<p>Impact of additional layers on Heat Related Illness issues Key Consideration: What are the issues to be considered with regard to heat related illness? General Response: Preference is for tabards to be as lightweight as possible and comfortable to wear in the field. Various people questioned if wearing tabards in the field made heat related illness worse or not. In some cases, it was advocated that those in management are less likely to be exposed to this risk. Brassards, while not widely supported as a solution, were seen by some as suited for hot days.</p>
<p>Issue 14</p>	<p>Visibility issues in the field Key Consideration: What, if any, are the issues with regard to visibility in smoke and dust etc? General Response: Operational tabards need to ensure compliance with visibility standards especially at night and tabards can't adversely impact on the compliance of underlying work wear with safety standards. The requirement for high visibility will be determined by the risk associated with the task/role.</p>
<p>Issue 15</p>	<p>Impact of nature of operations on preparedness to wear role identification Key Consideration: What factors need to be considered to ensure people <i>want</i> to wear tabards? General Response: Field tabards need to be more functional and comfortable for people to wear (see Issue #09 also). Education of people as to the benefits of using tabards in the field needs to be better promoted. Poor design and poor fitting of some tabards are disincentives and a better design is required. Availability of or accessibility to suitable tabards when they are needed can be an issue to some.</p>

Conceptual Solutions

In response to the issues identified and addressed during consultations sessions, the following *Conceptual Solutions* have been identified and form part of the *Tabard Concepts & Principles*.

In relation to concepts shown, compliance with Australian Standards, other safety standards and legislation should be a performance matter for manufacturers. Specification developed in response to this report should be performance-based functional specifications not prescriptive.

Field Incident Controller



The key item for consideration was a standard Incident Controller tabard for use in the field. It is proposed that the *Field Incident Controller* tabard be a red tabard with white panel incorporating the words “Incident Controller” in a contrasting colour. While red is a deviation from the colour of white assigned to Incident Control under AIIMS-ICS, it is a more practical solution in the field and more likely to be adopted by people working in dirty environments – this being a major concern to people across the emergency management sector operating in the field.

See also commentary at **Leadership Group Tabard Panels** below.

For agencies that do not normally deploy Incident Controllers in the field the use of this tabard may be appropriate depending on the size of the incident. Where ICC based Incident Controllers of major incidents undertake field visits they would continue to wear white tabards. See commentary at **Intent for use and application of Field-Based Tabards** on this point.

It is not proposed that Deputy Incident Controller tabards be developed for field-based roles.

Field Agency Commander



The role of the Agency Commander in the field is an area that may require clarification in the State’s command and control arrangements. A certain level of confusion was discovered during the field consultation and subsequent discussions with agencies regarding this role. The role is enshrined in the EMMV rather than AIIMS-ICS or ICCS and it may be helpful to clarify the role in the *line of command* based on *All-Hazards*.

It is proposed that the *Field Agency Commander* tabard be a red tabard with white panel incorporating the word “Commander” below the appropriate individual agency’s initials or name in a contrasting colour.

It is important that for any multi-task tabards that the agency name or initials not show once the descriptor has been changed from Agency Commander to any other functional role titles.

Field Agency Liaison



Currently, the concept of Agency Liaison is required by the CFA/MFB Joint Operational Activities Memorandum of Understanding and the Joint SOP’s that apply to that agreement. SOP JP002 provides for a Liaison Officer from the supporting organisation to attend the control point in order to “facilitate radio contact and safety”. SOP JP004 deals with the appointment of Liaison Officers for both initial and escalating incidents.

The OESC practice note on *Operation of a Municipal Emergency Coordination Centre* defines the colours to be applied for functional roles in a MECC with red defined for Emergency Management Liaison Officers.

Regardless of the role a Liaison Officer is undertaking, an actual need currently exists for an Agency Liaison tabard. Based on the CFA/MFB Joint SOP’s and OESC practice note, red is the appropriate underlying colour for that tabard and agencies other than CFA and MFB could be required to use a Liaison Officer tabard – such as DSE, Police or SES as a MECC EMLO.

The use of Liaison Officer is discussed in the Westmeadows Grassfire review with a view of replacing that role with that of a Deputy Incident Controller. However, the role of the Agency Liaison is not about command and control of an incident but that of enhancing communication. Any requirement to contribute to command and control at an incident should fall to the Agency Commander rather than the Agency Liaison role. It is not proposed to have Deputy Incident Controller tabards on the basis that a combination of Agency Commander and Agency Liaison in the field should suffice to allow for management of incidents at any joint agency operations.

Field Safety Officer



In each of the regional consultation sessions, a clear indication was given by participants that a unique and recognisable tabard was required for those undertaking the role of a Safety Officer in the field; this was in an *All-Hazards* context and not simply about bushfire or other fires. In a number of environments, various agencies already require that a Safety Officer be appointed but a single tabard pattern has not been developed.

The proposed safety pattern is based on the design already adopted under ICCS and gained wide (if not universal) acceptance by those who participated in field consultation sessions or provided advice to the project officer at other times during development of conceptual solutions.

It is proposed that the Field Safety Officer tabard comprise a background of alternating yellow and red stripes rising right to left (based on AS4001) with a yellow band the entire width of the tabard and single word “SAFETY” in red. As discussed at ***Colour scheme for Safety function***, the EMMV describes a yellow with black scheme for the Safety function; however, a yellow and red colour scheme is proposed on the basis that it is more consistent with other contemporary safety identification schemes. A concept design is outlined at Appendix D. This yellow-red pattern has the support of all agencies involved in the initial agency workshop.

Police Control and Command



Concern was expressed during the field consultation regarding the inability of response agency personnel to identify which person is in charge of an incident when Victoria Police are the control agency. Similar concerns were expressed in relation to identifying the person exercising the role of Police Commander when Victoria Police is a support agency. Transfer of control with arrival of senior members has caused concern at escalating incidents; this highlights the need for police to wear function based role tabards.

It must be recognised that Victoria Police, as an agency, are in a unique position in that they may exercise all levels of management at an incident simultaneously: co-ordination, control, and command. This requires that they clearly identify who is performing what role and when.

Where the EMMV defines Victoria Police to be the control agency the person exercising the functions of the Incident Controller in the field needs to wear the Field Incident Control tabard. Where another person exercises the function of Police Commander that person needs to wear the appropriate agency commander tabard. ICCS doctrine requires clarification in this regard.

Regardless of whether Victoria Police is the control agency or not, there is a distinct desire for the person acting as the Police Commander/Controller to be clearly identified to other agencies. This is not to say Victoria Police members don't wear relevant tabards in the field at present but simply a recognition that relevant tabards need to be worn in a consistent manner.

A number of issues relating to working in high risk environments were raised by Victoria Police members during the field consultation. That matter is dealt with below under the heading ***Working in High Risk Situations*** as it is a matter not restricted only to Victoria Police. Issues relating to Co-ordination tasks are dealt with at ***Emergency Response Co-ordinator***.

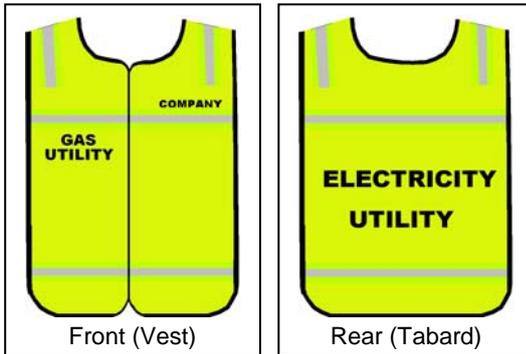
Emergency Response Co-ordinator



Concern was expressed during field consultation on the inability of response agencies to identify which Police Officer was acting as the Emergency Response Coordinator (ERC) in the field. It is proposed that a single ERC tabard be used in the field regardless of the level of coordination being exercised (MERC, RERC, etc); in essence, the level of Coordination being exercised is not important to combatants.

Consistent with EMMV Part 3 and ICCS training protocols, a separate individual should exercise the role of Coordinator in the field to the police officers who are undertaking an Incident Controller role or commanding Police resources at the incident. The single ERC tabard would be grey to align with ICCS. Victoria Police are responsible for determining their tabard needs and this review, along with other tools, will inform their considerations and decisions.

Utility Service Provider Liaison



At various field consultation sessions, the issue of identification of Utility Service providers was raised. There is a clear desire for all Utility Providers (Electricity, Power, Gas and similar infrastructure) to be readily identified when attending an incident scene in support of the response or recovery efforts.

Regardless of the role a Utility Service provider representative is performing, it is proposed that they wear a bib or vest style tabard that is compliant with safety standards while on the incident ground. The

colour must not conflict with ICS functional tabards.

The large number of service providers is causing confusion for responders and a need exists for the Utility Sector to be identified in a consistent manner regardless of the nature of their underlying work wear. In particular, it was felt that tabards must primarily identify the Utility Sector the person represents and, if required by the provider, could identify the individual company providing the services but this must be done in a less prominent manner.

As a point of clarification, there are two situations involving representation from Utility Service providers in the field. Firstly, workers who attend incidents to undertake physical effort such as isolations or disconnections and, secondly, representatives who provide advice in a liaison role. Both groups of representatives require clear identification of the Utility Sector they represent.

Essentially, on both the rear and front of any top garment worn by service providers, the Utility Sector needs to be prominent. Any individual company branding must not detract from the Utility Sector descriptor on the front and rear. If the garment is vest style, it would be expected the Utility Sector be identified on the front right side breast in addition to boldly across the rear.

On the basis that the OESC practice note on *Operation of a Municipal Emergency Coordination Centre* indicates green for liaison at ICC's and EOC's and AS1906.4 Table 2.1 states yellow-green is a compliant colour, it is proposed that all Utility Service field tabards be yellow-green.

Municipal Liaison



The need to identify representatives from local government was raised in a number of forums. It is proposed that Council's adopt standard field liaison tabards that indicate that the person as a municipal representative and the individual's key responsibility.

Tabards worn in the field should have the word "Council" prominently displayed above the role descriptor indicating the functional role. Individual Council logos should be allowed but less prominently.

The colour for Municipal Liaison tabards would be yellow-green to reflect MECC tabard colours.

Tabard Concepts & Principles

In addition to *Conceptual Solutions* described, a number of other issues came to light during the consultation phase or as a result of subsequent discussions with agencies. The overall *Tabard Concepts & Principles* proposed are inclusive of the *Conceptual Solutions* above.

Intent for use and application of Field-Based Tabards

A distinction must be made as to the nature or size of an incident and the concepts of Levels of incident. In this report, despite language used during the initial and consultation phases of the review, every attempt has been made to avoid any reference to level of incident; rather the focus is on initial or small incidents. Major incidents need be managed from dedicated centres and, in this context, tabards proposed in this report are primarily intended for use in the field.

It is important to clarify that it is not intended that field-based Incident Controller tabards have any application at major incidents managed from fixed incident management points. Once an incident escalates to the point of a Level 3 Incident Controller being appointed, that person needs to wear the white Incident Controller tabard, regardless of whether they are located in a fixed management centre or a mobile facility located at or near the incident.

Conversely, subject to direction from Agency Chief Officers, it would be anticipated that upon transfer of control to a Local Command Facility or Forward Command Point the person acting as the Incident Controller would wear the field Incident Controller tabard. This is an indication that the individual is not acting as a Level 3 Incident Controller and reduces the range of tabards that would need to be held at lower-level incident management locations.

Field-based tabards are not intended for use in Level 3 management centres, however field based tabards will be worn when field based roles are being performed in the field.

Leadership Group Tabard Panels



Significant consultation was held on the appropriate colour for the Control Team for field incident management teams. After consideration of the field consultation sessions and with input from senior leaders, it was resolved the Leadership Group tabards be red with a white panel with contrasting lettering.

Consideration had been given, initially, to a white band across the entire width of the tabard; however that solution would have precluded the use of existing multi-task panels as used by MFB or removable panels as used by CFA. In keeping with the intent that a cost-effective solution was required and that considerable feedback had been provided during the field consultation that a minimal number of tabards be held on vehicles, the adoption of this solution will provide the best outcome on a value-for-money basis. The Safety Officer Tabard incorporates a full width yellow band rather than panel but forms part of the Leadership Group.

This solution will allow the MFB multi-task tabard to be adapted by providing a white field for Incident Controller, MFB Commander, and MFB Liaison panels with other panels remaining red. Future iterations of the MFB red field tabards must remove the MFB initials except where the initials form part of the role descriptor (MFB Commander / MFB Liaison) within the panel.

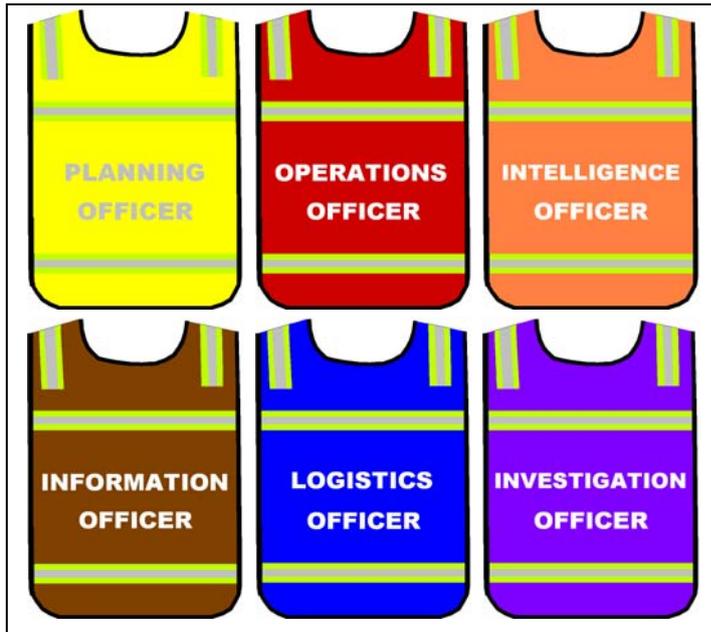
A number of CFA locations have previously trialled an Incident Controller tabard with a fixed white panel on red background but incorporating a fixed panel instead of a removable panel.

The Leadership Group Tabards are red in line with their close association with Operations and should not be seen to be a reflection of any association with fire agencies; these tabards are to be worn by all agencies regardless of the nature of the incident on the basis of *All-Hazards*.

AIIMS-ICS Functional Colours in the Field

With little exception, the overall opinion has been that all field based role identification must be based on the AIIMS-ICS (or ICCS) colours. Field based tabards for functional leaders and other support roles need to comply with a basic tabard design with the colour determined by function.

The colours for field based functional tabards are to be restricted to the standard colours of yellow (planning), red (operations), brown (information), orange (intelligence), blue (logistics) and purple (investigation). These colours align to ICCS and proposed changes to AIIMS-ICS.



Any field application of Intelligence or Investigation as separate functions to Planning remains an agency decision.

The range of tabards approved for use in the field will be determined by the individual agency; however, the intent is to keep the overall quantum of tabards in the field to a minimum.

To varying degrees, the requirement for Functional Officer roles in the field will be determined by the nature of the agency and the type of incident itself.

If an agency was to determine that brassards be deployed in the field, then the same colour schemes are to be applied to brassards with suitable role descriptors in contrasting colours.

The range of functions activated at an incident will depend on the very nature and size of the incident. It is not suggested that every incident will require all functions to be activated; the nature and scale of an incident will be the deciding factor. The fact that six functions are shown here is not to be taken to imply that each function must be activated at small incidents. The intent is to convey the message that where roles are activated the operative should wear a tabard that reflects the functional colour most aligned to the role they are performing.

Agency Blind

A clear desire was expressed by most participants during the field consultations to make all tabards in the emergency management sector “agency blind”. With the exception of the Agency Commander role descriptor (CFA Commander, DSE Commander, etc) and Agency Liaison role descriptor (CFA Liaison Officer, MFB Liaison Officer, etc) all tabards are to exclude agency names (including agency initials) or coloured chequered strips on the tabard.

In the case of the Agency Commander and Agency Liaison role descriptors, placement of the agency name or initials must be placed such that they are not visible when that descriptor is not in use. The method of achieving this will be dependent upon the style of tabard involved.

Mobile Control Unit tabards

It is anticipated field tabards be used when operating from a Mobile Control Unit. A number of agencies currently operate vehicles that serve as operations points in the field and the range of tabards to be held in those vehicles will need to be determined by the individual agencies.

However, there may be cause for major incidents to be managed from a mobile facility at or close to an incident; events such as Kerang Rail Disaster, South Dandenong Derailment and

Westmeadows Grassfire could be cited as significant incidents outside the sphere of initial and small incidents. Refer to ***Intent for use and application of Field-Based Tabards*** also. Accordingly, there may be reason for both field tabards and Incident Control Centre tabards to be held in those mobile control units but, again, that is a matter for the individual agencies.

Local Command Facility tabards

The range of tabards required at a Local Command Facility or Local Control Point should be determined by the agency having responsibility for management of the facility. It is difficult to provide a prescription for Local Command or similar facilities due to the variable nature of incidents and range of roles that could be undertaken at such a facility. In some cases, local needs will determine specific roles for individual locations but there may also be a requirement for blank coloured functional tabards to be provided into which a role descriptor can be added.

Further to commentary at ***Field Incident Controller*** and ***Field Agency Liaison***, it is not envisaged that *Deputy Incident Controllers* operate in the field and, therefore, it is anticipated that no requirement exists for corresponding tabards to be provided at local command and control locations. Equally, it is not anticipated that Level 3 Incident Controllers would operate from local command and control locations as expanded upon at ***Intent for use and application of Field-Based Tabards***; therefore, any Incident Controller role undertaken from these locations would utilise the *Field Incident Controller* tabard. In all other respects, field tabards would be suitable for use at local command and control locations.

Area of Operations

In relation to Key Consideration Issue #05, it was generally accepted that an Area of Operation will be managed in line with existing protocols for Regional Control as a newly defined Region.

At this time, each of the eight Regional Control Centres have been provided with a set of ten vest style agency-blind tabards and these appear to be suitable for the needs of those locations. Those tabards cover the individual roles of Regional Controller, Area of Operations Controller (as a separate tabard to that of Regional Controller), CFA Agency Commander, DSE Agency Commander, MFB Agency Commander, SES Agency Commander, and Executive Officer with three separate tabards provided for RCC Support staff.

As such, Regional Control Centres are adequately resourced with a set of tabards appropriate to their needs and which provide for an Area of Operations to be managed from an individual RCC.

Management Centre tabards

While the project brief envisaged consideration being given to management centre tabards, it was found that most locations have adequate arrangements in place and little need exists to advocate further standardisation for either Incident Control Centres or Regional Control Centres. The State Control Centre and the State Police Operations Centre both have recently implemented a range of tabards and/or brassards that suit their own individual requirements.

The recent introduction of Regional Control Centres saw the implementation of tabards specific to those locations and it isn't intended to make recommendations on RCC tabards.

Vehicle identification



A number of suggestions were made in relation to Division and Sector Commander roles (in bushfire environments) that the commander is typically mobile on the fire-ground and that role identification on the vehicle may alleviate the need to wear field tabards. Comparisons were made to Strike Team Leader vehicles and the rural fire agencies may find benefit in pursuing this suggestion. However, this should not be seen as a reason for field commanders not to wear tabards for role identification.

Application of Brassards

Overall, field consultation sessions and other consultations have indicated a mixture of opinions in relation to the application of brassards in the field. A wide range of views appears to exist and it would be necessary to undertake field-testing before making any definitive determination on the use of brassards. It may be appropriate for individual agencies to consider this separately.

Limitation on quantum of tabards

During the field consultation sessions and other various discussions during report development, a clear indication has been given that the overall number of tabards need to be constrained. It is intended the senior operational leader of an agency be responsible for approval of tabards specific to their agency and, subject to future governance of the emergency management sector, the State Control Team should be consulted to ensure continuance of a standard design.

A definitive list of role descriptors has not been provided in this report on the basis that individual agencies will need to consider their individual needs provided a “less is best” approach is taken.

The tabulations at Appendix F are only intended to indicate the more common field tabards and should not be taken to be a definitive listing or in any way be a limitation of approved tabards. At some point in time, it is envisaged that a State Tabard Schedule be developed similar to those from Queensland and New South Wales as presented at Appendix G of this report.

Heat related considerations

The project brief required that consideration be given to issues of heat related illness and field consultations were inconclusive as to opinions on how important overheating was to the wearing of tabards. Some participants advocated that testing be undertaken. The base tabard design does not attempt to define the material to be used for tabards as different criteria will apply based on the agency or intended use – bushfire, structural fire, land search & rescue etc.

Bib-style tabards appear to be preferred in the field due to their ability to allow air to circulate.

In situations where tabards are worn over the top of firefighters’ certified protective clothing (AS/NZS 4824 & AS/NZS 4967) the requirement for heat and flame resistance is generally considered not to be as high as the undergarments. Ideally, a material that does not melt, drip or ignite would be preferable especially where a risk of exposure to heat, flame or embers exist.

Agencies will need to consider requirements for fire resistance where their personnel are required to operate in environments where a risk of exposure to fire, heat or embers exists. Further work will be required to determine a suitable lightweight material where such risks exist.

Suggestions have been made that disposable tabards be used in certain circumstances along with consideration of perforated materials as used by some sections of the motor sport industry.

Liaison roles in management centres



Further to previous comments on **Management Centre tabards**, **Utility Service Provider Liaison**, and **Municipal Liaison**, it is recommended that suitable arrangements exist in management centres to identify people undertaking liaison officer roles. In discussing the need to identify people present in a management centre but not forming part of the actual (incident) management team, it was routinely suggested that a tabard was not necessarily required provided some other form of identification was available. In the case of

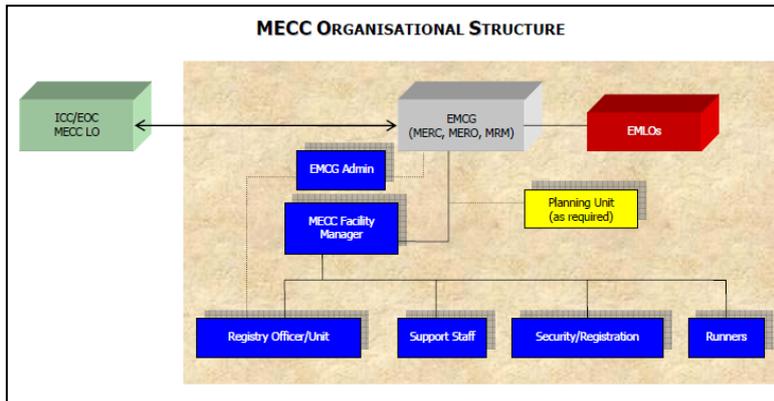
people who routinely attend a management centre in a representative role it is reasonable to expect their organisation to provide a tabard based on the concepts proposed in this report.

Conversely, if a management centre anticipates attendance of specific roles it is reasonable for tabards to be provided as part of the management centre’s suite of tabards. It is proposed that a tabard with words “Local Knowledge” be included in management centre tabards sets with

potential for a similar field-based tabard to be developed where appropriate. There was a view that grey be used in the field to ensure untrained people do not enter high-risk environments.

Use and Application of Tabards in Municipal Emergency Coordination Centres

A number of consultation sessions had first-hand experience with co-located MECC's/IMT's. One of the Key Considerations related to the risk of role confusion when different management centres operated in close proximity (same building or adjoining buildings/locations). A number of participants confirmed that confusion had occurred in such situations; however, the benefits of improved communications and closer liaison clearly outweighed any disadvantages with people wearing similar colour tabards. Anecdotally, evidence would suggest this is a minor issue.



The OESC practice note on *Operation of a Municipal Emergency Coordination Centre* defines the colours to be applied for functional roles in a MECC with red defined for EMLO's. While tabards are proposed to be "agency blind", the use of agency liaison tabards (CFA Liaison Officer, SES Liaison Officer, etc) in a MECC environment may be appropriate. The requirement for

CFA Liaison and MFB Liaison tabards already exist under CFA/MFB JSOP's and use of agency liaison tabards in a MECC would be a simple extension of those protocols.

Where potential exists for a MECC (or any other management centre) and an ICC to be located in close proximity, on a pre-planned basis, consideration should be given to providing a level of clarification as to which management centre a tabard (or other identifier) is associated with. In this situation, one set of tabards may indicate MECC on the upper left breast and the other ICC.

The OESC practice note at page 20 indicates green for liaison at ICC's and EOC's however there is no specific wording to confirm this and a colour is not defined at paragraph 5.2. AS1906.4 Table 2.1 states yellow-green is a compliant colour and it is proposed that all field liaison tabards be yellow-green which appears consistent with the OESC practice note.

Specific role tabards



In a number of instances, a need may exist to highlight specific field roles due to the nature of that function. It is proposed additional highlighting be in the form of a chequer pattern above and below the role descriptor panel.

In the case of roles associated with Breathing Apparatus management the use of orange and black chequers is derived from concepts used in Europe.

The method of identifying personnel crewing Hose Layer vehicles and other functional roles that are associated with Water Management at incidents might incorporate blue chequers highlights.

Use of word "Control" in subordinate Role Descriptors

It has been commonplace to use the word "control" (or "controller") with various historical tabards used by individual agencies. In order to avoid any risk of confusion around the role of Incident Controller – such as during voice transmission of messages between the field and control centres – the word "control" (or "controller") must not be used in other descriptors.

It is proposed that the words “Commander” or “Officer” be substituted for any existing role descriptors that currently incorporate the words “Control” or “Controller”. For example, in relation to CABA Control operations, the person in overall command of CABA Operations would become the CABA Commander and the entry point be known as CABA Entry Officer.

Functional Specification for Field Tabards

Appendix D Base Design for Field Tabards deals with basic layouts to be adopted for the design of field-based tabards and is not intended to be a specification. Its purpose is to ensure a uniform layout is maintained regardless of the environment in which a tabard is to be worn. From a risk management perspective, there is benefit in ensuring compliance requirements rest with fabricators and specifications developed in response to this report should be performance-based rather than prescriptive. Functionality of purpose should be matched with compliance.

While it is intended field tabards have retro-reflective strips consistent with AS4602 Figure 2(c) it is not necessarily intended that they be certified to AS4602. **Safety Considerations** deals with the relevance of safety oriented standards (such as AS4602) and the purpose of field tabards in the context of complying with WorkSafe requirements in uncontrolled environments.

A range of issues were raised in relation to the functionality of tabards and it is most likely that most of those issues will not be readily resolved – if at all. Field tabards may be worn, in some situations, for an extended period of time and need a reasonable level of comfort and functionality. The nature of fabric has not been considered, as agencies will need to consider requirements such as fire resistance and other specific risks. In addition, further work might be required by some agencies to determine suitable lightweight materials where the need exists.

Suggestions have been made that disposable tabards be used in certain circumstances along with consideration of perforated materials as used by some sections of the motor sport industry.

A number of simple improvements to the current tabards in use by agencies are envisaged:

Name Tags: Field tabards are to be provided with a clear plastic pocket large enough to insert a uniform nametag or ID card. This would be located on the top right side of tabards.

Fasteners: Bib style tabards that utilise Velcro fastening are criticized for coming loose and “flapping in the breeze” during operations. A preference would be for a positive locking device to be incorporated (such as a side release buckle) with an adjustable fastening strap.

Pen Holder: A simple pen holder should be incorporated into tabards for at least two pens.

Microphone Holder: To facilitate use of portable radios while wearing tabards, a detachable strap should be located on the upper left side of tabards as a microphone attachment.

Radio Placement: It is not envisaged that tabards incorporate a fixture for portable radios; this is a requirement of the underlying work gear provided a suitable microphone holder exists.

Issues relating to maintenance and robustness should be dealt with on a fit-for-purpose basis as part of an overall functional specification. AS1906 deals with durability of colourfastness and the draft AS4602.2 covering garments intended for fire service personnel addresses maintenance.

As previously detailed, the EMMV states the colours for each function but does not define those colours by reference to any specific standard. Within normal limits of batch colours, in order to provide a consistency in fabrication of tabards, there is merit in defining the functional colours.

In consultation with AFAC (AIIMS) and Victoria Police (ICCS), a defined colour scheme should be developed to ensure a level of consistent tabard colours across AIIMS-ICS and ICCS. The range of colours defined in AS2700 *Colour Standards for General Purpose* does not cover all functional colours and research would be necessary to define colours by a suitable set of codes.

While bib style tabards are implied by layouts in this report, there is merit in permitting a degree of flexibility in the actual tabard style used provided the concepts and principles are maintained.

Subject to adoption, by the State Emergency Response Planning Committee and agencies, of the *Concepts & Principles* proposed it would be anticipated that a single *standard functional tabard specification* to be developed for adoption by all emergency response agencies.

Operational Considerations

The following items are potentially outside the project scope but were raised in multiple forums such that they demand comment with regard to their relevance to the wearing of tabards.

Building a culture of tabard use

The need for people to promote the use of tabards to subordinates was raised in several of the field consultation sessions and by various people during the report development phase. It is important that leaders take every opportunity to promote the use of tabards in the field. This must be inclusive of day-to-day operations regardless of the incident type or level of complexity.

Those agencies that promote the use of tabards as normal work practices are considered most likely to wear tabards when an event unexpectedly becomes complex and over-runs those in command. The use and application of tabards in the field needs to be embedded culturally.

Transfer of Control

At a number of the field consultation sessions, issues were raised regarding “transfer of control” and the role that tabards can play in a more formal handover; especially in escalating incidents.

As much as it is important for the initial Incident Controller to be identified in that role (ideally by use of a *Field Incident Controller* tabard), many people have reinforced the need to ensure that any transfer of control be undertaken in a formalised and managed manner in order to ensure that relevant information known to the Incident Controller is passed to the person taking over. It is vital that an incoming Incident Controller go through a process in assuming Control of an incident. Changing the role descriptor worn is a useful way of indicating control has transferred.

Many people have indicated a belief that the physical changing of a tabard’s role descriptor is a powerful reinforcement that a change has been effected; whether that is transfer of the Incident Controller or changes to the role a person is performing as span of control increases or reduces.

Operational policy and training materials should embed the wearing of tabards into the culture of all agencies and ensure that tabards are worn at appropriate times. Training protocols need to reinforce the function of tabards in both the process of *transfer of control* and *role reallocation*.

Senior personnel not involved in management of incident

In parallel with issues raised around “transfer of control”, issues were raised by a range of people regarding issues that arise with regard to “senior officers” attending an incident. Two key concerns seem prevalent: (1) Requirements demanding a more senior officer assume command and (2) Senior staff attending but not formally participating in the incident management structure. Concerns were raised routinely by senior personnel and subordinates.

In both circumstances, good management practices would dictate that senior or experienced personnel be able to attend incidents in order to “observe” how those in leadership roles are performing in their assigned roles. This is equally about allowing a person to be mentored in their role as it is for the senior personnel being able to gain confidence in their subordinates.

There is no suggestion that senior officers shouldn’t be on the incident ground or that they don’t have a role to play when present. In fact, as stated above, good management practice demands that people be mentored and that management monitor their development in situ. The main consideration, in the context of this review, is about how legislation, doctrine and training regimes may need to be modernised in order to avoid conflict in these circumstances.

Consideration was given to the need for the provision of a “Mentor” tabard, however, this has not been pursued. Some agencies have a mentoring culture while others are less inclined to mentor in-place. It is anticipated senior staff should be able to attend an incident to support or mentor without having to be identified as a mentor; however, this is an individual agency issue.

Nevertheless, further consideration should be given to the impact of current legislation on senior personnel attending incidents and how they interact with incident leadership responsibilities; a balance is required between incident management responsibility and organisational responsibility as discussed in the Final Report of the Victorian Bushfire Royal Commission.

Safety Considerations

The intention of this report is to propose a suite of common field incident management tabards that are intended to be used in controlled environments without exposing the wearer to undue risks; incident grounds are inherently dangerous and risk assessments must always be conducted as soon as practicable. Workers are expected to be training in safe work methods.

Where incident risk assessments identify a need for high visibility clothing the onus rests with the agency to ensure that suitable clothing is worn or other safe work measures are put in place. Incident Managers are responsible to establish systems and procedures for the safety of all people working at an incident and to monitor and review safety including issues of public safety.

Management of safety at incident-grounds

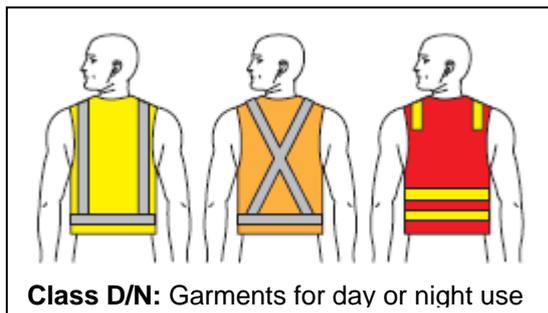
Field tabards are intended to be worn in controlled environments where a risk assessment (albeit a mental appreciation of the surrounds) has been undertaken and suitable safe work measures put in place to isolate personnel from identified risks. Where people are at risk of being impacted by road or rail traffic, being caught in the path of plant, or not being seen by others against complex visual backgrounds AS4602 compliant safety tabards should be worn.

Irrespective of anything else in this report relating to the use and application of field tabards, the onus is on those in charge of the incident-ground to ensure the workplace is safe and that nobody puts anyone else at risk of injury. All incident-grounds are work places regardless of the employment status of those present and nothing in this report is intended to diminish the requirement for safety measures to be put in place during the management of an emergency. While tabards are primarily intended to identify the role a person plays at an emergency, the wearing of tabards must not adversely affect the safety of those present on the incident-ground.

Ability to achieve compliance to AS4602

To the fullest extent possible field tabards should be compliant with the design intent of AS4602.

AS4602 deals with garments intended to be worn by “workers in road and rail traffic situations” so they can be seen “in field situations by the operators of vehicles approaching them at speed, in time for any necessary safety action to be taken [by the vehicle operator]”. The Standard is recommended for workers “in all industrial situations of similar risk” where there is a need for workers “to be seen at distance... in conditions of poor visibility or where they may appear suddenly in the path of a vehicle or item of moving plant”. Risks imposed to combatants when *Working in High Risk Situations* is a matter for all agencies to contend with.



AS4602 specifies that Class D/N garments be manufactured with material complying with the daytime visibility requirements of that standard combined with retro-reflective strips. The extent of retro-reflective strips on field tabards should be based on the requirements of AS4602 Figure 2(c).

The colours for garments are determined by reference to AS1906 Class F or Class NF. AS1906 colours are incompatible with most ICS colours.

The discussion at **Heat related considerations** relating to selection of tabard materials is also relevant. Due to various safety considerations (especially for fire agencies), it is anticipated most emergency services would require tabards to be made from Class NF natural fibre materials and/or be treated with fire resistance products which may impact material types.

AS4602 requires that retro-reflective strips be placed at the shoulders along with the top and bottom of the torso and they be continuous all round as a “hoop”. In finding a balance between heat retention issues it may be determined that a bib-style tabard is appropriate in which case it may not be possible to comply with the hoop requirements for reflective strips.

Field tabards that do not comply with AS4602 should not be worn in high risk situations unless the agency has put suitable control measures in place as discussed in throughout this report.

Working in High Risk Situations

The nature of high risk situations in the context of AS4602 is outlined in the preceding section.

The key concepts being that the worker can be “*seen in field situations by the operators of vehicles approaching them at speed, in time for any necessary safety action to be taken [by the vehicle operator]*” and that they can “*be seen at distance... in conditions of poor visibility or where they may appear suddenly in the path of a vehicle or item of moving plant*”.

Regardless of the nature of an incident, it is reasonable to expect that people who respond to deal with an emergency will be exposed to a level of risk and each agency must provide their personnel with training matching the types of risk environment they are likely to be exposed to.

As a fundamental requirement, it is intended that all field tabards used in the emergency management sector be compliant (as far as possible) with relevant safety standards for both day and night time operations. Where an agency’s basic work wear is designed to be compliant with a safety standard, use of a tabard should not adversely affect that compliance.

Discussions with WorkSafe indicate that suitable control measures must be put in place to remove a person from the risk of impact from a vehicle or other injury when working in traffic. In particular, the WorkSafe Guidance Note on *High-visibility clothing near traffic* is relevant to all emergency services workers and others dealing with an emergency in a high risk situation.

A key objective of any Incident Controller in the field must be to make the workplace safe for those dealing with an emergency event as best can be achieved in the individual circumstances. The primary consideration should be to isolate the incident from the public and instigate a safe environment for those dealing with the incident. In terms of working on or close to traffic this will involve full or partial road closure and measures such as placing vehicles in “fend off” positions.

40km/hr speed limits when passing emergency vehicles

A further enhancement – on the principle of shared responsibility – to the safety of emergency services workers when on or near traffic would be adoption laws similar to Section 83 of the South Australian Road Traffic Act 1961; which states:

A person must, while passing an emergency vehicle that has stopped on a road and is displaying a flashing blue or red light (whether or not it is also displaying other lights):

- (a) drive at a speed no greater than 40 kilometres per hour; or*
- (b) if a lesser speed is required in the circumstances to avoid endangering any person — drive at that lesser speed*

Adoption of such legislation will greatly complement the use of field tabards on or close to traffic.

Colour scheme for Safety function

The proposed Field Safety Officer tabard does not align with a recent update to EMMV Part 3 *State Emergency Response Plan (SERP)*. The SERP does not specifically define the Incident Control System to be used by agencies in Victoria but advocates an integrated approach and specifies standard colours to be used for each of the Incident Management functions. The August 2012 update to the SERP specifies the colour code for Safety as “yellow and black”. Previously a colour was not specified for Safety and yellow and red already forms part of ICCS.

In relation to the function of Safety, the proposal to adopt the yellow and red pattern is based on the Safety Officer tabard implemented by Victoria Police at the SPOC and a similar design implemented at the SCC. This is a deviation of the colours specified in the EMMV; however, in relation to Incident Management Systems, the EMMV states that an *IMS is not a fixed set of rules* but rather a *flexible and dynamic methodology*. The merits of yellow and black verses yellow and red as the safety colour combination was considered with this in mind. For example:

AS1319 *Safety Signs for the Occupational Environment* deals with safety signage and defines specific colours depending on the nature of the sign. Hazard warning signs are those which deal with any situation that is “a hazard or hazardous condition that is not likely to be life threatening” and prescribed as yellow with black legends (symbol or written words).

AS4001 *Motor Vehicle Rear – Marker Plates* deals with the design of rear marker plates to enhance visibility and early recognition and identification of road vehicles. The colour combination of yellow and red in AS4001 is consistent with similar UN and EU standards.

Other safety orientated organisations such as Surf Lifesaving use yellow and red for safety.

The yellow and red scheme appears more visible than the yellow and black combination.

In this respect, the yellow and red colour scheme adopted at the SPOC and SCC appears to be appropriate and consistent with other contemporary safety identification schemes.

The proposed yellow and red colours for Safety identification are:

Yellow: AS2700 colour Y15 – Sunflower (PMS 136C, 115U)

Red: AS2700 colour R13 – Signal Red (PMS 186C, 1795U)

The specified colours are based on the assumption that the material is not retro-reflective and the surface has a diffuse nature. Compliance with AS1319 Appendix A is also relevant.

A requirement to amend the EMMV at page 3-17 may be warranted to reflect this position.

Standard safety tabards



Notwithstanding field incident management requirements, there is a clear requirement for standard safety tabards to be worn within differing agencies. Where underlying work-wear is not compliant with AS4602 then a compliant safety tabard will be required in high-risk circumstances. (Refer comments on ***Working in High Risk Situations***)

While it is preferred that personnel undertaking functional roles wear role identification aligned to the ICS colours this can not be to the detriment of safe work practices.

During the field consultations, a number of people suggested a base safety tabard with ICS coloured panels might be an alternative solution for functional-specific roles that also require compliance with AS4602. Manufacturers have equally suggested that other means of associating a tabard to a function may be possible; such as coloured sleeves or other highlights.

Untrained personnel in the field



Consideration needs to be given to how to manage those personnel who may be required to be present in the field in support roles but have not been trained or their level of training or competence is not readily known.

The use of a standard colour, such as grey, could serve as an indication that the person has not undertaken a level of training relevant to operating on an incident ground and must be escorted or supervised.

Training protocols will be a matter for individual agencies to address however it is important that only people that are competent to be on an incident ground are permitted on that incident ground unsupervised.

Organisational training

It is imperative that the individual agencies ensure that suitable training is provided with the introduction of new equipment. Section 21(2)(3) of the Occupational Health and Safety Act (Vic) 2004 states that an employer contravenes the Act if they fail to “provide such information, instruction, training or supervision to employees of the employer as is necessary to enable those persons to perform their work in a way that is safe and without risks to health”.

Operational doctrine around management of initial / small incidents may require modification to ensure personnel are aware of implications in wearing field tabards and the requirement to ensure a safe workplace. This would most likely require training both at an individual level and for those in leadership roles at an incident.

Tabard Style

The project objectives included a need to “*make recommendations on preferred tabard styles for both field and control centre use*” however, this has not been done at this time. Bib style tabards are preferred by many due to issues relating to heat retention (see **Heat related considerations**). Vest style tabards are generally preferred in fixed management centres. Overall, tabard styles are best addressed by manufacturers subject to compliance with a single *standard functional tabard specification* reflecting the *Concepts & Principles* proposed. A trial of different styles (and materials) should be considered as a “next step”.

Implementation

The importance of a managed implementation was raised in most of the field consultation forums with various comparisons made to ineffective “self-managed” or “uncontrolled” introduction of new equipment within agencies. Conversely, the recent Radio Replacement Programme undertaken by CFA was cited as an example of an effective methodology for introduction of new equipment and, most importantly, withdrawal of the defunct equipment.

CFA in particular (at Appendix B “Other Matters”) has indicated the enormous effort that will be required for them to execute an implementation project of this nature and the need to ensure that “*implementation is achieved in a timely manner and there is reduced risk of confusion that could occur with a staggered approach across agencies*”.

Once a single *standard functional tabard specification* for field incident management tabards is developed and endorsed by agencies, it would be expected that future tabard procurement would be in line with that specification.

Consideration may need to be given to modification of existing tabards that do not accord with the *Concepts & Principles* proposed and time lines for retirement of those tabards.

Impacts

The following key issues have been raised at various times during consultation:

Safety:	As stated throughout this report, the issue of safety is paramount in the proper resolution of emergencies and the impact on safety of the proposed field tabards have been discussed above in detail.
Interoperability:	Adoption of a standard suite of field tabards will greatly enhance interoperability in that agencies will have access to similar (if not, identical) tabards across the emergency management sector.
Culture:	There is potential that existing cultures in individual agencies may resist change and Chief’s be required to promote the use of field tabards. Overwhelmingly, the majority of field consultations participants welcomed the concept of a single suite of agency-blind tabards however there is a risk this may not be a universal view.
Command and Control:	Use of field tabards will greatly improve identification of personnel in Field Incident Management roles and ensure better role clarity.
Funding:	Individual tabards costs have not been addressed however there is potential that costs should be driven down by volume procurement. A dedicated rollout has been advocated which would require project funding and, potentially, a dedicated procurement strategy.
Training & Exercising:	There is potential that individual agencies will need to amend training materials to reflect the proposed suite of field tabards but this is an action that can be undertaken progressively. The use and application of agency-blind universal field tabards should be embedded in all aspects of training and exercising in all agencies.

Conceptual Tabard Tabulations

The tabulations at Appendix F are a summary of concept tabards as proposed in this report and are not intended to be a definitive listing of approved tabards or required by an agency.

The first tabulation deals with three discrete groupings: Leadership Group, Functional Management Group and Coordination & Liaison Group. The Leadership Group is distinguished by the use of a red tabard with white panel field along with the new proposed Safety Officer's tabard. The Functional Management Group is distinguished by adoption of AIIIMS-ICS/ICCS colours for all field-based tabards regardless of the actual role descriptor.

The Coordination & Liaison Group is distinguished by the use of grey as the base colour for the ERC and yellow-green for field EMLO tabards as AS4602 compliant tabards for those personnel required to enter an uncontrolled (workplace) location on the incident ground.

The second tabulation is a set of potential incident-type specific tabards. This area will require further work to define the full range of "approved" role-specific tabards and eventual development of a set of Victorian tabard schedules similar to those given at Appendix G.

Interstate Tabard Schedules

Examples of tabard schedules used by Victoria Police as part of their ICCS training material and both New South Wales and Queensland fire services are provided at Appendix G. These schedules were displayed to participants during the field consultation sessions with participants asked to express a view as to the benefits of similar schedules being developed in Victoria. The concept of a similar tabard schedule for Victoria was overwhelmingly supported by most participants.

As such, it is envisaged that a schedule similar to the Queensland or New South Wales documents would be developed. Many participants in the field consultations indicated that such schedules would be useful in educating field operatives on the benefits of tabards.

Next Steps

Implementation Phase

In order to progress any change to the current use of tabards for field related incident management, the following key actions are envisaged:

- Endorsement by State Emergency Response Planning Committee of the *Concepts & Principles* and the overall intent of a single suite of Field Incident Management tabards.
- Modification to EMMV Part 3 to reflect *Concepts & Principles* proposed in this report.
- Commitment by agencies to adopt the *Concepts & Solutions* and the overall intent of a single suite of Field Incident Management tabards and time lines for implementation.
- Development of a standard functional specification (as further development of the base tabard design proposed in this report) to ensure a consistent procurement of tabards.
- Development of a range of tabard styles for field-based tabards and a suitable trial.
- Determination of methodology for roll out of any new tabards on the basis that most consultation sessions advocated for a managed (radio replacement style) change over.
- Consideration of legislation to adopt mandatory 40km/hr speed limits near vehicles that are displaying blue or red flashing lights similar to existing South Australian legislation.

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Appendix A: Review of Tabards – State Field Visit Participation Schedule

Day	Time Frame	Location	CFA	DSE	ParksVic	Amb Vic	SES	Police
Day 1 24/09	Morning 09:00 – 10:30	Traralgon RCC	✓			✓		✓
	Afternoon 12:30 – 14:30	Bairnsdale ICC Brian Russell 0417 349 374	✓	✓		✓		
	Afternoon 17:30 – 18:30	Omeo FS	✓					
Day 2 25/09	Morning 08:30 – 10:00	Myrtleford LCF (Fire Station)	✓	✓			✓	
	Lunch 11:00 – 12:30	Wangaratta ICC	✓				✓	✓
Day 2 25/09 (Cont.)	Afternoon 13:30 – 15:30	Benalla RCC	✓	✓			✓	
	Evening 19:30 – 21:30	Mooroopna (Fire Station)	✓				✓	✓
Day 3 26/09	Morning 09:30 – 11:30	Kerang LCF Stuart Broad	✓		✓			

Review of Tabards in the Emergency Management Sector

Day	Time Frame	Location	CFA	DSE	ParksVic	Amb Vic	SES	Police
	Afternoon 14:00 – 16:00	St Arnaud LCF	Session Cancelled					
	Evening 19:30 – 21:30	Horsham (Fire Station)	✓			✓	✓	
Day 4 27/09	Morning 09:30 – 11:30	Casterton ICC	✓	✓				
Day 4 27/09 (Cont.)	Afternoon 13:30 – 15:30	Portland LCF	✓		✓		✓	✓
	Evening 19:30 – 21:30	Warrnambool (CFA Office)	✓					
Day 5 28/09	Morning 09:30 – 11:30	Colac (ICC) @ CFA D6 HQ	✓					
	Afternoon 13:30 – 15:30	Ballarat RCC	✓	✓	✓	✓		✓

Appendix B: Agency Responses to Key Considerations

Each agency was asked to provide an agency response to the Key Considerations items following the initial agency workshop. Responses are compiled below against each issue and are presented in the order in which the agency response was received by the Project Officer.

For the purpose of this section, a reference to NEO encapsulates ParksVic but is to be read to include the other networked agencies unless otherwise stated. The response was given by DSE.

Issue 01	<p>Colour of Incident Controller tabard in the field</p> <p>VicPol:</p> <ul style="list-style-type: none"> • For Level 1 Incidents, it will be the high visibility yellow “police” tabard worn by all personnel for identification and to fulfil our O.H & S. responsibility when on roadways and worksites. <p>DSE/ParksVic:</p> <ul style="list-style-type: none"> • Generally NEO's don't deploy tabards in the field for small incidents. [NEO's] have the I/C based in the office; however, if the I/C was field based and there was a requirement for field identification then the obvious colour would be white for the incident controller to ensure consistency with the other tiers of emergency management under the AIIMS-ICS structure. <p>AV:</p> <ul style="list-style-type: none"> • As AV is not an Incident Controller, it does not operate any Incident Controller tabards. • Should be consistent with AIIMS-ICS. Should be easily identifiable at a distance for support agencies (such as AV) to be able to easily identify the Incident Controller. • Have general principles for easy training of staff. Should be consistent inside/outside ICC. <p>CFA:</p> <ul style="list-style-type: none"> • CFA's role statement for an Incident Controller states that 'the appropriate tabard will identify the Incident Controller'. One of the responsibilities of the Incident Controller is to 'wear the Incident Controller tabard'. This does not distinguish whether it's a Level 1 or 3 Incident. All frontline firefighting vehicles (and many others) have access to an Incident Controller tabard. • Part 3 EMMV under Incident Management Systems states: 'To assist in identifying functional officers, tabards are worn and colour coded as follows' The control function is listed as white and it is not specific to the Level of incident. • If the colour coding under EMMV requires an all-white tabard this may be considered problematic for field use due to the different working environments, regular use and storage arrangements. These factors may impact on aesthetics of a tabard over a period of time. Perhaps a solution could be in the panel or letter colouring to distinguish IC from other roles. • CFA's existing tabards for field use are lime green reflective background with retro-reflective tape with removable/interchangeable panels. When the new Structural PPC was introduced into CFA a number of complaints were received about the inability to distinguish the tabard from the background Nomex colour of the clothing. This factors needs to be considered when selecting background colours. • As agencies we need to consider whether there is an intention to provide functional identification only or a need for a secondary function of visibility for safety. Firefighting Protective clothing (whether Structural or Bushfire) has combined retro-reflective/fluorescent trim in quantities and locations as documented in Australian Standards for Firefighter's Protective Clothing. <p>SES:</p> <ul style="list-style-type: none"> • White. <p>MFESB:</p> <ul style="list-style-type: none"> • MFB currently use a red multi tasked tabard with 60mm silver letters for Incident Controller at initial/small incidents. The tabard is carried on all front line appliances and is designed to show who the Incident Controller is. • The current tabard is designed to allow the transition of functional roles as the incident size increases thus allowing the incident to be easily passed on to a higher ranking officer without the need of changing tabards.
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**Issue
02**

Ability to change role descriptors on field tabards

VicPol:

- Victoria Police are in the position that the senior police member may be the incident controller/ police commander and the field emergency response coordinator (FERC).
- Multi role descriptors are not available to responding divisional van and car crews, but are first available with the attending supervisor unit that may attend, it may be police commander or Incident controller. At this juncture they will all still be the high visibility “yellow” vests.
- Soon there will be available a silver vest for the FERC/MERC.
- The Incident Controller/Commander should be standard descriptors available in the field.

DSE/ParksVic:

- [NEO’s] would only utilise Operations Officer, Divisional and Sector Commander roles.
- From [an NEO’s] perspective the tabards with the interchangeable panels are generally hot heavy and cumbersome and tend to impede users mobility.
- The practicality of carrying around name plates is an issue.

AV:

- AV currently use Health Commander, Ambulance Commander and Ambulance Supervisor in management roles (NB: The Health Commander is part of the EMT).
- As a result of this project AV is considering altering Supervisor to Division/Sector Commander.
- AV also use Triage Officer and Transport Officer as key frontline positions (roles of first AV crew as scene).
- In terms of the Control Agency IMT, as a support agency all the responses above to Issue #1 remain relevant.

CFA:

- As already seen from the returns to date there are different requirements for agency specific roles. Agencies with Control responsibilities could standardise on common functions.
- The obvious ones are:
 - Incident Controller
 - Operations Officer
 - Division Commander
 - Sector Commander
- All Agencies should have ability to identify their Agency Commander.
- CFA has a range of other roles where tabards are currently available for use at small incidents including:
 - BA Control
 - BA Entry
 - Decontamination Officer
- The use of single garment with multiple role descriptors adaptability may be suitable; however, the additional weight of the tabard may contribute to heat stress and fatigue.
- Other forms of identification such as brassards also present issues of a suitable attachment.

SES:

- Alternative approach is for a range of stick on panels (roles) to be available with one type of field tabard common to all agencies for use. Only the panel needs to be changed.
 - Incident Controller/ Agency Commander(i.e. VICSES Commander or MFB Commander)
 - Safety Officer/ Field Safety Officer
 - Division Commander/Sector Commander
 - Staging Area Manager
 - Operations Officer/ Division Commander.

MFESB:

- A multi-role descriptor type tabard is already used by operational staff at small to medium size

<p>Issue 02 (Cont)</p>	<p>incidents.</p> <ul style="list-style-type: none"> • The four functional roles identified on the Command Staff tabard are: <ul style="list-style-type: none"> o Incident Controller o Commander o Liaison Officer o Operations Officer • The four functional roles on the tabard carried on appliances are: <ul style="list-style-type: none"> o Safety Officer o Operations Officer o Sector Commander o Incident Controller • These functions have been selected as they allow for natural transition of command as the incident escalates. • Other tabards used by the MFB include <ul style="list-style-type: none"> o Decontamination Officer o B.A. Officer
<p>Issue 03</p>	<p>Identification of Co-ordinators in the field</p> <p>VicPol:</p> <ul style="list-style-type: none"> • Generally the Coordinator at Level 1 Incidents will be the senior police member, and not tabarded as such. • For Level 2 Incidents a supervisor unit will be in attendance. • At Level 2 Incidents the FERC/MERC should be tabarded. <p>DSE/ParksVic:</p> <ul style="list-style-type: none"> • From [an NEO's] perspective, there is probably little need to identify the Co-ordinator role at a Level 1 Incident as these are generally small and wouldn't normally require a Co-ordinator. • At a Level 2 Incident there is a need to identify a Co-ordinator for ease of communication. <p>AV:</p> <ul style="list-style-type: none"> • Yes. As a support agency with a role in the EMT, AV often finds itself at a scene where the Incident Controller is forward and cannot be found and it is often unclear who of the attending VicPol members is the IERC/MERC. <p>CFA:</p> <ul style="list-style-type: none"> • Yes - Level 1 or Level 2 Incidents regularly require the presence of Police (often attending in large numbers). There is a need in these circumstances to identify this function whether this is the Field or Municipal Emergency Response Co-ordinator. <p>ParksVic:</p> <ul style="list-style-type: none"> • Yes in line with the EMMV. <p>MFESB:</p> <ul style="list-style-type: none"> • As police are generally required at most incidents, it would be easier for the Incident Controller (if it's not the police) to be able to identify the Co-ordinator from other members of the force whether it be the MERC or most senior [Police] officer on scene.
<p>Issue 04</p>	<p>Use and Application of Tabards in Municipal Emergency Coordination Centres</p> <p>VicPol:</p> <ul style="list-style-type: none"> • VicPol escalation procedures indicate that there is no issue. Our role does not change between an IMT/EMT or MECC for coordination. • Our commander role at EMT has no impact at the MECC or IMT. <p>DSE/ParksVic:</p> <ul style="list-style-type: none"> • [NEO's] would suggest that we follow the lead from the SCC and appoint unit leaders with tabards based on the AIMS colour scheme and issue brassards for key supporting roles.

<p>Issue 04 (Cont)</p>	<p>AV:</p> <ul style="list-style-type: none"> • AV suggests that there is a two step ID: <ul style="list-style-type: none"> ○ 1: Location/Level (eg State/Regional/Incident/MECC/etc) ○ 2: Function (eg Controller/Commander/Planning/Logistics/etc). <p>CFA:</p> <ul style="list-style-type: none"> • CFA would support the key functions wearing tabards and sub functions wearing brassards or coloured identification plates/lanyards. The need to identify different management centres is questionable. It is likely that agency representatives could attend a range of meetings at different locations; however providing additional identification on tabards may not add value to the process. <p>SES:</p> <ul style="list-style-type: none"> • Tabards for key positions only, brassards for the rest. <p>MFESB:</p> <ul style="list-style-type: none"> • MFB endorses the use of coloured tabards for key functional roles within the centres as outlined in AIIMS. The use of Brassards is an option for the identification of the support people to the key functions.
<p>Issue 05</p>	<p>Use and Application of Tabards in Areas of Operation</p> <p>VicPol:</p> <ul style="list-style-type: none"> • Regional Emergency Response Coordinators or Regional Emergency Management Inspectors. <p>DSE/ParksVic:</p> <ul style="list-style-type: none"> • [NEO's] would suggest taking this to the regions and consulting with the appropriate tier of emergency management. • Consistency is the key. <p>AV:</p> <ul style="list-style-type: none"> • AV Regional Staff. <p>CFA:</p> <ul style="list-style-type: none"> • Regional Commanders and Operations Managers. <p>SES:</p> <ul style="list-style-type: none"> • As previously provided [for Consultation Tour phase]. <p>MFESB:</p> <ul style="list-style-type: none"> • Within the MFB, ACFO and Commanders would be the appropriate people to consult.
<p>Issue 06</p>	<p>Use and Application of Tabards in Emergency Management Teams</p> <p>VicPol:</p> <ul style="list-style-type: none"> • EMLO's in EMT's need to be identified firstly as an EMLO and secondly by the agency to which they belong. Most EMLO's cannot make decisions on behalf of their organisation but are a reporting and liaison link only. <p>DSE/ParksVic:</p> <ul style="list-style-type: none"> • During large scale activations the identification of EMLO's is important. In most cases, the emergency services and Defence personnel are easily identified by their uniform. However, various other roles such as Health, Energy, Transport, etc may not necessarily be identified. • A brassard is probably more than adequate. • A plastic name card/lanyard with persons name, role and who they represent would be useful. <p>AV:</p> <ul style="list-style-type: none"> • Issue 6 relates to EMT but asks about ICS structures. • There is an issue with terminology here with respect to the EMT, as it should have agency commanders not EMLOs in it. • Again as a support agency, consideration needs to be given to how support agencies that are not part of the Control Agencies IMT are identified.

<p>Issue 06 (Cont)</p>	<ul style="list-style-type: none"> • AV's preference is that as it is required to meet the high visibility guidelines, that it has a yellow vest, with panels of a unique colour to represent it's function. Currently AV use both orange and green. Department of Health use green as it is the international colour used for health and first aid. AV proposed that it is moves to green panels for consistency, with wording to reflect the Location/Level (eg State/Regional/Incident/Sector etc) of involvement and function (Health Commander, Ambulance Commander, Ambulance Liaison). • AV prefer to use above standard for Liaison Officers within ICS to be consistent with the field. <p>CFA:</p> <ul style="list-style-type: none"> • The EMMV's definition of an Emergency Management Liaison Officer (EMLO) is a person appointed by an agency, who: <ul style="list-style-type: none"> ○ represents his/her agency: <ul style="list-style-type: none"> ▪ in another agency's facility utilised to manage an emergency response and/or ▪ at a co-ordination centre and/or ▪ as part of an Emergency Management Team • Irrespective of the location of EMLO's, they do need to be easily identified. This can be achieved by a range of methods including tabards, brassards or name plates/lanyards. • Main principle is they should not clash with the Incident Management Systems colour scheme. <p>SES:</p> <ul style="list-style-type: none"> • As an EMLO they must be, tabards assist this. However for EMT's particularly SEMT's they are not particularly useful unless the person's role already requires this (Incident Controller, State Commander). <p>MFESB:</p> <ul style="list-style-type: none"> • EMLO's should be clearly identifiable using a tabard that does not clash with existing coloured tabards under AIMS-ICS [or ICCS].
<p>Issue 07</p>	<p>Use and Application of Tabards in State level control teams</p> <p>VicPol:</p> <ul style="list-style-type: none"> • State level arrangements as discussed at the meeting will suffice, tabard for function head and brassards for assistants. <p>DSE/ParksVic:</p> <ul style="list-style-type: none"> • Essential, if time and money is going to be invested in the project than consistency must be across all tiers of emergency management. <p>AV:</p> <ul style="list-style-type: none"> • The same standards should apply. • If for no other reason, than providing leadership. <p>CFA:</p> <ul style="list-style-type: none"> • CFA would support a consistent approach at State Level. <p>SES:</p> <ul style="list-style-type: none"> • 100% or by the time we get to the field variant approaches will lead to confusion. <p>MFESB:</p> <ul style="list-style-type: none"> • Consistency of design and colour at all levels is paramount.
<p>Issue 08</p>	<p>Use and Application of Tabards in the field</p> <p>VicPol:</p> <ul style="list-style-type: none"> • In VicPol, consultation with municipal supervising sergeants (251's) who are the level that will attend most Level 1 and all Level 2 incidents as the Police Commander and FERC.. <p>DSE/ParksVic:</p> <ul style="list-style-type: none"> • To ensure the success of the reform you need to make sure there is buy in from the end users. Consult being the operative word, not just inform.

<p>Issue 08 (Cont)</p>	<p>AV:</p> <ul style="list-style-type: none"> As this has the potential to affect workplace safety (ie change in High Visibility Safety Vests), then full consultation is required.. <p>CFA:</p> <ul style="list-style-type: none"> CFA has a requirement through legislation and/or written agreements to consult and in some cases reach agreement with our stakeholders. <p>SES:</p> <ul style="list-style-type: none"> As previously provided [Unit level attendance was arranged for Consultation Tour phase]. <p>MFESB:</p> <ul style="list-style-type: none"> MFB considers it is important to be consistent to communicate across all levels.
<p>Issue 09</p>	<p>Preparedness within Agencies to use tabards</p> <p>VicPol:</p> <ul style="list-style-type: none"> Our members wear tabards for identification and to cover our OH&S requirements on highways and worksites. [VicPol's representative was not aware of] any issues with non-compliance or ire at wearing tabards, it's a daily and ordinary exercise. <p>DSE/ParksVic:</p> <ul style="list-style-type: none"> As with the previous answer the end users need to be consulted and have a personal stake otherwise the program will fail due to a reluctance and resistance. The tabards or brassards need to be practical, not diminish from the safety and visibility of the overalls, not hinder mobility or cause additional heat stress to the individuals wearing them. As stated earlier DSE/NEO's do not have many roles that need to be identified as most of the fire fighting is in remote forest locations with personnel they are generally familiar with. Roles such as Incident Controller, Operations Officer, Divisional and Sector Commander are the ones that potentially need to be identified during a Level 2 or Level 3 incident as they clearly need to be identified by other resources and personnel.. <p>AV:</p> <ul style="list-style-type: none"> AV has found a reluctance to use tabards is usually a failure to recognise that an incident has escalated requiring a change of role and mindset.. <p>CFA:</p> <ul style="list-style-type: none"> The importance of identification should be a key component in the education of our personnel. The criticality of identification should be supported by case studies and through exercising. The forms of identification should be appropriate for the role/location and not impact on increasing risk through heat stress, visibility and confusion with the overuse of tabards.. <p>SES:</p> <ul style="list-style-type: none"> Unwillingness to use a system leads to systemic failure. VICSES has and is willing to wear tabards and brassards in the field. <p>MFESB:</p> <ul style="list-style-type: none"> MFB currently use tabards at all incidents for clear identification of roles and responsibilities. This is reinforced at promotional courses and drills.
<p>Issue 10</p>	<p>Colour for Safety Officers in the field and in control centres</p> <p>Note: The pattern and style adopted by VicPol was presented at the initial agency workshop. This design has since been further developed to incorporate a white field with wording.</p> <p>VicPol:</p> <ul style="list-style-type: none"> We have selected our safety advisor colour and pattern and it has been adopted by the SCC. <p>DSE:</p> <ul style="list-style-type: none"> Happy with the red-yellow striped tabard for the safety officer identified in the meeting.

<p>Issue 10 (Cont)</p>	<p>AV:</p> <ul style="list-style-type: none"> The red-yellow striped tabard for the safety officer identified in the meeting seems appropriate. <p>CFA:</p> <ul style="list-style-type: none"> CFA would be happy to consider the red-yellow colour coding discussed at the meeting. <p>SES:</p> <ul style="list-style-type: none"> As agreed by all agencies. <p>MFESB:</p> <ul style="list-style-type: none"> MFB agrees to the use of a red/yellow striped tabard in place of the existing tabard as it clearly defines the safety officer.
<p>Issue 11</p>	<p>Colours of unofficial functions in the field or within control centres</p> <p>VicPol:</p> <ul style="list-style-type: none"> None identified. <p>DSE/ParksVic:</p> <ul style="list-style-type: none"> The only other roles that we may wish to standardise are: <ul style="list-style-type: none"> Plant offsider (High Vis and Colour) Aircraft Ground crew (High Vis and Colour) To ensure consistency throughout incidents. For example, if I am a dozer operator and I am deployed to a fire anywhere in the state I know that the offsider will be wearing a HV vest that is Red or Yellow in colour. <p>AV:</p> <ul style="list-style-type: none"> As per issue 6 above, support agencies with a Functional Commander (in our case Health Commander) need to be identified. Other examples may be the Recovery Manager and Evacuation Manager. <p>CFA:</p> <ul style="list-style-type: none"> Before answering this question, we would first need to establish what if any 'unofficial' functions exist and if so what type of identification is appropriate. <p>SES:</p> <ul style="list-style-type: none"> MECC positions (MERO, MRM etc). <p>MFESB:</p> <ul style="list-style-type: none"> None identified at this stage.
<p>Issue 12</p>	<p>Colour for liaison functions in the field or within control centres</p> <p>VicPol: As per question 6.</p> <p>DSE: Same question as issue 6</p> <p>AV: Same question as issue 6</p> <p>CFA: Refer to Issue 6</p> <p>SES: As per Issue 6 – they must be identifiable</p> <p>MFESB: Same answer as issue 6</p>
<p>Issue 13</p>	<p>Impact of additional layers on Heat Related Illness issues</p> <p>VicPol:</p> <ul style="list-style-type: none"> Lightweight, breathable and flowing. Access to equipment very important too. <p>DSE/ParksVic:</p> <ul style="list-style-type: none"> It is essential that whatever material or garment is decided upon does not impact on the welfare/ OH&S of the staff wearing the clothing item. This relates to heat, mobility, visibility, flammability and portability.

<p>Issue 13 (Cont)</p>	<p>AV:</p> <ul style="list-style-type: none"> This is an issue, which also relates to Issue 15 below and the use of a single High Visibility garment that meets both safety and ID requirements. AV's solution to this with the tactical vest was to use a High Visibility mesh material. However, this solution increases the size of the garment to meet visibility standards. <p>CFA:</p> <ul style="list-style-type: none"> Any additional layers will impact on the ability of the garment combinations to release body heat. Limiting the use of tabards to key functional positions along with the consideration of correct fabric selection will assist in reducing risk to some personnel. The use of fabrics that breathe should be considered. This is particularly relevant to firefighting personal as the clothing is generally heavier weight than other agency requirements. Consideration should also be given as to the design/requirement for accoutrements on the tabards for pagers, radios/microphones, pockets, pen holders etc. for field use. Although these additions are useful they may impact on the weight of fabric required and subsequently to heat related illness. <p>SES:</p> <ul style="list-style-type: none"> Breathability and flammability of product. (i.e. current VICSES Crew Leader brassards are made of proban material to the same rating as our overalls) Preference for crew Leader positions to wear brassards, however other roles must wear tabards for ease of identification.. <p>MFESB:</p> <ul style="list-style-type: none"> Tabards should be designed to cater for flammability and breathable as to not impose any danger to the wearer.
<p>Issue 14</p>	<p>Visibility issues in the field</p> <p>VicPol:</p> <ul style="list-style-type: none"> The industry standard for plant operators and personnel working in smoke, fog or dust must be adhered to in reflection and visibility. Hence our current tabards/vest cover that issue. <p>DSE/ParksVic:</p> <ul style="list-style-type: none"> See previous answers with regards to safety. <p>AV:</p> <ul style="list-style-type: none"> AV has a requirement for all field operatives to be highly visible. <p>CFA:</p> <ul style="list-style-type: none"> The design of firefighter's protective clothing takes into consideration visibility in various environments. Covering this clothing with a layer that obstructs the visual properties of the garment without providing equivalent or greater conspicuity may compromise safety. The requirement for high visibility will be determined by the risk associated with the task/role. <p>SES:</p> <ul style="list-style-type: none"> That reflective capability (safety) of overalls are not compromised by tabards or brassards. Refer issue 02 for a standard tabard with appropriate design to include reflective strips etc so as to enhance operator visibility by other in the field.. <p>MFESB:</p> <ul style="list-style-type: none"> Tabards need to be designed so that they provide sufficient visibility in smoke and dust. Reflective stripes should provide suitable visibility in this area.
<p>Issue 15</p>	<p>Impact of nature of operations on preparedness to wear role identification</p> <p>VicPol:</p> <ul style="list-style-type: none"> OH&S, availability and normality of it all. <p>DSE:</p> <ul style="list-style-type: none"> Education around why (such as improved efficiency for communication). Tabards need to be practical, comfortable, easily portable and not compromise safety.

<p>Issue 15 (Cont)</p>	<ul style="list-style-type: none"> • Have respected staff demonstrate buy in by wearing during media interviews and interactions with dignitaries. <p>AV:</p> <ul style="list-style-type: none"> • AV has the following experiences: <ul style="list-style-type: none"> ○ Having to put a tabard over a High Visibility Safety Vest is a block to using ID tabards; therefore, need to adapt the tabard to meet HVSV standards and have an all-in-one solution. ○ Tabards are not used as part of daily operations and need to be socialised for regular use. By modifying HVSV used daily to provide tabard requirements, this may be partially met. ○ Using brassards in the field does not work. They are not easily identifiable from a distance. AV has stopped using them. ○ Standard tabard design is a block to them being used. ○ They prevent access to communications, pens, pockets and other equipment. Thus we have introduced a tactical tabard with built in pockets etc.. <p>CFA:</p> <ul style="list-style-type: none"> • This should include any form of identification including tabards. • As previously mentioned, the form of identification should be commensurate with the role/location and supported by education on the requirement. <p>SES:</p> <ul style="list-style-type: none"> • Agency consultation and training, SOPs and policy to be strengthened or written by agencies to ensure usage of role identification. Compliance must be by all agencies. <p>MFESB:</p> <ul style="list-style-type: none"> • Training and an education process to ensure staff are familiar with the reasons for the use.
<p>Other</p>	<p>Other matters</p> <p>VicPol:</p> <ul style="list-style-type: none"> • No further comment provided. <p>DSE:</p> <ul style="list-style-type: none"> • No further comment provided. <p>AV:</p> <ul style="list-style-type: none"> • No further comment provided. <p>CFA:</p> <ul style="list-style-type: none"> • Consideration may need to be given to fire agency requirements for tabards/brassards with 'heat and flame resistant' properties. This will be determined through a Risk Assessment process. Existing tabards available within the CFA are manufactured with these properties. . • In the early 2000's CFA embarked on a replacement program for Safety Vests (Tabards). This was brought about by the need to comply with AS/NZS 4602:1999 High Visibility garments. The Safety Vests were designed for a dual purpose of a Safety Vest and identification of Incident Management roles. Over a 3 year period thousands of vests/tabards were issued. It would be beyond CFA's capacity in the short term to replace these tabards. If it is recognised that this is a significant factor in the improvement of Incident Management then consideration should be given (once agreement is reached) to develop a Joint Agency BERCC submission. This would ensure that the implementation is achieved in a timely manner and there is reduced risk of confusion that could occur with a staggered approach across agencies. <p>SES:</p> <ul style="list-style-type: none"> • No further comment provided. <p>MFESB:</p> <ul style="list-style-type: none"> • Tabards could have a name tag holder and 2 x mike holders for portable radio's

Appendix C: Field Consultation Key Considerations Record

During the conduct of the regional consultation sessions, not every issue was addressed at every session. The topics (issues) covered depended on the flow of the conversations and the audience present. Data below reflects observations made on each issue at particular sessions.

Issue 01	<p>Colour of Incident Controller tabard in the field</p> <p>24SEP Traralgon RCC:</p> <p>I/C tabards don't require agency name, words more important than colour, whatever the solution adopted it must be applied consistently across all agencies, maintain functionality.</p> <p>24SEP Bairnsdale ICC:</p> <p>Not necessarily about colour – more about clearly identifying the role being undertaken. Prefer a red tabard in the field with clear I/C words. Need to ensure not “odd” colours. Need to have a distinction between field I/C tabard and management centre I/C tabards.</p> <p>24SEP Omeo Fire Station:</p> <p>Important to be able to identify who I/C is regardless of which agency. In particular, Police at MVA's need to identify who is running the incident especially when senior officers take over.</p> <p>25SEP Myrtleford LCF:</p> <p>I/C is already defined as white and consistency needs to be maintained. Shouldn't be too hung up on cleanliness issue as that is a matter for the agency to deal with.</p> <p>25SEP Wangaratta ICC:</p> <p>Participants questioned selection of white for I/C in first instance. Police/SES questioned need for I/C in the field for small/initial incidents. I/C shouldn't be getting dirty as they are managers.</p> <p>25SEP Benalla RCC:</p> <p>SES (locally) currently have “whitish” tabard with I/C one side and SES Commander the other. Important to be able to read the role description and ensure that visibility is maintained. DSE indicated not really an issue for them as they do not deploy I/C's to the incident ground.</p> <p>25SEP Mooroopna Fire Station:</p> <p>Mixed views with acceptance that white should be standard if sticking strictly with AIIMS-ICS however concern expressed about practicality of white for any field based tabards. Safety is key on the incident ground. Underlying vest can be any colour provided the Role ID Strip is based on AIIMS-ICS colour. Role descriptors need to be prominent was a key consideration for most participants.</p> <p>26SEP Kerang LCF:</p> <p>Either follows AIIMS “to the letter” or don't; if you do then need to follow AIIMS colours. ParksVic do not deploy I/C to the field so not particularly impacted by Field I/C tabard question. Changing colour of tabard (or the panel) may assist with the process of Transfer of Control.</p> <p>26SEP Horsham Fire Station:</p> <p>Should be consistent with the colour of Incident Controller at management centres.</p> <p>27SEP Casterton ICC:</p> <p>General view was for white even if it meant frequent laundering. Contrasting colour is important.</p> <p>27SEP Portland LCF:</p> <p>CFA participants had a preference for red background. General view: Not tied to white for I/C in the field. General view: Need to be contrasting to other Operations functional roles in the field.</p> <p>27SEP Warrnambool ICC:</p> <p>No particular preference provided a consistent application is achieved.</p> <p>28SEP Ballarat RCC:</p> <p>If within AIIMS then it is White. White not necessarily good in the field. Suggestions of another colour with white panel. Could go away from AIIMS provided a consistent approach is taken.</p>
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**Issue
02**

Ability to change role descriptors on field tabards

24SEP Traralgon RCC:

Removable panels acceptable. Multi-role vests cost effective. Maintain functional colours.

24SEP Bairnsdale ICC:

Need to have readily changeable descriptors for key roles: I/C, Ops, Division and Sector.

24SEP Omeo Fire Station:

No particular issues with CFA style removable panels but prefer not to change tabard itself.

25SEP Myrtleford LCF:

General view that I/C needed to be a separate tabard but roles like DivCom and Sector could be a combined interchangeable tabard or set of panels. Generally leave to agency to decide.

25SEP Benalla RCC:

Concern expressed about functionality of a white tabard requiring physical change on transfer. General view that need multiple role descriptors but actual selection would be an agency issue. Removable panels or interchangeable panels are a potential solution – again agency specific.

25SEP Mooroopna Fire Station:

The less number of tabards the better – don't want to be carrying multiple tabards on vehicles. Need to be able to change role identification easily without having to change the tabard itself. Suggestion: Attach panels direct to the underlying work-wear to avoid need for another layer.

26SEP Kerang LCF:

In a rural environment, would simply need Incident Controller and CFA Commander. However, it may be better to leave the issue of roles to the individual agencies to deal with. Preference was for tabards to be used for Crew Leader rather than brassards.

26SEP Horsham Fire Station:

Predefined descriptors will depend on the style of tabard; the project should keep control of the number of options that are permitted to be used.

27SEP Casterton ICC:

Leave it for the agencies to determine which descriptors suit their individual requirements.

27SEP Portland LCF:

Not too worried about defining predetermined descriptor sets but need to keep terminology consistent across all agencies. Wording must be clear to read whatever the role descriptor.

27SEP Warrnambool ICC:

Preference for a vest style tabard rather than a bib [*main issue was with fit and connectors*].

28SEP Ballarat RCC:

In the field, roles such as Incident Controller and Agency Commander would be matched along with other escalation roles such as Sector Commander and Division Commander.

**Issue
03**

Identification of Co-ordinators in the field

24SEP Traralgon RCC:

Grey is VicPol's preference.

24SEP Omeo Fire Station:

Real issue with serious road accidents especially as more senior officers arrive and take over. Brigade may know local Police but due to isolation may get Police from either side of mountain and simply want to know who is in Control and who is undertaking the co-ordinator's role.

25SEP Wangaratta ICC:

Colour not important. Words are sufficient. If no tabard worn, should be known Police in charge. Significant discussion held around application of ICCS in the field; ICCS well supported locally.

25SEP Mooroopna Fire Station:

Especially at larger incidents with multiple Police on scene, the Police OIC must be identified.

<p>Issue 03 (Cont)</p>	<p>Words would suffice rather than be a specific colour tabard; safety vest with suitable wording. Note: Participants put emphasis on escalating incidents when person changes with higher rank.</p> <p>26SEP Kerang LCF: Not considered to be an issue locally.</p> <p>26SEP Horsham Fire Station: Important to be consistent and co-ordinator must be identified. Words not colour are important.</p> <p>27SEP Casterton ICC: No concerns with initial response; becomes a problem when additional Police arrive on scene. Colour being worn by Police members isn't important; simply need to know who's in command.</p> <p>27SEP Portland LCF: Need to understand who is in charge of Police contingent; words will suffice rather than colour.</p> <p>28SEP Ballarat RCC: Discussion held around adoption of Grey by VicPol in ICCS. Some thoughts as to relevance of a defined colour in the field – grey not seen as relevant in the field. General view: simply need to be able to identify which VicPol member is exercising the command and co-ordination roles.</p>
<p>Issue 04</p>	<p>Use and Application of Tabards in Municipal Emergency Coordination Centres</p> <p>24SEP Traralgon RCC: No real experience with co-located centres. Project should engage with MAV on this issue.</p> <p>24SEP Bairnsdale ICC: No real experience with AIIMS in MECC however MECC is really about identifying the agency a person is representing not the function the person may be undertaking. Name the organisation.</p> <p>25SEP Wangaratta ICC: Benefits of having co-location clearly out weigh any potential disadvantages of role confusion. Needs to be managed at the local level and management ensure role confusion doesn't occur.</p> <p>25SEP Mooroopna Fire Station: Participants drew on recent experiences with the Nathalia Floods and other recent local events. Benefits of having co-location clearly out weigh any potential disadvantages of role confusion. Needs to be managed at the local level and management ensure role confusion doesn't occur.</p> <p>26SEP Horsham Fire Station: Potential for some concern if it happened. Deal with it locally and identify different types of IMT.</p> <p>27SEP Portland LCF: General acceptance that co-located management centres (regardless of function) may cause a level of confusion if both are using AIIMS style tabards; deal with it at a local level if it occurs.</p> <p>28SEP Ballarat RCC: Consideration should be given to the content of the OESC Practice Note for MECC Operations. The ability to avoid confusion between roles in co-located facilities needs to be managed locally.</p>
<p>Issue 05</p>	<p>Use and Application of Tabards in Areas of Operation</p> <p>24SEP Traralgon RCC: Considered this issue has been dealt with by treating an Area of Operations as a new Region and applying normal business rules for Regional Control to the newly established Region. This is very much specific to Bushfire.</p> <p>25SEP Wangaratta ICC: Similar view as expressed at Traralgon. AoOps issues dealt with under normal RCC doctrine.</p> <p>25SEP Benalla RCC: Similar views as previously expressed; no real issues as Areas of Operations are new Regions.</p> <p>28SEP Ballarat RCC: Similar views as previously expressed; no real issues as Areas of Operations are new Regions.</p>

Use and Application of Tabards in Emergency Management Teams

Colour for liaison functions in the field or within control centres (*including Field EMLO's*)

Note: In the context of Issue #6, Utility Company representatives responded to the incident ground are considered to be undertaking an EMLO role whether providing advice to the Incident Controller or supporting Operations even if an EMT is not established.

24SEP Traralgon RCC:

There is value in a standard colour for EMLO's and the use of a simple descriptor.

General agreement that a distinct colour for support agencies in the field would be beneficial.

24SEP Bairnsdale ICC:

Similar to MECC, need to be able to clearly identify the agency the person is representing.

EMT is typically removed from incident ground so should be little impact on field tabards.

General discussion held on Tostaree EMT being located at ICC which worked well at that fire.

Clear need to identify the agency an EMT member represents on both front and back of tabard.

The style of tabard may differ depending on location of EMT – field vs management centre.

[Note: EMT's will be removed from the incident ground at Level 3 incidents but at small/initial incidents an EMT will be convened at the incident – albeit as an informal gathering of agencies]

24SEP Omeo Fire Station:

General discussion on need to be able to identify agency a person represents in the field.

No specific view expressed regarding colour of tabard as probably know the individuals.

25SEP Myrtleford LCF:

DSE considered that Field EMLO's needed a distinct colour but must not be red (Operations) or conflict with other pre-defined AAIMS-ICS colours. Agency name must be obvious on tabard.

Issues of visibility will depend on circumstances: important for Field EMLO but not ICC EMLO.

25SEP Wangaratta ICC:

Colour is not necessarily important. Name of agency must be prominent on the field tabards.

25SEP Benalla RCC:

ICC's etc: Important to identify that EMLO's and EMT members are not part of ICS structure.

Field: Need to ensure that safety of person is maintained (visibility) but organisation is readable.

Words must be dominant rather than worry about a specific colour – say who they represent.

25SEP Mooroopna Fire Station:

Tabards or Safety Vests worn on the incident ground by Field EMLO must comply with AS4602.

Works (name of sector represented) more important than the actual colour of tabard/vest worn.

Industry the person represents is primary ID and actual company employed by is secondary ID.

Suggestion: Have standard safety vest layout for Utility operatives that attend incident grounds.

26SEP Kerang LCF:

Management Centres: Standard colour with predefined role descriptors. Field: Simple words on a tabard. EMLO's need to be identified by a colour and descriptor.

26SEP Horsham Fire Station:

Doesn't need to be a tabard to identify people in EMLO roles. May only need to be an ID Card.

27SEP Casterton ICC:

Colour is not necessarily important. Words are more important than colour they are wearing.

27SEP Portland LCF:

Visitors in the field (those not involved in operations) require a distinct colour to identify them.

Concept of "important enough to be there – important enough to identify them" also expressed.

General view was that words will suffice and a dedicated colour not necessarily important.

28SEP Ballarat RCC:

Discussion held around issue of "do you need to identify members of EMT?" with a general view that members of the IMT should wear tabards and EMT members simply have "words".

<p>Issue 07</p>	<p>Use and Application of Tabards in State level control teams This item was not covered during the Field Consultation sessions.</p>
<p>Issue 08</p>	<p>Use and Application of Tabards in the field This item was addressed at the Initial Agency Workshop and the field consultation resulted. <i>Item was used to capture comments relating to “reluctance” to wear tabards in the field if raised.</i></p> <p>24SEP Bairnsdale ICC: Management needs to enforce compliance with wearing of tabards – cultural issue. There may be need for agency heads to address any culture of not wearing tabards in the field.</p> <p>24SEP Omeo Fire Station: Brigade members typically happy to wear tabards as they see the benefit of knowing who is responsible for which role at a fire or incident. No specific view expressed on style of tabard.</p> <p>25SEP Myrtleford LCF: Should be able to rely on agency protocols (doctrine) but it starts with training. If people wear tabards while exercising and training then they will be more inclined to wear them in battle. Present a person with the appropriate role identifier when they complete the training course. Extra layer in a bushfire is not really an issue; more important to identify the role they are doing.</p> <p>25SEP Mooroopna Fire Station: Tabards need to be easy to put on. Some participants preferred a vest style tabard over bibs.</p>
<p>Issue 09</p>	<p>Preparedness within Agencies to use tabards</p> <p>24SEP Bairnsdale ICC: As above: Management needs to enforce compliance with wearing of tabards – cultural issue.</p> <p>24SEP Omeo Fire Station: As above: Brigade members typically happy to wear tabards and see they are beneficial to all.</p> <p>25SEP Benalla RCC: General view that agencies that operate regularly have a tendency to use tabards in the field. Process of education and those in leadership positions “walking the talk”.</p> <p>25SEP Mooroopna Fire Station: No specific discussion on this issue – participants generally accepted need to wear tabards.</p>
<p>Issue 10</p>	<p>Colour for Safety Officers in the field and in control centres</p> <p>24SEP Traralgon RCC: Two key people who must stand out in the field are the Incident Controller and Safety Officer. The concept of a distinct colour for Safety Officer is supported. It is a role that must be visible. Comment by Regional Commander “If I could only afford two vests – it would be I/C and Safety”</p> <p>24SEP Bairnsdale ICC: Agree there is a need to clearly identify the role but not entirely convinced about a colour. Colour of a tabard is less important than identifying the specific role of Safety Officer.</p> <p>24SEP Omeo Fire Station: Generally supportive of need for tabard for Safety Officer and no objection to VicPol concept.</p> <p>25SEP Myrtleford LCF: Participants clearly of the view that a separate tabards is required; happy with VicPol concept.</p> <p>25SEP Wangaratta ICC: Separate colour is a must have. Need to identify Safety Officers but it is the role of the agency to appoint the Safety Officer. Some discussion on need for agency specific Safety Officers.</p> <p>25SEP Benalla RCC: Support the concept of a distinctly different tabard for Safety Officers. Support VicPol concept.</p>

<p>Issue 10 (Cont)</p>	<p>25SEP Mooroopna Fire Station: Participants considered that a real need existed to identify the role of Safety Officer in the field. Supported concept of distinctly different tabard for Safety Officers; VicPol concept acceptable.</p> <p>26SEP Kerang LCF: Defined colour is a must. No objection to VicPol concept colours/patterns.</p> <p>26SEP Horsham Fire Station: Supported concept of distinctly different tabard for Safety Officers; VicPol concept acceptable.</p> <p>27SEP Casterton ICC: Support need for separate colour for safety. Happy with proposed pattern/colours from VicPol.</p> <p>27SEP Portland LCF: Requirement for an ability to identify Safety Officers is a “must have”. VicPol concept supported.</p> <p>27SEP Warrnambool ICC: Strong view expressed as to the need to clearly identify the Safety Officers in the field. Supported concept of distinctly different tabard for Safety Officers; VicPol concept acceptable.</p> <p>28SEP Ballarat RCC: Yes, they should be clearly identified. Maybe a single colour (rather than VicPol concept) with suitable prominent wording. No specific objection made to the VicPol concept as proposed.</p>
<p>Issue 11</p>	<p>Colours of unofficial functions in the field or within control centres</p> <p>25SEP Mooroopna Fire Station: Rather than focus on individual “ad hoc” roles, the concept was expressed in terms of: “Anybody who needs to be in the room needs to be identified as to what role they are doing”. In management centres, it may not require a tabard but simply be a lanyard with role detailed.</p> <p>27SEP Portland LCF: Similar to comments on Issue #6 need to identify people present regardless of what they do. “Anybody who needs to be in the room needs to be identified as to what role they are doing”.</p> <p>28SEP Ballarat RCC: General view: Identify people present by suitable words rather than focusing too much on colour.</p>
<p>Issue 12</p>	<p>Colour for liaison functions in the field or within control centres <i>Refer to Issue #6 for responses to this item.</i></p>
<p>Issue 13</p>	<p>Impact of additional layers on Heat Related Illness issues</p> <p>24SEP Traralgon RCC: General dislike for heavy vests.</p> <p>24SEP Bairnsdale ICC: Definitely an issue on hot days. Tabards should be lightweight as far as possible. Tabards over the top of structural firefighting gear not that much of an issue but wildfire is. Brassards not seen as a solution – prefer a lightweight open weave tabard.</p> <p>24SEP Omeo Fire Station: General view was (in a bushfire sense) additional layers are not going to make much difference.</p> <p>25SEP Myrtleford LCF: Light weight and reflective. Need to be comfortable (especially getting in and out of vehicles).</p> <p>25SEP Benalla RCC: Concern expressed about use of plastic based materials for field based tabards. Preference for lightweight and breathable materials.</p> <p>25SEP Mooroopna Fire Station: General view that when it was hot it was hot and “you are still hot if you put a tabard on”. Nevertheless, preference was for lightweight material and a reason why tabards are not worn.</p>

<p>Issue 13 (Cont)</p>	<p>26SEP Kerang LCF: Most people in command roles are not exposed to physically demanding workloads and they don't necessarily need to wear all their PPC all the time; provided they apply a risk assessment. Material needs to be lightweight. Operational tabards need to be fire retardant but not others.</p> <p>26SEP Horsham Fire Station: Not considered to be an issue; questions raised as to scientific evidence of impact on people.</p> <p>27SEP Casterton ICC: Preference for lightweight and breathable material.</p> <p>27SEP Warrnambool ICC: Preference for lightweight and breathable material.</p>
<p>Issue 14</p>	<p>Visibility issues in the field</p> <p>24SEP Bairnsdale ICC: Need to maintain standard for high visibility. Tabards need to bring the person up to the High Visibility standard and most definitely must not affect visibility (must not diminish standard).</p> <p>24SEP Omeo Fire Station: Visibility important – especially when operating on the road during a motor vehicle incident.</p> <p>25SEP Myrtleford LCF: General discussion but no real opinion expressed – at times the environment will impact visibility.</p> <p>25SEP Benalla RCC: No specific views expressed except need to ensure compliance with Australian Standards.</p> <p>25SEP Mooroopna Fire Station: No specific views expressed however other points highlighted need to ensure visibility.</p> <p>26SEP Horsham Fire Station: Safety is important; can't take away from safety afforded by underlying work wear.</p> <p>27SEP Casterton ICC: No specific views expressed.</p> <p>27SEP Portland LCF: Participants considered it to be important that visibility be maintained when wearing tabards.</p> <p>27SEP Warrnambool ICC: Important to ensure enhanced visibility in the field – specific mention made of Nomex colour.</p> <p>28SEP Ballarat RCC: Tabards must maintain visibility of wearer at night; wording needs to be retro-reflective.</p>
<p>Issue 15</p>	<p>Impact of nature of operations on preparedness to wear role identification</p> <p>24SEP Traralgon RCC: Members need to understand their role and promote tabards as leaders – step up to the mark.</p> <p>25SEP Benalla RCC: Tabards must be seen to be part of a suite of PPC. Need to inform members of benefits of wearing tabards and build role identification into training to make wearing them become part of normal business. Need to focus on building a culture of wearing tabards all the time.</p> <p>25SEP Mooroopna Fire Station: Convenience of accessing / carrying tabards and comfort when wearing them. Education is an important issue in making people aware of why they should be worn. Brassards may be of use for low level roles (crew leader, strike team leader etc.) with more critical roles needing tabards.</p> <p>26SEP Kerang LCF: Reality is, in a rural environment, nobody wants to put on a tabard – volunteers see themselves as equals. Staff are more formal. It is an education process. Those in command need to lead by example and explain the benefits of wearing tabards.</p>

<p>Issue 15 (Cont)</p>	<p>26SEP Horsham Fire Station: Participants indicated that it was more important to understand why people don't wear them; was it an issue of availability (in the wrong vehicle or simply not stowed in appropriate vehicles).</p> <p>27SEP Casterton ICC: It is a matter of education and training; those in charge need to lead by example.</p> <p>27SEP Portland LCF: Concerns expressed about people "not wanting to take responsibility" as a driver for people being reluctant to wear tabards [<i>this may be more an issue of people not wanting to take command rather than being identified as a person who has taken command</i>]. Availability or having access to tabards may play a role in people not wearing tabards.</p> <p>27SEP Warrnambool ICC: Poor fit and comfort makes them difficult to wear especially with catch points for bib style. Agencies need to educate their people on the benefits of wearing tabards at appropriate times.</p> <p>28SEP Ballarat RCC: Tabards need to be functional to be accepted and worn. Cost effectiveness, robustness and fit are all issues to consider. Must be OHS compliant. Those in charge need to "Walk the Talk".</p>
<p>Other</p>	<p>Other matters</p> <p>24SEP Traralgon RCC: Support for concept tabard schedules from NSWRFSS and Queensland F&R. Support for concept Victorian tabard schedule as displayed. A reasonable time has to be allowed from implementation and appropriate funding provided. Must have a plan to get to the end-state; it must be managed with actual withdrawal of old stuff. Concern expressed on brassard concept due to previous experiences by Ambulance Victoria. Flammability of tabards remains an issue in the field; not an issue for all agencies but an issue. Ambulance Victoria personnel concerned with bib style tabards due to pathogen contamination. Potential for disposable tabards has been raised within AV as a solution to contamination issue. General view that tabards provided for Regional Control Centres do not require any changes. Agency identification are not required and all field tabards and RCC tabards to not have logos.</p> <p>24SEP Bairnsdale ICC: Discussion held on merits of all tabards being yellow (safety colour) with clear descriptors. Support for concept Victorian tabard schedule as displayed. Need to remove all agency identification in total from tabards. Preference for tabards in the field rather than brassards. "Brassards don't cut it for me" Changeover to any new tabards must be physically managed to ensure non-compliant tabards are removed from circulation. DSE raised issue of specific role tabards: "Air Base Manager" or "Plant Supervisor" Suggestion that focus should be on three tiers of role identification: IMT, Field and EMT.</p> <p>25SEP Myrtleford LCF: Support for concept Victorian tabard schedule as displayed. Provision for displaying nametags or other way of showing the name of person is important. Suggestion made for inclusion of a small clear plastic pocket that will take nametag or ID Card. Keep the number of tabards to a minimum – too many people in the field with tabards at times. Important to achieve a consistent outcome across all the agencies regardless of what it is.</p> <p>25SEP Wangaratta ICC: Significant discussion on application of ICCS in the field and experiences of recent incidents. In general, people simply want to know "who is in charge" of an incident regardless of rank.</p>

Other
(Cont)

25SEP Benalla RCC:

General discussion on range of tabards/vests required: safety vests/field tabards/ICS tabards. Keen support expressed for concept of a restricted suite of approved tabards. Agree with need for limited number of agency specific tabards but must be within guidelines. Agencies must insist on tabards being embedded in their doctrine and support education. Key Issue: Recognising the person in the role regardless of the agency they come from. Brassards are not good enough for I/C in the field and preference would be for a tabard. Require a standard tabard design (specification) with text size/font and placement of words etc. Management of changeover will need to be fully funded and managed by a central body.

25SEP Mooroopna Fire Station:

Discussion held on the potential to circumvent the need for tabards (as an additional layer) by providing for role identification panels to be affixed to underlying work-wear in some manner.

26SEP Kerang LCF:

Concept of a Tabard Schedule to demonstrate approved tabards was considered important. Need to have a better design for tabards and they need to be more robust with clip-lock joiner. Considerable discussion held on functionality and how to connect the front and rear panels. Provision of a nametag holder is important. A number of participants considered brassards not appropriate for field based roles; however, others considered brassards may be appropriate for lower order roles (crew leader/strike team).

26SEP Horsham Fire Station:

Concept of a Tabard Schedule supported in principle. Some participants expressed a preference for vest style tabards as compared to the bib style. Strong urge to ensure "state of play" in other States was taken into consideration.

27SEP Casterton ICC:

Some participants not particularly keen on multi-panel style with preference to design that requires the tabard to be physically removed or turned around (inside out). Vest rather than bib.

27SEP Portland LCF:

Support for concept Victorian tabard schedule as displayed. Tabards need to be agency blind. Consideration needs to be given to providing functional role identification on vehicles. CABA operations require a separate colour. Brassards not well supported.

27SEP Warrnambool ICC:

Any change over program will need to be managed rather than left to individual areas. Tabards need to be easy to wear and robust in the field; a simple overall solution is required.

28SEP Ballarat RCC:

Need to talk to experienced ICC/RCC personnel regarding effectiveness of brassards. Consultation with WorkSafe will be important with regard to VicPol operations on roadways. Similar views as expressed at Portland: Consideration needs to be given to providing functional role identification on vehicles – in particular, Division Commander / Sector Commander cited.

Appendix D: Field Safety (Officer) Tabard Requirements

In order to ensure a consistent approach to production of Field Safety Tabards, the following information is provided in addition to the requirements of the tabard base design.



Safety Officer tabards are to have an appearance similar to that depicted in the images to the left but must also comply with the field tabard base design requirements.

Where the tabard is a bib style, the front and rear of the tabard are to be similar (if not identical). Whereas for a vest style, the word "SAFETY" should be contained within a panel on the left side of the vest without interference from any flap or overlap. The rear of a vest style Field Safety Tabard will be the same as for the bib style tabard.

Regardless of the style of tabard, the base material will be yellow in colour and incorporate red 45° diagonal stripes and red text on a yellow background. The method of producing the diagonal stripes on the base material must be permanent and not subject to any wear or delaminating.

It is not intended that the yellow and red be retro-reflective. Compliance with visibility requirements may be achieved by the application of separate taping or other treatments.



The red and yellow colour bands shall be of an equal width of 60mm when measured parallel to the bottom edge. The diagonal strips shall rise left to right in keeping with the pattern of a right side fitting 615B plate defined in AS4001.

The red and yellow colours shall be as defined in AS4001:

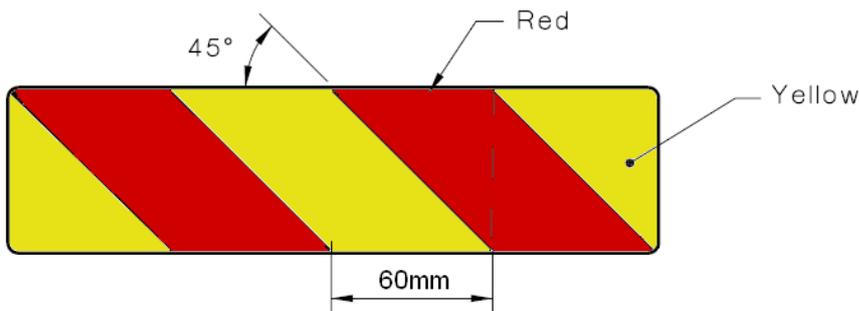
Yellow: AS2700 colour Y15 – Sunflower

Red: AS2700 colour R13 – Signal Red

The base yellow is to contrast with retro-reflective strips.

Additional functionality will be in line with the base design.

It is not intended that specific safety role descriptors be included on a Field Safety Tabards and only the single word "SAFETY" is to be displayed on front and rear sides.

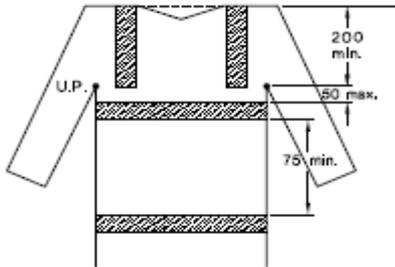


Similar to AS4001 Plate 615B design with reduced strip.

Appendix E: Base Design for Field Tabards

The intent of the Field Tabard Base Design is to ensure a uniform layout is maintained for all tabards worn in the field regardless of the environment in which the tabard is to be worn.

It is understood that some tabards, due to the base colour of the function, will not comply with AS4602. Those tabards are not to be worn in an uncontrolled environment that would normally require a worker to be compliant with AS4602 Part 1 or other safety standards.

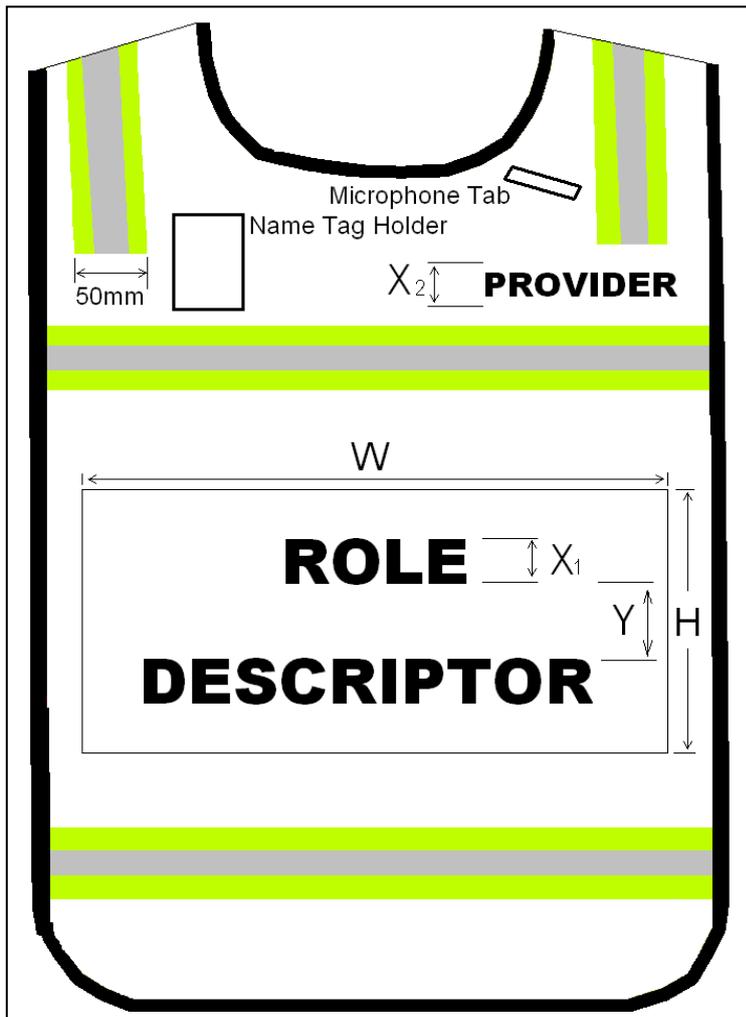


AS4602 Figure 2(c)

The intent is for all field tabards to have retro-reflective strips compliant with the layout of AS4602 Figure 2(c) regardless of the tabard being certifiable to AS4602.

To ensure a consistent appearance, 3M 9587 50mm combined retro-reflective and fluorescent triple trim strips shall be used. Strips are to be placed at the shoulders along with the top and bottom of the torso as detailed in the tabard layout design. It is understood that bib tabards are not continuous all round and the “hoops” (per AS4602) may not be continuous all round.

Chequered patterns are not to be used for retro-reflective strips on the basis that, under AS4602, such patterns are only allowed for authorised persons and they tend to imply an agency by colour; hence would conflict with the requirement for tabards to be agency blind.



The role descriptor panel shall comprise an area of 400mm wide (W) and 300 mm high (H) located equally between the upper and lower 50mm strips.

Field Incident Controller tabard panel areas shall be white and may be outlined in black edging.

Tabards must not incorporate agency identification except for *Agency Liaison Officer* and *Agency Commander* tabards when the agency’s name will form part of the descriptor and fall within the defined panel area.

Role descriptors are to be in retro-reflective 60mm high (X_1) lettering in two lines no more than 70mm apart (Y) spaced equally in the defined panel area.

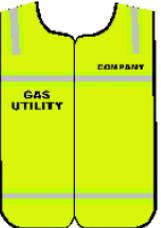
Non-agency tabards may include the name of the service provider or organisation located in upper right breast area. Lettering is to be restricted to 40mm high (X_2).

The connection between front and rear sides is to comprise a positive fixing system (such as clip lock joiners) with adjustable

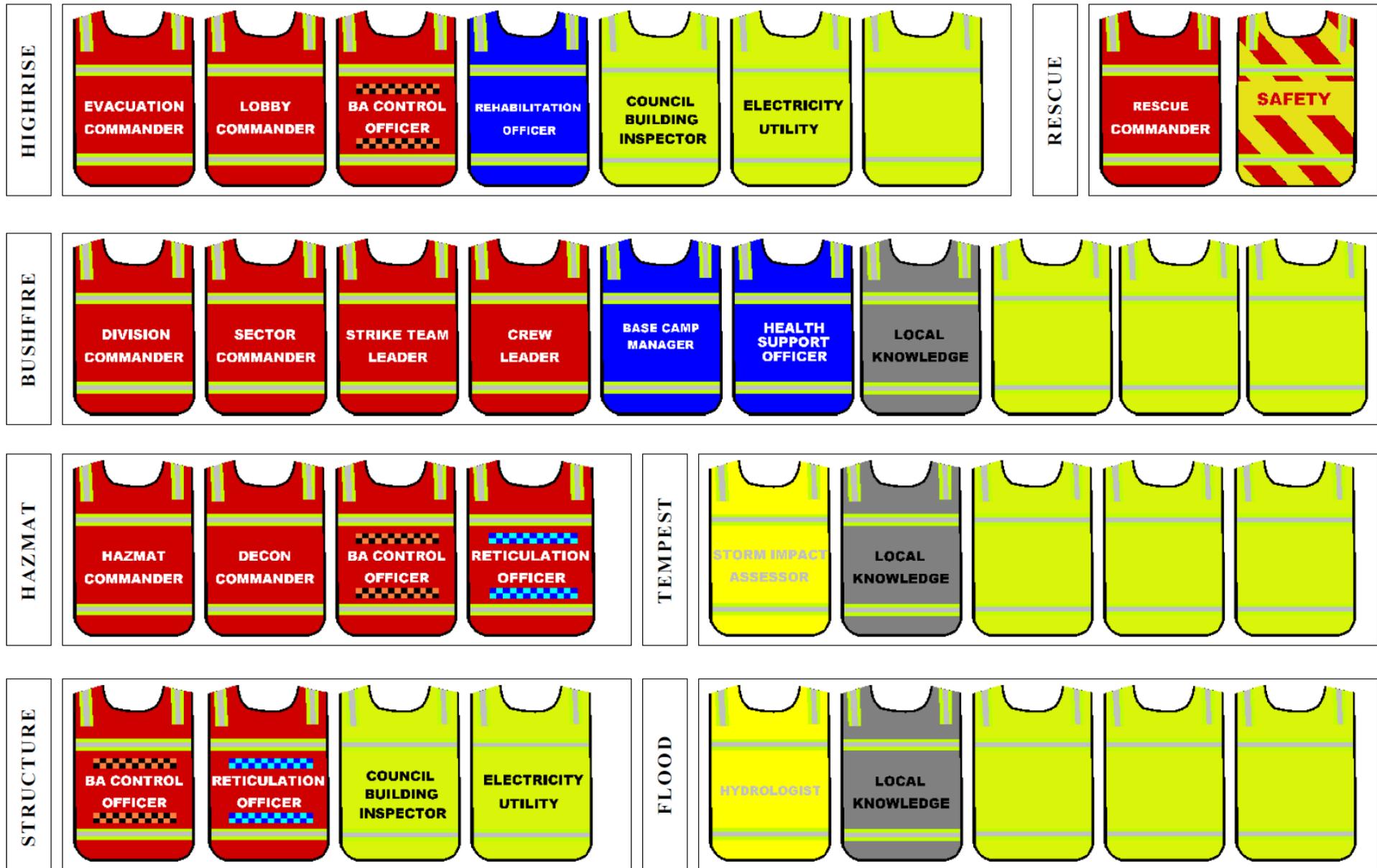
straps to enable variable sizing. Agency tabards are to incorporate nametag holders and microphone tabs. Inclusion of pockets and penholders is an agency-based decision.

Appendix F: Conceptual Tabard Summary

INCIDENT GROUND ROLE IDENTIFICATION TABARDS

LEADERSHIP GROUP	INCIDENT FUNCTIONAL MANAGEMENT GROUP (Roles other than Functional Officer are provided as examples and are not a definitive list)						CO-ORDINATION & LIAISON (Other roles to follow Standard)
							
							 
							 
							

INCIDENT GROUND ROLE IDENTIFICATION TABARDS



Appendix G: Existing Tabard Schedules

The following tabard schedules were presented to participants during the field consultation phase and participants asked to express a view as to the need for a similar Victorian schedule. It is anticipated that a set of similar schedules be developed by each agency in order to promote the concept of sets of approved suites agency-blind tabards by agency.

Victoria Police

The following set of tabards is used by Victoria Police in the ICCS incident management system. This scheme was considered as part of the Initial Agency Workshop with a key outcome being that a future tabard standard should incorporate a specific Safety Officer vest that is distinctly different and readily identifiable in the field (see Key Consideration Issue 10).



Queensland Fire and Rescue Schedule

The QFRS schedule (below) was reviewed at the initial agency workshop and seen to be of value however, use of red for all field tabards was not consistent with the principles of AIIMS.

Queensland Fire and Rescue Service

Incident Management Tabards & Brassards

STATE OPERATIONS DIRECTORATE

General

Incident management tabards and brassards are important operational resources. They are worn in field operations and also in control and coordination rooms to clearly identify personnel carrying out key roles within the QFRS Incident Management System (IMS).

Field tabards

All field tabards are designated with red colouring and have been manufactured using Proban treated fabric and fire retardant reflective tape to enable safe use on the incident ground.

The field tabards are reversible, allowing them to feature two functions.

Field tabards are supplied on the following vehicles:

- > Type A, B, C, D, M, U, T, K and J urban appliances
- > Class 3 and 4 rural brigade appliances
- > On-call urban and rural senior officer vehicles
- > Other selected vehicles at regional discretion

Room tabards and brassards

All room tabards and brassards are designated with the standard IMS colours:

- > White - Incident Controller
- > Red - Operations
- > Yellow - Planning
- > Blue - Logistics

Room tabards are worn by personnel undertaking functional roles. Assisting personnel also wear the relevant brassard.

Further information

- > Operations Doctrine - Incident Directive 17.4 (Incident Ground Management - Tabards / Brassards)
- > Uniform Code
- > QFRS Procurement Information Catalogue

Field Tabards

INCIDENT CONTROLLER QFRS COMMANDER

OPERATIONS OFFICER PLANNING OFFICER SAFETY ADVISOR LOGISTICS OFFICER AIR OPERATIONS MANAGER AIR BASE MANAGER DIVISION COMMANDER TASK FORCE LEADER

LIAISON OFFICER STRIKE TEAM LEADER BA SECTOR COMMANDER MEDIA OFFICER BA ENTRY OFFICER SECTOR COMMANDER STAGING AREA OFFICER DECONTAMINATION OFFICER SCIENTIFIC OFFICER

Room Tabards & Brassards

INCIDENT CONTROL CENTRE

INCIDENT CONTROLLER DEPUTY INCIDENT CONTROLLER OPERATIONS OFFICER DEPUTY OPERATIONS OFFICER AIR OPERATIONS MANAGER LOGISTICS OFFICER PLANNING OFFICER MEDIA OFFICER

REGIONAL FIRE COORDINATION CENTRE

RFCC COORDINATOR SOCC LIAISON RFCC AIR OPERATIONS RFCC OPERATIONS RFCC LOGISTICS RFCC PLANNING RFCC MEDIA

The State Operations Coordination Centre (SOCC) has the following roles: SOCC State Coordinator, SOCC Room Manager, RFCC Liaison, SOCC Logistics, SOCC Operations, SOCC Air Operations, SOCC Planning, SOCC Media.

NSW Rural Fire Service

The following schedule from NSW RFS was presented to participants as a discussion item and was taken from a publication that dates back to 2005. Elements of this publication were used in the concept Victorian schedules discussed during the field consultation sessions. In virtually all sessions this particular format was well received and seen to be very beneficial to training.

NSW RURAL FIRE SERVICE
THE OFFICIAL TABARD & BRASSARD CHART

INCIDENT MANAGEMENT TEAM

TABARDS AND BRASSARDS
Tabards and brassards were introduced into Australia by the Australian Fire Authorities Council (AFAC) as part of the Australian Inter-service Incident Management System (AIMS) to clearly identify personnel carrying out key functions at an incident.

A tabard is worn by each functional area officer and those assisting wear a brassard.

All tabards and brassards, except the Aviation Tabards and Rural Fire Service Safety Vest, have been manufactured using Proban treated fabric, fire retardant reflective tape and Velcro so that they are safe for use on the fireground.

The Aviation tabards comply with the requirements for visibility and anti-static standards for working on airfields and with the Australian Standards for visibility for working on roads that should not be worn in the vicinity of a fire.

The use of the tabards and brassards for the various positions is generally self explanatory, however, the Fireground Incident Controller, Fireground Operations Officer and Rural Fire Service Commander tabards were created for use with other Combat Agencies at Class 1 incidents where the two services are working together so that, under the Incident Control System, it is clear who is the Incident Controller, the Operations Officer and the Fire Service Commander for each Service.

NO OTHER TABARDS OR BRASSARDS ARE TO BE WORN

Tabards and brassards are available through your District/Team/Zone Manager with the order form being located on the intranet, in Incident Management Procedures 6.12.02 for Incident Management team tabards and brassards and 6.12.03 for other tabards.

Tabards and brassards are produced in the colours of the Incident Control System.

- > **White** for Incident Controller
- > **Red** for Operations
- > **Yellow** for Planning
- > **Blue** for Logistics
- > **Light green** for Safety
- > **Grey** for Administrative positions

Apart from the tabards and brassards shown, NO other tabards and brassards shall be used.

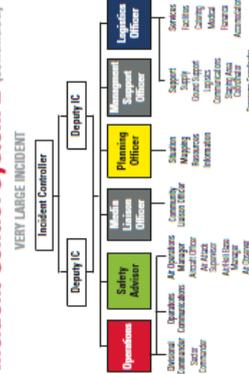
OTHER TABARDS

Incident Control System 1
SMALL INCIDENT (up to 5 appliances – 20 personnel)



Incident Control System 2 (continued)

Incident Control System 2 (continued)



The NSWRFs schedule (below) was reviewed at the initial agency workshop however was not displayed to participants in all the field consultation sessions on the basis that most formats are included in the larger (more comprehensive) schedule as detailed on the previous page.

Tabards & Brassards 1 **NSW Rural Fire Service** **125**

INCIDENT MANAGEMENT TEAM



Incident Controller



Deputy Incident Controller



Safety Advisor



Public Liaison Officer



Operations Officer



Planning Officer



Logistics Officer



Community Liaison Officer



Divisional Commander



Sector Commander



Staging Area Coordinator



RFS Fireground Media Liaison



Air Operations Manager



Security



Base Camp Coordinator



RFS Photographer

In some situations, if the discussion resulted in detailed comment on the NSWFS formats, this schedule was also displayed as an example of how such a schedule might be presented in a Field Operations Guidebook format. In each case, the concept was well received and supported.

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FIRE SERVICES
COMMISSIONER
VICTORIA

LEADERSHIP
INTEGRATION
ACCOUNTABILITY

WORKING IN CONJUNCTION WITH

