



NATIONAL EMERGENCY *R e s p o n s e*

OFFICIAL JOURNAL OF THE AUSTRALIAN INSTITUTE OF EMERGENCY SERVICES

VOLUME 19 NO. 3 WINTER 2006
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CYCLONE LARRY **PHOTOS OF THE DEVASTATION**

IN THIS ISSUE:

- * LESSONS LEARNED FROM THE LONDON BOMBINGS
- * DISASTER MANAGEMENT THROUGH RISK MITIGATION
- * DEVELOPING MARINER SKILLS IN EMERGENCY SERVICES VOLUNTEERS

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WEB REGISTRATION

The new Website has been registered and is <http://www.aies.net.au>

WEBSITE CONTENT

The new Website has sections for each State as well as National Areas. If you have ideas for State Division content, please contact your State registrar, for National content, email web@aies.net.au.

Please be aware that all content must go past the National Registrar prior to web publication to ensure it meets required guidelines.



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Front Cover
Picture taken after Cyclone Larry hit Innisfail, Queensland. This tree, like many others, was ripped from the ground by the force of the strong winds.

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FROM THE PRESIDENT'S DESK

Maurice E Massie

*QPM, LFAIES,
National President*



NER MAGAZINE

Members will have by now, received the autumn edition of the National Emergency Response magazine. I am still concerned that apart from contributions regularly made by our national registrar/secretary Bob Maul and to some extent myself, there is very little input being submitted by the other states.

This is very disappointing and it is obvious that there is a lack of interest on the part of members in passing on information that they have in relation to past incidents in their own line of work. There have been in recent times, a number of major events that have occurred throughout Australia and yet we are getting no feedback from our members by way of articles for the magazine, by those who may have played some part in operations involving these events.

As I have mentioned in the past, if we do not have input we do not have a viable and interesting magazine, and without sufficient content, we cannot hope to attract advertising which covers the cost of the production and distribution of the magazine.

AGM AND GENERAL COUNCIL MEETING 2006

The General Council Meeting and Annual General Meeting of the Institute were conducted, as arranged in Adelaide on April 10, 2006. My report to the members attending the AGM follows.

PRESIDENT'S REPORT – APRIL 10, 2006

On behalf of General Council, I would like to thank the South Australian Division for the invitation to attend the dinner this evening. Thanks also to Brian Lancaster and John Lenton for arranging the venue for the Council Meeting and this magnificent venue where the meeting is being held this evening.

All Council Members have enjoyed the accommodation arranged and our time here in Adelaide has been a particularly happy one. Once again, thanks for the extended hospitality.

Our General Council Meeting was conducted at the SES Headquarters earlier today. This proved to be a very suitable venue for our deliberation and we appreciate the willingness of the South Australian Emergency Services to provide those facilities.

NER MAGAZINE REPORT

In our discussions today, regarding the National Emergency Response Magazine, we were fortunate to have the benefit of the presence of Tony Cornish representing Countrywide Media.

Unfortunately, our Editor Mark Sawszak was unable to attend, due to a family crisis, but Bob Maul reported on the state of the magazine from an editorial team's perspective. Distribution of the magazine currently stands at 1500 and we are hoping to increase this distribution by a further 500.

It was highlighted at the meeting that there was a need for definitive deadlines regarding copy for the magazine and these are to be detailed in each edition of the magazine. There has been a particularly good liaison between our editorial team, our General Secretary/Registrar and Countrywide Media and this has enabled the production of a professional magazine which is vital to the needs of our members.

In further discussion, it was decided that the Institute have our publishers produce a 2007/2008 calendar. Divisions eventually will be asked to provide input into the calendar, by providing up to 13 photographs to be depicted on the calendar. Divisions will be advised in due course of requirements.

This calendar should serve to further publicise our Institute with the ultimate aim of increasing our membership.

It was once again highlighted the need for individual Divisions to appoint a National Correspondent to be responsible for co-ordinating copy for the magazine. Without such input the magazine does not truly reflect the Institute on a National basis.

AIES WEBSITE

The website was discussed at the meeting and as members will be aware, the website has been updated. Martin Page has been responsible for this work and has improved the website by making it much more 'user friendly'. Currency needs to be maintained and this is the responsibility of the individual divisions to provide timely updates and also information on forthcoming events.

COMBINED EMERGENCY SERVICE CONFERENCE

Alan Alder of Victoria reported on the Combined Emergency Service Conference which was conducted in October 2005. Mick Keelty of the Australia Federal Police was the keynote speaker. The conference was reported to be very successful with 124 attendees present.

AUSTRALIAN EMERGENCY MANAGEMENT VOLUNTEER FORUM

Allan Holley of NSW reported to the meeting on the 2005/2006 activities of the Australian Emergency Management Forum and his involvement as a member. From Allan's report, the Council is satisfied that through the forum, volunteers have access to national, political and government representatives at a high level. It continues to focus on key areas of volunteer management. The forum maintains their own website and this can be accessed at www.ema.gov.au. The Council confirmed that Allan Holley should continue to represent the Institute on this particular forum.

NSW RESCUE EXPO

The NSW Division conducted an exhibition at the NSW Search And Rescue Expo conducted at Richmond NSW, on May 19-21, 2006. Details of the Expo can be accessed via our website.

SELECTION OF DIRECTORS 2006/2007

At the meeting, the following persons were appointed to form the General Council and assist with the management of the Institute's ensuing year.

President	Maurice E Massie (Tasmania)
Vice President	Brian Lancaster (SA)
Delegates	Allan Holley (NSW) Alan Alder (VIC) Reg Marshall (QLD)
Secretary/Registrar	Robert A Maul (NSW)
Auditors	Ross Gatwood
Solicitors	McPhee/Kelshaw

I congratulate those members of the Board who have been appointed and look forward to their contribution in the year.



From left to right at the annual meeting of the National Board of Directors are; back: Reg Marshall (QLD President), Alan Alder (Vic Registrar), Brian Lancaster (National Vice President). Front: Alan Holley (NSW President), Maurice Massie (National President), Bob Maul (General Secretary/Registrar).

FUTURE STRATEGIES TO BE CONSIDERED BY THE INSTITUTE

At the meeting, we had the presence of Chris Ainsworth, who is a member of the South Australian Divisional Board. Chris raised a number of issues that the Council agreed that we as an Institute should consider and take action on. These issues related to privacy issues regarding our website that need to be addressed in order to properly protect the Institute and members.

There was also a suggestion of a means by which the Institute might better service members who are located in remote areas, so they can better access and be kept up to date on Divisional activities. It was agreed that the South Australian Division, through Chris, could pursue this as a legitimate activity. The Board appreciated the efforts made by Chris in relation to the aforementioned matters and other suggestions he put forward that will be considered and likely acted on in due course.

MEMBERSHIP

Arising out of the States Reports presented by individual Council delegates, it was assessed that our current membership on a National basis stands at 696 as opposed to 697 last year. Whilst there has been a reasonable activity in recruitment of members there has also been an alarming increase in the number of members, that for one reason or another, have decided not to continue with their membership of the Institute.

It is important, therefore, that the States seriously look not only at their recruitment strategies, but also look at ways that may lead to the retention of members.

FINANCES

Our General Secretary/Registrar Robert Maul will be giving you a full report at this meeting of the Institute's finances. Suffice for me to say, the Institute at National level is in a strong financial position.

QUEENSLAND DIVISION – NATIONAL CONFERENCE – NOVEMBER 3-5, 2005

In accordance with the request of General Council last year, both myself and our General Secretary/Registrar, Robert Maul, attended the Queensland Division National Conference and Exhibition held at the Gold Coast International Hotel from November 3-5, 2005.

It was titled, Earth, Water, Wind and Fire-Integration of Emergency Services. I can now report, that from my observations, the Conference was very successful with all of the guest speakers being of high quality and with the audience being particularly animated.

It was obvious to me that all those attending derived considerable benefit from their attendance. In a report to Council today from Reg Marshall of the Queensland Division, Council was advised that arising from the Conference, an increase in membership had resulted, and from the financial perspective, the Conference broke even. Conferences such as this serve to raise the profile of our Institute and have the potential to increase membership as well as furthering the Institute aims.

Council agreed that our General Secretary/Registrar Robert Maul should make some enquiries as to the feasibility of conducting a National forum to be run by the Institute and possibly involving other Federal Agencies in the conduct of a National if not International Conference. Mr Maul will be reporting back to the Council in due course.

UNFAIR DISMISSAL LEGISLATION

As the result of issues I raised, our General Secretary/Registrar Robert Maul wrote to Mr Tony Abbott MHR, raising the issues of the Work Place Relations Legislation as to how this legislation would affect volunteers in their activities.

As a result, Mr Maul received a response from the relevant Minister, the Hon. Kevin Andrews MP, as well as from the office of the Prime Minister. Both had assured that volunteers will not be affected by the changes under the Work Choice, and specific provision has been made in the Legislation for the protection from termination of employment where a person is temporarily absent from work because they are carrying out voluntary emergency service activities.

The intervention of our Institute in this matter once again demonstrates the worth of the Institute in protecting volunteers and members who are engaged in volunteer emergency service duties.

MEMBERSHIP FEES

A change to our membership fees, so that they remain at:

Registration	\$20
Members	\$30
Fellows	\$40
Corporate Members	\$250

APPLICATION FOR FELLOW

I am happy to advise that at our meeting today, the following members were elevated to the status of Fellow:

William Vernon Timm	South Australian Division
Robert Emmet Hegarty	South Australian Division
Garry Leslie Coombes	South Australian Division
Alan William Marshall	Victoria Division
Bruce Raymond Dickie	Victoria Division
Michael John Davis	Queensland Division

I would personally like to congratulate them on their elevation and cite the fact that they have all made considerable contributions to their individual Divisions and to the Institute.

COMBINED EMERGENCY SERVICE CONFERENCE 2006

Mr Alan Alder of Victoria reported that the combined Emergency Service Conference will be conducted by the Victoria Division on October 28, 2006. The title of the Conference will be 'Towards 2010' and it will be held at the Hawthorn Campus of the University of Melbourne.

This will be the 28th year in which the Conference has been held and once again, Council has approved an amount of \$500 to be provided to the Victorian Division by way of a subsidy to assist in the printing of brochures and other material associated with the Conference.

QUEEN'S BIRTHDAY HONOURS LIST 2006

In the recent Queen's Birthday Honours List, a Medal of the Order of Australia was awarded to Syd McClymont. Syd is a member of the Tasmanian Division of the Institute and he received his award for services to the Police Force and to the Community. He joined the Tasmania Police Force in 1964 and retired last year as a District Commander. He has had a lengthy association with International Rotary and was the District Governor of Rotary in 1991-92.

The Institute congratulates Syd on his achievement and as National President, I would also like to take the opportunity to personally congratulate Syd as well as any other members of the Institute who were honoured in the subject awards.

GENERAL COUNCIL MEETING 2007

The next General Council meeting and AGM of the Institute will be conducted in Hobart on April 16, 2007.

CONCLUSION

In conclusion, on behalf of General Council and all members, I would like to pass on our appreciation to our General Secretary/Registrar Robert A. Maul (Bob), on the very fine work that he does in support of our Institute. Bob's professionalism and diligence in the preparation of all the financial reports and business he conducts is an onerous task which he so readily performs and without which the Institute could not properly function. Thank you Bob for your efforts.

I commend my report for final acceptance and this I shall move. Thank you.



AUGUST 2006

2006 ANNUAL GENERAL MEETING

The 2006 Annual General meeting of the Institute was held on the night of April 10, 2006. The venue was the commodious and magnificent Army Officers' Mess at Keswick Barracks, Adelaide. The guest speaker was the Assistant Commissioner of Police, Brian Fahy, who gave a very interesting address on counter terrorism issues. The meeting was well attended with about 50 members of the South Australian Division being present including all of the National (General) Board of Directors. The President gave a warm welcome to all members including guests, and gave a detailed synopsis of the resolutions agreed upon at General Council's Annual Meeting held that afternoon at the South Australia Police Operations Centre, Adelaide. Matters mentioned by the National President are reported elsewhere in this edition of NER.

MEMBERSHIP

Whilst mention was made that there had been a small decline in membership, it is pleasing to report that since the date of the meeting, a further 50 members have been admitted to the Institute in Australia, including past members who have renewed their membership. Membership of the Institute now stands at 739, which is 15 more than in 2002, and further applications were being considered when this article was written. This is a pleasing result and indicates that the State Division Boards are trying their best to attract membership throughout Australia.

FINANCES

The Institute continues to operate on a sound financial basis at all levels. At National level, the General Secretary/Registrar advised the recent AGM in Adelaide, that whilst a small operating loss of \$288.07 was incurred for the past financial year, General Council continued to be solvent. General Council's assets as at December 31, 2005 stood at \$32,313.79, as against \$32,601.86 last year.

Unfortunately, many costs have "skyrocketed", particularly insurance costs, which continue to rise year by year, and which General Council is obliged to pay to ensure protection for its members against injury, sustained whilst undertaking AIES activities. For the information of our members, the Institute holds a Public Liability Policy of \$10 million. One area the Institute is looking at is obtaining exemption from GST, due to the fact that it is a not for profit agency.

AIES NATIONAL JOURNAL - NER

Our journal "National Emergency Response" is "back on track" and is now sent to members on a quarterly basis including affiliated agencies both within Australia and externally. The journal now reaches some 1700 persons across Australia and overseas. We express our sincere thanks to our able Editor, Mark Sawszak, and Sub Editor, Martin Page, for their terrific efforts in putting the magazine together, especially when they do this on a voluntary basis, and considering that they also maintain the National Institute's internet website. "Good on you fellows."

The journal is a quality magazine being produced by Countrywide Media in Victoria. But we need input from our members by way of articles, to make the magazine even more interesting and informative.

Surely, following the huge cyclones which impacted upon the community in Queensland and Western Australia recently, there must be some gems of articles which you guys out there are just waiting to write. Information on these disasters would, no doubt, be of great interest to our members and readers, not only in our part of the world but internationally. Especially lessons learned from these emergencies.

"Surely, following the huge cyclones which impacted upon the community in Queensland and Western Australia recently, there must be some gems of articles which you guys out there are just waiting to write."

PHOTOGRAPHIC COMPETITION

A proposal has been endorsed by the National Board for the production of an AIES multi-coloured National Calendar for the financial year July 2007 to June 2008. The calendar will be produced by Countrywide Media, our journal publishers, along the same lines as this firm printed for the SES and Country Rural Fire Service in Victoria. The calendar will be distributed to all of our members.

However, the Board has decided that there will be a competition between all the AIES Divisions to provide suitable photographs for inclusion in the calendar. These must be in landscape form and provided as hard copies or preferably high resolution digital files. The best 13 photographs from our Divisions will be utilised in the "make up" of the calendar. So go for it folks. All photographs are to reach the General Secretary/Registrar no later than February 2007. Send digital files to general.secretary@aies.net.au.

NER DISTRIBUTION LIST

National Council and State Divisions are in the process of carrying out a rigid cull of our NER (journal) distribution list. Members who fail to renew their subscription rate for 2006 will have their names removed from the distribution register, and will no longer be eligible to receive our journal. If you still haven't renewed your membership but still wish to receive the journal and be a member of the Institute, please send the relevant subscription due to the appropriate State Registrar or General Registrar. Details of addresses are shown on the last page of this journal.

ACTIVITIES

Our Institute participated at the NSW Rescue Expo which was conducted at the Hawkesbury Agricultural Showground, Clarendon, between May 19-21, 2006. The NSW Division set up a booth at the Rescue Expo, which was most impressive. The NSW President and a member of the NSW Division Board, Mr Steve Anderson, kindly manned the booth for the three days. This was a splendid voluntary contribution, as both are still working for a living.

The General Secretary who visited the site on the Friday was most impressed with the stand and congratulated both members for their sterling efforts. Our NSW Registrar, Ian Carmichael, who is employed by the NSW Ambulance, was also at the Rescue Expo, and he was responsible for demonstrating a brand new "state of the art" Ambulance Service Disaster Site Communications vehicle. Application forms to join the Institute were handed out, and as result thereof, a number of visitors joined up as members of the Institute. An article on Rescue Expo 2006 will be included in a future edition of the journal.

EMERGENCY MANAGEMENT CONFERENCES

Two Emergency Management/Security/Crisis Conferences were held in late May early June 2006 at the Curtin University, Perth, and University of NSW in Sydney. The two universities kindly provided gratis places for four AIES representatives. Attending the Curtin Conference were Mr Chris Ainsworth, a member of the South Australia Board, and Mr Paul Dickson, a member of the WA/SA Division of the Institute. We are indebted to these members for the time they gave in attending this activity.

Some of the issues covered at the Perth Conference were the The Public & Industry Emergency Management Interface, The Asian Tsunami – One Year On: Lessons Learned and Australia's preparedness for a pandemic and the aftermath of the Bali bombings. Separate articles

on the conference and papers presented will be covered in future issues of NER. The General Secretary and Mr Steve Anderson attended the Sydney Conference and manned the AIES stand at the University of NSW for two days. Many enquiries were received from delegates about the Institute and its aims and objectives, and a number of delegates were persuaded to join the Institute. A number of relevant liaison contacts were established, and a link to the Institute's website is now shown on a number of web addresses of agencies represented at the Conference. Hopefully, this will engender further interest in the Institute and possibly new members. Following representations to keynote speakers we hope to be able to publish some of the addresses given in future edition of this magazine.

Bob Maul

National Secretary/General Registrar



NSW/ACT/NZ

Membership over the past twelve months has remained steady. After the dinner meeting held at Orange, the Division was able to boost its membership numbers. Thanks for this must go to Mr. Craig Ronan for organising the dinner meeting. Craig had advised the NSW Board that members in the Central West of NSW are keen to start a country chapter of the Institute, and the Board wishes them well with this endeavour and will support this initiative in every way.

Alan Holley, the NSW President, has advised National Council that the NSW Board is also keen to establish a chapter in the Australian Capital Territory, as we have a number of members in that State. An inaugural dinner meeting is planned to be held by the NSW Board in the near future, but the President is seeking assistance from our members in Canberra in staging this meeting. Anyone in the ACT interested in helping out with this activity should contact the President Alan Holley. It is hoped that the proposed meeting in Canberra will be as successful as the Orange meeting.

The twelve months to the end of December 2005 were difficult ones for the NSW Board, due to Board members transferring to different appointments, retiring to warmer climes and extended illness. A further problem was the continuing problem with the Division's computer. However, these have now been solved, and a new computer is being purchased. The NSW Division apologises to our NSW members for the inconvenience caused to them with subscription issues etc. during the year, but which are hopefully now resolved.

During the past year, the President as the National representative of the AIES, attended the quarterly meetings of the Australian Emergency Volunteers Conference, chaired by Major General Brian Howard and sponsored by Emergency Management Australia. Issues discussed at these meetings included training, surveys, legal matters and funding.

The workload for the forum can be heavy. This year alone Mr. Holley handled over 140 emails and he has been involved in functional area workshops. He is currently on the "Recognition Working Party".

Meetings of the AEMVF have been conducted at numerous locations, including the Sydney CBD, EMA Canberra, with the past several meetings being hosted by St Vincent de Paul at Lewisham Hospital. The forum is represented by agencies across the volunteer sphere. Whilst it is easy for us to be "blinkered" by the constraints of our world of emergency management and the issues that surround us, it must be remembered that there are many other very valuable volunteer bodies out there in the "real" world. To this extent, it can be relatively simplistic for us as emergency managers to focus on response, however, dealing with the forum gives one a broad appreciation of the depth of community response available from many truly wonderful non-government organisations. Their only reward, as is ours, is to do a

thoroughly professional job with as little fuss as possible. It can be argued that one of the volunteer culture's worst aspects is the lack of recognition/fuss they make of their own endeavours.

The President is happy to report that the Institute is held in high regard by the volunteer community in Australia. Accordingly, we have retained full voting membership status of the forum. The forum is regarded as a national body that has the expertise in volunteer related issues. To that extent, the forum has access to national political and government representatives at the highest level.

The forum continues to focus on key areas of volunteer management: training, forum governance, legal/protection, recognition and funding. Aspects examined recently have included issues relating to junior members and cadets and the recruitment of new members. The forum continues to post a website that contains many issues of interest to volunteers and their management: <http://www.ema.gov.au>.

The President has also reported that the dinner meetings held were not as well supported as his Board would have liked, and for that reason the Board reduced the number of meetings during the year. Unfortunately, the venue for the NSW meetings has had to be changed as the excellent facilities at the North Ryde RSL Club are now beyond the financial capacity of the Division, due to a significant rise in rental charges by the club.

Between May 19/21, 2006, the Institute was represented at Rescue Expo 2006, held at Hawkesbury Agricultural Ground, Clarendon. The Institute was able to attract new members at this activity. Alan Holley has mentioned in his annual report his appreciation for the assistance rendered by other NSW Board members during the year, and particularly the NSW Registrar, Mr. Ian Cunningham, for his persistence in coping with an out of date computer which consistently failed. The President again apologises to those members whose application for membership was too slow directly as a result of the malfunctioning computer. With a new computer, these troubles are not expected to occur again.

Alan Holley FAIES

NSW AIES President

TASMANIA

Membership of the Tasmania Branch at the end of the financial year stood at 58 members. The Tasmania Board is currently making every endeavour to increase membership and to ensure that current members remain financial. During the year, the Divisional Board met on a regular basis. Three dinner meetings were also held.

On July 30, 2005, a successful West Coast Seminar was held at Strahan. The seminar focused on the emergency plans that were in place for the West Coast of Tasmania to meet any moderate to large scale incident. The Region Manager of the State Emergency Service North West Division and the Inspector in Charge of the West Coast Police Division detailed arrangements that would be put in place in such an event. The Seminar was well attended by AIES members and representatives from various emergency services agencies.

A dinner meeting followed the seminar, at which the 2005 PJ Parssey Award, normally presented earlier in the year but delayed to unforeseen circumstances, was presented to Christine McDermott, a volunteer Ambulance officer of some 34 years standing. Christine is an active and respected paramedic and highly regarded by the West Coast community. She is a worthy recipient of this award.

In early 2005, the Tasmania Division suffered the loss of its Secretary/Registrar who chose not to continue in this role. The departure of this officer created difficulties for the Division for some time, there being no effective administration of the Division resulting. Fortunately, Jannene Geard stepped up and took over the duties of Registrar with Les Batchelor coming forward to take up the position of Treasurer. The Tasmania Division is now happy to report that the administration of the Division is now back on track, thanks primarily to the efforts of Jannene and Les as well as the former Tasmania President, David Paton. There can be no doubt that the proper functioning of a Division is very much contingent on the efficiency and effectiveness of the Secretary/Registrar.

On March 4, 2006, the Division conducted its Annual General Meeting at the Lindisfarne RSL Club, and at the meeting a new Board was elected and comprises

President	Darryl Johnson (SES)
Vice President	John Makonis (SES)
Board Members	David Paton (Police Retired) Peter Geard (Fire Service/SES) Maurice Massie (Police Retired)
Registrar	Jannene Geard
Treasurer	Les Batchelor (Chaplain)
Auditor	Bob Graff
National	Maurice Massie (Representative)

David Paton chose to stand down as President after serving three terms. David is also the past Registrar, past Vice President and a serving member of the Board and he has made a significant contribution to the Institute and Tasmania Division over many years. The Board is very pleased that David will remain a member of the Board so that his experience and expertise will not be lost.

“There can be no doubt that the proper functioning of a Division is very much contingent on the efficiency and effectiveness of the Secretary/Registrar.”

On March 4, 2006, at a regular dinner meeting, the PJ Parssey award was presented to Mr Jim Giffard, a permanent Officer of the Tasmania Ambulance Service, to which he has been attached for over 30 years. Jim, as well as being a serving Ambulance Officer, has been instrumental in establishing the maintenance of the volunteer service in the South of Tasmania. Jim is currently in charge of the Sorrell Station. He is a paramedic within the service and a worthy recipient of the award.

Maurice Massie QPM, LFAIES

Tasmania Representative

QUEENSLAND

What a big year 2005 turned out to be. We started off with the final touches towards a conference to be held in November 2005 on the Gold Coast of Queensland. The Queensland Committee was formed with Superintendent Mick Davis at the helm to guide things, with the support of Carilian Conference managers to put it all together. As a result of this effort, the Emergency Management Conference was conducted in early November 2005 at the Gold Coast International Hotel at Surfers Paradise.

The Conference was financially supported by the Queensland Government, and the Department of Emergency Services. The Minister for Emergency Services also gave his full support for the conduct of the Conference and attended three sessions. The AIES is most grateful to the Minister for this splendid contribution. Over 100 delegates from all over Australia attended the Conference with our Federal President and General Secretary/Registrar also in attendance.

Details of the Conference and papers presented are contained in a previous issue of NER. My thanks must go to the Executive members of the Queensland AIES Division who worked tirelessly over months to make the Conference such a success, but special thanks must be extended to our Conference Convenor, Superintendent Mick Davis, who put in an extraordinary amount of effort in organising the Conference.

On a sadder note, we learned of the death of one of the founders of the Queensland Division, Mr Stan Pegg. We extend our sincere condolences to his wife and family.

The Division Executive is working hard with the conduct of regular monthly meetings and quarterly dinners, the attendance which has "dropped off" even though we had some great speakers.

As President, I would like to pass on my thanks to our new Queensland Registrar Fred Rainsford who has "kicked" some life into the Institute in Queensland. And the Queensland Division of the Institute would like to extend its appreciation to our National President, Mr Maurice Massie, and the National Registrar and General Secretary, Bob Maul, for their support through the year and for their work in keeping the Institute a going concern.

Reg Marshall MAIES

President of the Queensland Division

VICTORIA

A number of persons have expressed interest in the Institute recently and we have sent out 5 application forms. Three of the contacts were referrals from existing members, one from the last Combined Emergency Services Seminar who may become our first Corporate member. The fifth one is one of the speakers from that same seminar. When I asked a couple of them if they had read NER and seen the application in it, it seems that the forms had already been removed so we may have more persons in the offing. (They read NER at AEMI.)

Victoria currently has 105 financial members. This year's seminar is virtually 'in place' with Victoria Police Chief Commissioner Christine Nixon performing the Official opening and the Attorney General Hon. Philip Ruddock MP giving the keynote address, with the theme "TOWARDS 2010" Planning for the future.

Speakers include:

- Assistant Commissioner Kieran Perkins from Victoria Police,
- Victoria State Emergency Service's new CEO Mary Barry,
- Metropolitan Fire Brigade's Assistant Chief Officer Terry Hunter,
- Country Fire Authority Chief Officer Russell Rees or ACO Craig Lapsley,
- Department of Human Services Director, Emergency Management Dudley McArdle,
- Bushfire Co-operative Research Centre (we mucked that title up on the flyer) Kevin O'Loughlin and
- Speakers promised but yet to be confirmed from EMA and Emergency Services Telecommunication Authority (ESTA).

The venue is unchanged at the Hawthorn Campus of Melbourne University and the all important date is Saturday 28 October 2006. The flyer with all the details is elsewhere in this issue. This is the 28th annual seminar and the Institute has been involved with it almost since its inception.

Victoria Division extends congratulations to two of its long serving board members, President Alan Marshall and member Bruce Dickie on their elevation to Fellows of the Institute, well deserved recognition for both.

Alan Alder

VIC Registrar

SA/WA/NT

During the Institute's financial year, 1 Jan/31 Dec 2005, applications to join were received from 35 new members. Those members are employed by the following organisations:

SA Health Department	29
SAMFS	1
WA Local Government	1
WA SES	2
SA Ambulance Service	2

There were two resignations. This represented a net gain of 32 members as against a 17 member loss situation for the 2004 year. As at the December 31, 2005, the total membership was 213, but at the time of the AGM in Adelaide in April 2006, the total had increased to 220 members. A membership drive continued in 2005 and is ongoing. It is of interest to note that over 40 separate services and other organisations are representative of the membership in the three States.

The major program of the Division continues to be dinner meetings at two monthly intervals. Guest speakers are chosen carefully for their involvement in emergency and disaster matters and, on occasions, of general interest to members. The response to these meetings indicates the success of this program. Average attendance has been very close to 35 persons at each dinner meeting.

There has been, once again, a varied program provided to members as shown hereunder

February	Senior Sergeant Russell Dippy Member of SAPOL "Services Working Together"
April	Mr Mark Trueman Member of SAPOL "Exchange Duty in New Zealand"
June	David Lasells "International Humanitarian Law"
August	Mr Bill Timm Retired CEO SA Health "Mt Saint Helen Eruption"
October	Ms Sheila Kavanah Burns Unit RAH "Lessons Learned from Bali"
December	Mr John McArdel Manager Operations Adelaide Airport "The New Adelaide Airport"

Our thanks must go to the Keswick Barracks Army Officers' Mess in Adelaide and their staff for the magnificent support and service they have provided to the Institute in holding its meetings at this extremely pleasant venue.

The South Australia/WA/NT Division of the Institute continues to provide a forum that encourages

communication between all the different services and organisations that respond to personal and public emergencies and/or disasters. As individuals, it enables us to have a greater understanding of each agency's capabilities and this is invaluable in the management of crisis situations as and when they occur. For the greatest benefit to be achieved, it is in everyone's interest to encourage other people to become members of the Institute and where at all possible, to attend the Institute Dinner Meetings.

As a result of other work commitments, Mr "Fred" Trueman had to relinquish his position on the SA Board and his position has been ably filled by Mr Peter Larvin. The Institute wishes to acknowledge Mr Trueman's outstanding contributions over the years to the Institute.

"For the greatest benefit to be achieved, it is in everyone's interest to encourage other people to become members of the Institute and where at all possible, to attend the Institute Dinner Meetings."

As South Australia/WA/NT Registrar, I would like to personally thank everyone who has supported me during the year as Registrar. In particular, a special thank you must again go to Mr Bob Hegarty, for his tireless efforts in personally undertaking the photocopying of all Institute paperwork. He has achieved this feat in a timely manner, despite his involvement in disaster efforts overseas. Bob has shown true leadership in recruiting new members and due to his initiative, we gained over thirty new members this financial year. So who said it can't be done!

It is also appropriate that I thank on behalf of the membership, the Division President Barry Presgrave, whose keenness, energy and great interest is an inspiration to all of us.

John W Lenton MAIES

SA/WA/NT Registrar



DEVELOPING MARINER SKILLS IN EMERGENCY SERVICES VOLUNTEERS

Paper presented at the National Maritime Safety Conference – Hobart 2005

Peter Gould MAIES

Counter Disaster & Rescue Service, Queensland Department of Emergency Services

The Queensland Government has provided a fleet of a few hundred Flood Boats to Local Government Statement Emergency Service Units through the state. The tasks that the Flood Boat undertakes are varied but include:

- rescuing people from flood situations
- re-supplying people and communities with essentials during flood
- relocating pets and livestock in flood situations
- undertaking search activities in inland waterways at the direction of the Queensland Police Service
- providing a platform for swift water rescue situations

All these boats are built to survey standards and have been commercially registered with Queensland Transport.

Through an agreement with Queensland Transport, the Department of Emergency Services conducts a course for its Flood Boat Operators which is classed as a Restricted Coxswain Qualification.

The Queensland State Emergency Service has traditionally run two training programs in the Flood Boat area:

- Flood Boat Crewman's Course – which is a 2 day course based around deckhand type skills
- Flood Boat Operator's Course – which is a 4 day course preparing Flood Boat Coxswains

Traditionally, people who attended the Flood Boat Operator courses were volunteers with good mariner skills, lots of on water boating experience and great local knowledge of waterways in their area of operation.

The Flood Boat Crewman's course was for people new to boating to gain an insight into boat operations and then, over time, develop on water skills with their Unit's Flood Boat operators and when they were ready, they would return and undertake the full operator's courses.

But times are a changing:

- We are mostly getting volunteers with basically no boating skills that are showing an interest in the Flood Boat program.
- Due to time pressures, the boats are getting little or no training time in some areas so volunteers don't get on water mentoring opportunities.
- We have had some incidents in recent times that could have lead to serious injuries and the accident investigation findings were lack of operator experience or operator error.

The change the Organisation faces is not only to give people boating skills but to take their skills where they can

operate vessels in nasty currents and now swift moving water and get the boats to do things that regular boaties would not even think of.

So in the last 12 months some work has commenced in the Capacity Development Area of Counter Disaster & Rescue Service to turn our Flood Boat training program, which has been around for 25 years, on its head, and look at the current needs of the Organisation.

The Public Safety Training Package has given to us the Unit of Competency which was designed to cover the competency to act as the master or crew of a rescue boat. Organisationally, we feel the unit is very sound but will not allow us to do what we feel we need to do.

Our environmental scan of other training options has lead us to considering

- The National Competency for Recreational Boat Operators put together by NMSC
- Units of Competency from the Transport & Distribution Package in the Certificate I and Certificate II in Marine Operations section
- Also we have been looking at the new Units of Competency introduced with the Aquatic Search and Rescue qualifications into the Public Safety Training Package

These qualifications are:

- PUASAR009A – Participate in an aquatic rescue operation
- PUASAR010A – Undertake a rescue operation in a small power craft
- PUASAR011A – Search as a member of an aquatic search team

The big plan is to now devise a "Traineeship" Program where volunteers can undertake small chunks of training courses and then gain on water hours to build skills and confidence. A mud map we have put together is:

BOAT CREW – PUASAR009A Participate in an aquatic rescue operation and some units from the Certificate I in Marine Operations.

BOAT OPERATOR – NMSC National Guidelines for Recreational Boat Operator Competencies and the unit PUASAR010A Undertake a rescue operation in a small power craft.

FLOOD BOAT OPERATOR - PUASES003A Undertake flood and inland waterways rescue boat operations, PUASAR011A Search as a member of an aquatic rescue team.

FLOOD BOAT COXSAIN – Certificate II in Marine Operations.

SWIFT WATER RESCUE BOAT CREW – Flood Boat Operator with Swift Water Rescue Level 1 Training and on water experience.

SWIFT WATER RESCUE BOAT COXSAIN – Flood Boat Coxswain with Swift Water Rescue Level 1 ideally Level 2 and on water experience.

FLOOD BOAT SPECIALIST INSTRUCTOR – Certificate IV in Workplace Training & Assessment, Certificate II in Marine Operations and holder of relevant PUA Units from above. Progress from level to level would also involve logging a number of on water hours and a series of tasks signed off whilst afloat.

The challenges ahead are:

- Writing materials and assessment tools that are not seen by volunteers as too hard to complete or taking too long to achieve qualifications.
- Building materials that both support flexible learning principles but also have elements of experiential learning built into them.
- Have a mind set built with our volunteers that their mariner skills are open to public and operational scrutiny.
- Still having enough well trained volunteers to do the jobs that we need to do across the state. We hope that providing opportunities to get a boat license and commercial marine qualifications for free may attract more people to our ranks.
- Having areas where we can have volunteers get access to waterways where the practical activities that they need to do can be done. Some country areas don't actually have water to do these things in so we will need to travel people around which has a \$\$\$ impact for the service and a time impact for our volunteers.



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They are about the spirit of friendly competition and rivalry between countries, between agencies and between individuals. They are about the sense of unity and enduring camaraderie. And they will say that every police, fire, customs and correctional officer should have the chance to participate in the Games, at least once.

With the Games being held in Adelaide from 16-25 March next year, every officer in Australia will have the opportunity to be a part of the Games.

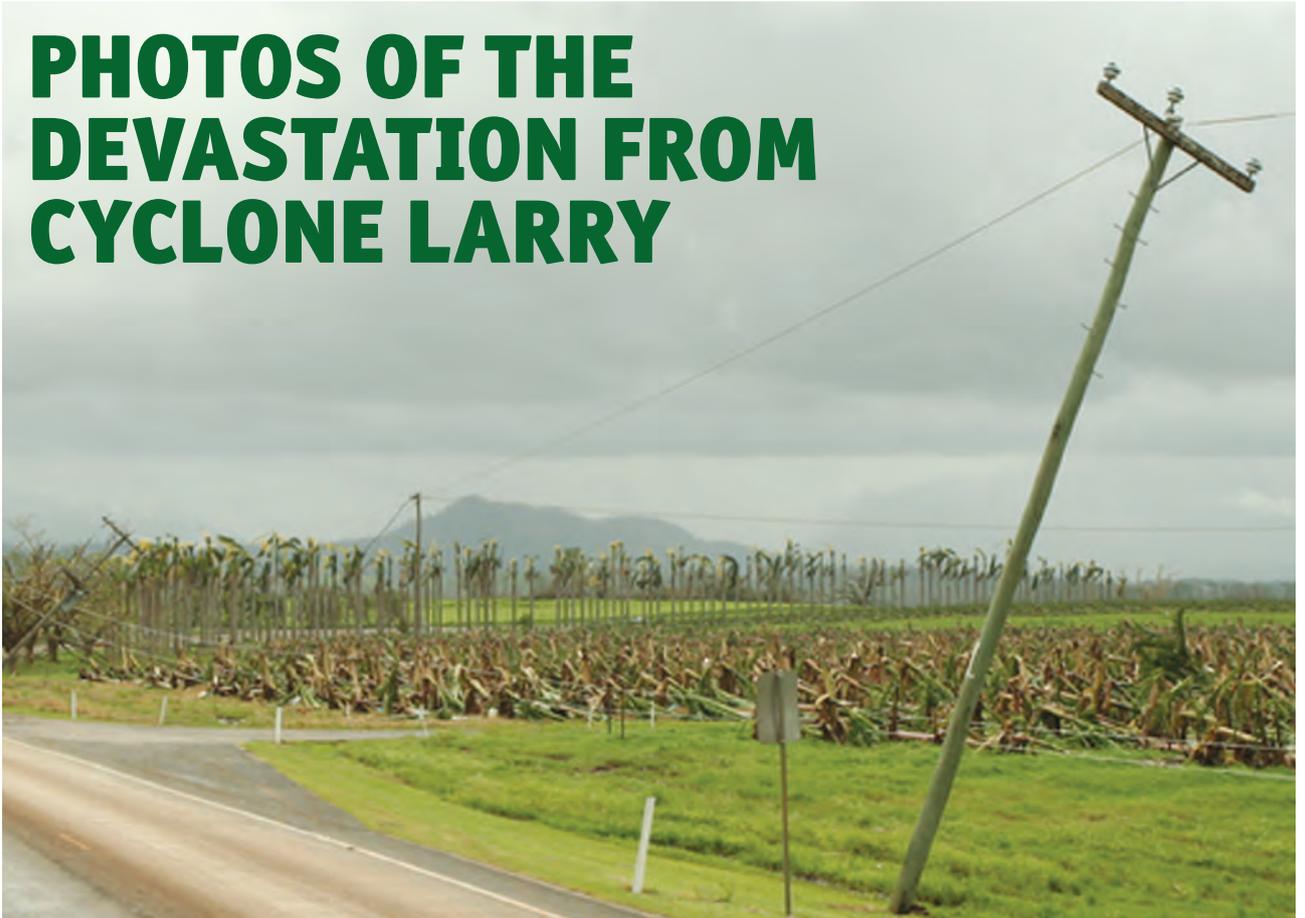
The 2007 WPFG team have created a sensational Games program that will provide a perfect blend of competition that is sure to challenge, and social activities that are sure to entertain.

The sporting program offers 79 events to choose from providing ample opportunity for you to showcase your talents and test your skills from sports offered in the Olympic Games to traditional WPFG sports such as Tug-of-War, Pistol - Police Combat, Stair Race, the Ultimate Firefighter and the Toughest Competitor Alive event. And join us every night to relive the day's play and share a beer or two at the Games Village, to be known as the Coopers Alehouse on the Torrens.

All you need to do is visit www.2007wpfg.com to start planning how many of the 79 sporting events you want to compete in, and register either online or by requesting a copy of the Registration Book.

Don't miss out on the experience of a lifetime ... register now!

PHOTOS OF THE DEVASTATION FROM CYCLONE LARRY







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COMBINED EMERGENCY SERVICES SEMINAR COMMITTEE 28th ANNUAL SEMINAR



“Towards 2010” PLANNING FOR THE FUTURE

ABN 35 488 356 910

Saturday 28th October 2006
At the Melbourne University Private Hawthorn Campus.
442 Auburn Road, Hawthorn. MELREF 59 E2

This, our 28th Seminar, will again be a one-day presentation. We have selected as the theme “Towards 2010”. We believe that the subject matter will be of great interest to members of the various Emergency Services, Support Agencies, Municipalities and the Corporate Sector. Our Speakers will present aspects of the theme and, as always, we are targeting the “hands on” people and the planners.

The Chief Commissioner of Police, Ms Christine Nixon APM will be opening the Seminar and the **Attorney General, Hon. Philip Ruddock** will deliver the keynote address. Papers will be presented by Speakers from the following Organisations:-

Victoria Police
Emergency Services Telecom. Authority
Metropolitan Fire Brigade
Victoria State Emergency Service
Emergency Management Australia
Country Fire Authority
Dept. of Human Services
Bushfire Cooperative Research Centre

Dep. Comm. Keiran Walshe
CEO Neil Foster
ACO Terry Hunter
CEO Mary Barry
TBA
Chief Officer Russell Rees
EM Director Dudley McArdle
Kevin O’Loughlin

The Committee believes that this selection of interesting, thought provoking subjects will once again ensure that our attendees will receive value for the cost of the seminar. Unfortunately, our seminar venue is limited to the first 150 attendees so book early and avoid disappointment. Further details will be circulated when finalised. At the end of the day’s program we will provide the usual facility for general discussion with conviviais.

Overnight accommodation will be available Friday & Saturday Night at a local Motel and can be booked by directly contacting the Motel listed below. The Registration Fee for the Seminar includes Morning & Afternoon Tea, Lunch, Speakers’ Notes and conviviais.

Saturday October 28th 2006 - [Mark your diary now.]

REGISTRATION FEE (includes GST).

Saturday Seminar \$60.00

Accommodation: California Motel
138 Barkers Road, Hawthorn. 9818 0281. Freecall 1800 331 166
A SPECIAL rate is offered for seminar attendees.

For further information regarding registration for the Seminar please contact our Registrar:

Mr. Bob Wardzynski

The Registrar, P.O. Box 52, Briar Hill, Victoria, 3088 (Enclose S.S.A.E)
Phone: (A/H) (03) 9436 8366 Fax: (03) 9436 8377 E-mail: admin@cessci.com.au
Or you can register on our WEBSITE: www.cessci.com.au



ATTORNEY-GENERAL
THE HON PHILIP RUDDOCK MP

NEWS RELEASE

23 February 2006

021/2006

LESSONS FOR AUSTRALIA FROM THE LONDON BOMBINGS

Learning the lessons and sharing the experience of the London bombings last year will be key objective of a specially convened workshop in Canberra today, Attorney-General Philip Ruddock said.

Five of London's emergency management agency chiefs along with more than 100 Australian delegates are attending the workshop co-hosted by Emergency Management Australia and St John's Ambulance Australia.

"Australia can learn a lot from the way London's emergency services prepared for and responded to the attacks last July," Mr Ruddock said.

"The workshop will focus on how London authorities coordinated their response and recovery. It will also consider Australia's current arrangements for dealing with major disasters that have a potential for mass casualties."

The visiting officers are from London's Fire and Emergency Planning Authority, Metropolitan Police, London Resilience Team, the London Ambulance Service and the St John Ambulance.

A forum led by a panel of Australian representatives including Australian Federal Police Commissioner Mick Keelty, St John Ambulance Australia Chief Commissioner, Professor Paul Arbon, Emergency Management Australia Acting Director General, Trevor Clement and senior officers from State fire and SES authorities will take place in the afternoon session.

"The London bombings have shown how crucial it is for our emergency services to be constantly ready to respond to a terrorist threat in Australia," Mr Ruddock said.

"Key players in the London response and consequence management effort will address the workshop and our own emergency management representatives will have the opportunity to ask questions and compare their own preparation."

Media Contacts:

Charlie McKillop	Mr Ruddock's office	0419 278 715
Alastair Wilson	EMA Media Liaison	0408 606 462

Parliament House, Canberra ACT 2600 • Telephone (02) 6277 7300 • Fax (02) 6273 4102
www.law.gov.au/ag

OPENING OF “LESSONS FOR AUSTRALIA FROM THE LONDON BOMBINGS” WORKSHOP

**National Convention Centre, Canberra, ACT
23 February 2006 – 9.00am**

INTRODUCTION

I am pleased to be here to open this workshop on lessons learnt from the London bombings. Most people in this room – Australian and British alike – would recall where they were on July 7, 2006, when news of the devastation unfolding in London’s Underground and then, on the streets above started to emerge. The reaction of Australians, I think, was one of collective empathy. Not only because of the close relationship and long-standing ties that unite our two countries, but also because the setting was so familiar to so many of us.

We had been to London to holiday and to work, we had travelled the Tube, we had loved ones living there and visiting at the time the terrorists struck. More so than any other terrorist attack in recent times – with the exception of Bali where the innocent lives of so many of our own were tragically taken – it hit home that this could just as easily happen to us.

The message again was that no-one is immune from terrorism. It can strike anywhere, at any time, to anyone. As much as we have done in Australia to better prepare our agencies to both prevent a similar attack happening here – and to deal with the consequences should one occur... we know we can always do better.

Indeed, those who have heard me speak on these matters in the past would know I regard our counterterrorism arrangements as an ‘unfinished canvas’. To borrow a famous desk calendar quote... the 18th Century German scientist Georg Lichtenberg said:

“Ask yourself always; How can this be done better?”

As leaders, policy makers, decision makers, frontline personnel and volunteers, we must remain flexible and responsive to both man-made and natural disasters.

Our response must be to:

- commit collectively to the mitigation of disaster impact,
- promote community safety, and
- invest in community resilience.

And the experiences in one country can be felt and shared in another.

THE LONDON RESPONSE - THE GOVERNMENT’S RESPONSE

Following the London bombings, Australia reviewed every aspect of our national security capability. This included proposing new anti-terrorism laws to build on Australia’s existing counter-terrorism regime. The measures included:

- A new preventative detention regime, allowing for detention for up to 48 hours in a terrorist situation,
- A new regime allowing the Australian Federal Police to seek from a court, 12 month control orders on people who pose a terrorist risk to the community, and

- Updating the existing sedition offence and developing new offences of inciting violence against the community. I am pleased the legislation was supported by State and Territory leaders and that it has now been enacted as law. We have also provided significant additional funding to upgrade our capability through our principal security agencies. Increased funding also has been made available in successive budgets to boost our National Counter Terrorism Committee’s national exercise programme.

Through this programme, government, law enforcement, security and emergency management agencies come together to practice and test responses to a range of scenarios.

The importance of these exercises was reinforced to me again when I visited London and learned how instrumental they were in increasing the level of co-ordination across agencies. The comment made to me was that following London, people actually knew who was at the other end of the telephone and that helped immeasurably in the ability of agencies to understand and perform their critical roles during a “real” attack.

Prior to the bombings, we had already initiated a public information campaign that played an essential role in raising awareness of the threat. It reminds the Australian public of the importance of being vigilant for possible signs of terrorism and to report anything suspicious to the Hotline.

The Hotline has become an integral component of Australia’s national counter-terrorism arrangements. More than 71,000 calls have been recorded in the three years since it was established, with a high proportion of them providing information that may assist in investigations.

CONCLUSION

Protecting ourselves from the wide range of threats requires governments and agencies at all levels – local, State and Territory, national and international – to work together co-operatively. This workshop provides another opportunity for you to strengthen these networks with your colleagues. We are grateful for the participation of five eminent speakers from the UK who have firsthand knowledge and experience of the emergency response to the London bombings.

The professionalism and efficiency of the response has been applauded publicly and in emergency services circles around the world. Your input today will be invaluable as we here in Australia seek to learn lessons for the future. I congratulate Emergency Management Australia and St John Ambulance Australia for organising this workshop and inviting our distinguished visitors from the United Kingdom.

I am delighted to open the workshop and I look forward to hearing the results of your deliberations.

DISASTER MANAGEMENT THROUGH RISK MITIGATION

THRESHOLD ISSUES FOR DESIGNING SAFER COMMUNITIES

M J DAVIS

AM, FACAP, MAIES, MBA, Grad Dip Mgt, B Bus, Assoc Dip App Sc

“If you have an aversity to rough waters, avoid stepping into the craft at the threshold of the voyage.” Davis 1996

ABSTRACT

Approaches to Counter Disaster and Large-Incident Management usually include strategies to manage risks. This paper suggests that an appropriate question is “How did the potential hazard become a risk in the first place?” Risks to urban and rural communities can be the result of early evolution in urban and rural development, rather than from specific planning linking to Risk Mitigation strategies.

There are some notable exceptions to this generalisation. There are many examples of such risks, i.e. major hospitals and roads built on known earthquake fault lines. The paper contends that many of these issues are “Threshold Issues” in Counter-Disaster planning and can be more appropriately and cost-effectively addressed as a deliberate strategy at the threshold, or urban and regional planning or engineering design phases, rather than be addressed reactively.

Designing into communities Risk Mitigation strategies provides opportunities for savings in Counter-Disaster management costs and directly enhances the safety of communities. There are already varying degrees of commitment to link urban planning and design with Risk Management strategies.

Key Risk Mitigation Strategies include:

- Legislation requiring integration of urban and rural planning with a Risk Management focus
- Urban and rural planning curricula that include provisions for qualifications in Counter-Disaster Risk Management
- Practitioners in Urban and Regional Planning who are encouraged to upgrade qualifications in this field; Urban and Rural Planning Practitioners who are represented on Disaster Control Groups
- Professions involved in urban and regional planning and civil engineering including provisions for vigilance on community safety, risk and vulnerability minimisation in their professional Code of Ethics.

1 BACKGROUND

This paper arises out of a strong personal interest in strategic planning and considers some of the wider issues involved in strategic emergency management. In most approaches to Counter-Disaster and Large-Incident Management, risks are identified and strategies are developed to treat such risks. Strategies may be directly linked to community planning and design, or have no relationship with this function at all. This paper came about as a result of visiting Wellington NZ on at least two occasions and learning of their Disaster Recovery program. The paper suggests that an appropriate question is “How did the potential hazard become a risk in the first place?”

Risks to urban and rural communities are often the result of early evolution in urban and rural development, rather than (in those days) planning being directly and deliberately linked into and integrated with Counter-Disaster and Large-Incident Risk Mitigation strategies.

There are some notable exceptions to this generalisation, for example the lessons of flood mitigation and hazardous materials management.

There are many examples of risks to communities, i.e. vulnerability of infrastructure, buildings and residences to hurricane-force winds, major hospitals and roads built on known earthquake fault sites, hazardous industries close to residential areas and/or major waterways, and explosive and other dangerous goods being transported along major highways and through urban communities.

Dr Michael Gee (1995) carried out an “All Hazards” assessment of Wellington City, as the first stage of a more comprehensive emergency management report produced by the Wellington Emergency Management Office. However, rather than being a threshold approach per se, Gee’s “all hazards assessment” focused on disaster preparation in existing communities rather than prevention at the threshold through Urban and Regional Planning and Civil Engineering Design activities. It is interesting to note that in 2005 the “All Hazards” approach prevails and is now widely adopted.



2 THRESHOLD ISSUES

Many of the issues in community safety are “threshold issues” in the context of Counter Disaster Planning and can be more appropriately and cost-effectively addressed, as a deliberate strategy, at the threshold or urban and regional planning or civil engineering phases, rather than addressed reactively in Counter-Disaster risk identification and management. Overall co-ordination of Urban and Regional Planning of Local Authorities, with the aim of designing into communities Risk Mitigation and Treatment strategies, provides opportunities for savings in Counter-Disaster Management costs and directly enhances the safety of communities.

3 REDUCING COMMUNITY VULNERABILITY AT THE THRESHOLD

Ultimate Aim

The approach proposed in this paper promotes planning and building safer communities as the ultimate aim in Counter-Disaster and Large-Incident risk mitigation. This can be achieved at the threshold or planning phases with totally new communities or as an affordable and evolutionary process with existing communities.

The Australian Natural Disaster Mitigation Programme (EMA) represents a fundamental shift in focus towards cost-effective, evidence-based disaster mitigation - a shift beyond disaster response and reaction, towards anticipation and mitigation as follows:

What is eligible?

A wide range of natural disaster mitigation works, measures and related activities qualify for funding under the Natural Disaster Mitigation Programme. These include:

- natural disaster risk management studies,
- disaster mitigation strategies,
- disaster warning systems,
- community awareness and readiness measures,
- land and building purchase schemes in high risk areas,
- investment in disaster resilient public infrastructure, and
- other mitigation measures (eg. protection of existing buildings at risk, cyclone shelters, flood levees and retarding basins).

In general, priority is given to funding cost-effective projects with high returns.

What is not eligible?

Projects that are generally not eligible for funding under the Australian Natural Disaster Mitigation Program include:

- measures that are part of normal land management responsibility,
- on-going maintenance of existing works and measures,
- restoration and reconstruction of roads unless they are essential parts of a comprehensive approach to natural

disaster mitigation, such as improving emergency access capacity,

- reimbursement for works and measures already undertaken, and
- projects designed to protect or which provide a commercial advantage to new developments (this is the responsibility of the developer and should be controlled through land use planning measures).

Source EMA Website

“The Australian Natural Disaster Mitigation Programme (EMA) represents a fundamental shift in focus towards cost-effective, evidence-based disaster mitigation - a shift beyond disaster response and reaction.”

4 IN THE LITERATURE

Numerous sources are available on risk mitigation when taking into account Counter-Disaster Planning and Response literature, Urban and Regional Planning sources, Civil Engineering sources, Local Government Literature and Civil Defence sources under a multitude of titles.

The focus in the literature search was on a selection of Counter-Disaster References published widely. These references were considered an adequate representative sample of the literature, for the purposes of this paper and its key proposals.

5 RISK AVERSION PROPENSITY - GLOBAL

Although there is a strong preference to avoid and reduce risk and community vulnerability that is evident in the literature surveyed, there is also some evidence of potentially high community risk levels being tolerated, e.g. levee banks in New Orleans were known to be inadequate for seas above a certain height, sediment factors were well known at Kobi in Japan prior to the late '90s devastating earthquake. In contrast, California has put in place laws which require the use of seismic and non-seismic information in planning (Mader 1991 p360).

Pacific Island Countries have done considerable work to identify the hazards and vulnerability of the region to cyclones and earthquakes, as has Australia (see above), and again this has been done with the main intent of ensuring adequate disaster preparation and risk mitigation. However, there are also strong elements of preventative strategies evident in the literature such as practical research and land-use-planning programs. The Mexican government (Department of the Federal District) instigated a number of disaster protection measures including the strengthening and reuse of historical buildings (Coburn et al 1991 p35).

The Association of London Authorities (1990 p7) raised concerns at the time that in the context of Britain's relative economic decline, the increasing scale and diversity of society and the sharp increase in maintenance needs of complex systems, a number of British disasters displayed certain characteristics commonly associated with disasters in under-developed countries. They promote a systems approach to disaster risk mitigation and this remains their primary approach in 2005.

A similar systems approach is taken in the USA through the activities of the Federal Emergency Management Agency which aims for the mitigation of risks through two sets of closely related activities, e.g. State and Local Loss Reduction Standards on new and renovated buildings and through the leadership to be provided in the safe construction of all Federally owned buildings. Still, in 2005 there were serious problems recently in New Orleans through the hurricane-force winds and the consequential and protracted flooding.

Implied, but not always stated, is the influence of developers and commercial expediency in determining land use, and hence impacting directly on the level of risk, particularly in island, coastal and popular waterside, mountainous and other areas that are seen as commercially attractive or prestigious. These factors also may have some component of political expediency in the authorisation of land use in high-risk locations. In a sense, the risk aversion dichotomy becomes social/safety values versus commercial values.

Whiting (1994 p6) discusses risk management versus absolute safety and proposes "thankfully, there is a growing recognition that 'safety' is not a state of 'zero risk' but actually a state of 'minimal, residual and tolerable risk' ... life always involves a continuum or spectrum of risk." Smith (1992 p11) discussed a "Band of Tolerance" to risk where "In practice, there is only a fine line between resources and hazards, e.g. between water out of control (flood hazard) and water under control (reservoir resource)."

6 KNOWN RISKS AND DATA APPLICATION

Increasingly, and in particular through the promotion of the International Decade for Natural Disaster Reduction (IDNDR), the use of "all hazards" type data as proposed by Gee is becoming more prevalent in disaster mitigation. Hays (1992 p2) outlines how "the United States is planning a balanced and comprehensive research and applications program as part of the IDNDR." This program requires a multi-disciplinary effort utilising all hazards and loss data. The "All Hazards" approach has been refined and is still widely in use today.

In taking this approach, Queensland has a well-established database of Geographical Information for Public Safety (GIPS) from its Emergency Services Mapping and Analysis Program. In terms of prevention and mitigation, the hazard analysis provides the basis for action aimed at preventing the threat eventuating or

having an impact on the community. The use of this data is yet to become widely available to Urban and Regional Planners and Commercial Developers.

"In Australia, many local authorities use the "One in one hundred years" risk concept which is based on some of the best flood prediction data in the world. Unfortunately, the community risk is still real even though the data is accurate and the probability of a serious event is low."

On the less positive side, Lindell (1994 p164) discusses the use of data to establish the concept of the one in one hundred year or "once in a century" risk. He goes on to point out that this type of substantial variation in hazard vulnerability means emergency preparedness is likely to have extremely low salience in many communities."

It also will have a significant impact on funding for disaster mitigation. In Australia, many local authorities use the "One in one hundred years" risk concept which is based on some of the best flood prediction data in the world. Unfortunately, the community risk is still real even though the data is accurate and the probability of a serious event is low.

7 INCREASE IN SEVERITY OF NATURAL DISASTERS

Currently, in spite of significant mitigation efforts, losses due to natural disasters continue to increase, because of our continuing population growth and the increase of the concentration of growth in vulnerable areas such as coastal regions, flood plains, and seismically active zones. The percentage of earthquakes that have caused 1000 + fatalities has increased by 10% causing approximately 1.4 million deaths since 1910.

In recent years, earthquakes have caused destruction and have claimed thousands of human lives in Chile, Ecuador, Indonesia, Japan, Turkey, and more recently, in Afghanistan and Pakistan.

At UNESCO Headquarters in Paris, marking the 60th Anniversary of UNESCO, on October 11, 2005, Walter Erdelen, Assistant Director-General for Natural Sciences at UNESCO, underlined the increasing vulnerability to natural hazards, vulnerability being the parameter which makes natural phenomena more or less devastating. He announced that he intends to propose an intersectoral initiative on natural disaster reduction. Badaoui Rouhban, Chief of UNESCO Section on Disaster Reduction, showed how such an initiative could build on existing activities across several Sectors of the Organisation.

8 SECONDARY ISSUES OF SIGNIFICANCE IN RISK ACCEPTANCE

8.1 DEMAND PRESSURES

Coburn et al (1991 p21) claim that "In many rapidly developing cities, the control of private sector land use through urban master planning and development permissions is almost impossible. It is often private sector land use, the informal sectors and shanty towns that pose the highest risk of disasters. Flood plains and steep slopes are often the marginal lands that are available to the lower income communities and they are the most vulnerable social groups.

The economic pressures that drive these groups, first to the city for jobs and opportunity, and second to the marginal lands to live, need to be fully understood as the context for reducing their risk." The recent (2005) landslides in Central America, the shanty town fires in Argentina and floods and cyclones in the Philippines are very tangible evidence of the risks to and vulnerability of such communities, but are we just to passively accept the consequences as suggested, because it is difficult to do otherwise?

8.2 INDUCED DEMAND E.G. COASTAL RESORTS

Some demand for land use in highly vulnerable areas is in fact induced by the lure of sophisticated advertising from developers. Our own Gold Coast and northern tourist resorts here in Queensland are examples, and highly-vulnerable to sea-level rises due to the ever-more-threatening "Global Warming". Other examples can be seen around the world such as the condominiums on the Florida peninsula which, as we have seen recently, are frequently at risk from hurricanes and storm surges.

"The recent (2005) landslides in Central America, the shanty town fires in Argentina and floods and cyclones in the Philippines are very tangible evidence of the risks to and vulnerability of such communities."

8.3 HUMAN IGNORANCE/RISK ACCEPTANCE

Education and local knowledge, or experience, are powerful factors in creating the preference for disaster risk avoidance, or risk mitigation strategies, in communities. Notwithstanding, there is ample evidence that humans in some parts of the world are either blissfully ignorant of the forces of nature or man-made catastrophes or they are prepared to accept the risk for their communities (usually not to the decision-maker personally) in order to reap the relatively short-term commercial or political rewards.

9 RISK MITIGATION

"Anticipating what is expected and what is not expected"
- Jack Rynn

In terms of planning for safer communities, the literature has a high degree of focus on the methodologies of local authority and community planners, structural engineers and building designers. There is also a strong promotion of a multi-disciplinary approach to community planning. Important among these articles was the urging of the use of local and regional data on all known and potential hazards in the form of a multi-strata style geographical and geological information systems derived from historical and sophisticated technical analysis of risks and vulnerability factors.

This is not intended to imply that every risk should be acted upon. SAI Global (2004) recommend in the Evaluation of Risk Treatment options as follows:

"Where large reductions in risks may be obtained with relatively low expenditure, such options should be implemented. Further options for improvement may be uneconomic and judgement needs to be exercised as to whether they are justifiable. Decisions should take account of the need to carefully consider rare but severe risks, which may warrant risk reduction measures that are not justifiable on strictly economic grounds."

"Exploration for Disaster Prevention" Programme carried out by the GIAJ. In view of the social and public responsibilities of the general insurance business, the General Insurance Association of Japan (GIAJ) has long been actively engaged in various activities to mitigate the damage caused by natural disasters. As part of these disaster prevention activities, the "General Insurance Agency of Japan" (GIAJ) has been promoting the "Exploration for Disaster Prevention" programme since 2003.

Repeatedly and consistently, the term "community planners" is the term used to refer to the people who should have access to and who should apply this information to mitigate against disaster risks in any community. I strongly believe that the optimum point to apply this data is at the threshold or community planning phase. Likewise, it would also be best practice in enhancing community safety to simultaneously apply any community risk and/or vulnerability data in the on-going planning or redesign phases for the particular community.

It is for these reasons and the supportive strength of the preceding examples from the literature, that the important role of urban and regional planners and structural design engineers cannot be overstated in the development of safer communities for mankind throughout the globe.

10 ECONOMIC ISSUES

Finally, there are some powerful economic reasons for establishing effective Disaster and Incident Risk Mitigation at the threshold or planning and design stages of any developing community, including the following:

10.1 Disaster response and recovery which is always expensive is frequently repeated throughout history in many of the communities continually at risk.

10.2 Mitigating risk at the threshold or planning levels will help produce long-term health-costs savings not only through reduction of death and injury over time, but also through an "all hazards" approach to planning taking account of potential epidemic or other major threats to community health.

10.3 Disaster and major incident prone communities also experience substantial damage costs which are often repeated through history. Many of these recurring costs can be minimised through community planning and structural design with disaster mitigation features.

"There is ample evidence that humans in some parts of the world are either blissfully ignorant of the forces of nature or man-made catastrophes or they are prepared to accept the risk for their communities."

11 APPLYING LESSONS

Stephen Hill, Director of UNESCO's Regional Bureau for Science in Jakarta, states (2005) that one of the lessons from Tsunami razed Aceh is that science and the scientific capacity of the affected community are not a distant 'luxury' to be thought of later but an immediate necessity. The Aceh disaster proved that we needed immediate scientific assessments of the damage both in the water and above the water line before the evidence was lost, in order to be better prepared next time. UNESCO conducted a series of such surveys and supported those of government scientists towards overall assessment of environmental damage.

We needed the immediate support of scientists to work with communities and government in making choices about where people should live in a context of salinated or damaged land and potential dangers from the ocean.
UNESCO Website 1 Nov, 2005

12 CONCLUSION

The need for Urban and Regional Planners and Structural and Civil Engineers to be involved in disaster and incident risk mitigation in communities is well established and widely promoted in the literature surveyed. However, there are some reservations about prescribing the outcomes of their planning in legislation. Whilst the difficulties with a legislative solution to disaster and incident risk mitigation at the threshold or planning stages are acknowledged, there is a humane duty to ensure community safety and to minimise vulnerability. Substantial and long-term savings are possible if planning is effective in reducing risks of death, injury and/or damage from disasters.

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