PREPARING FOR BUSHFIRE SEASON:
WHAT HAVE WE LEARNED?
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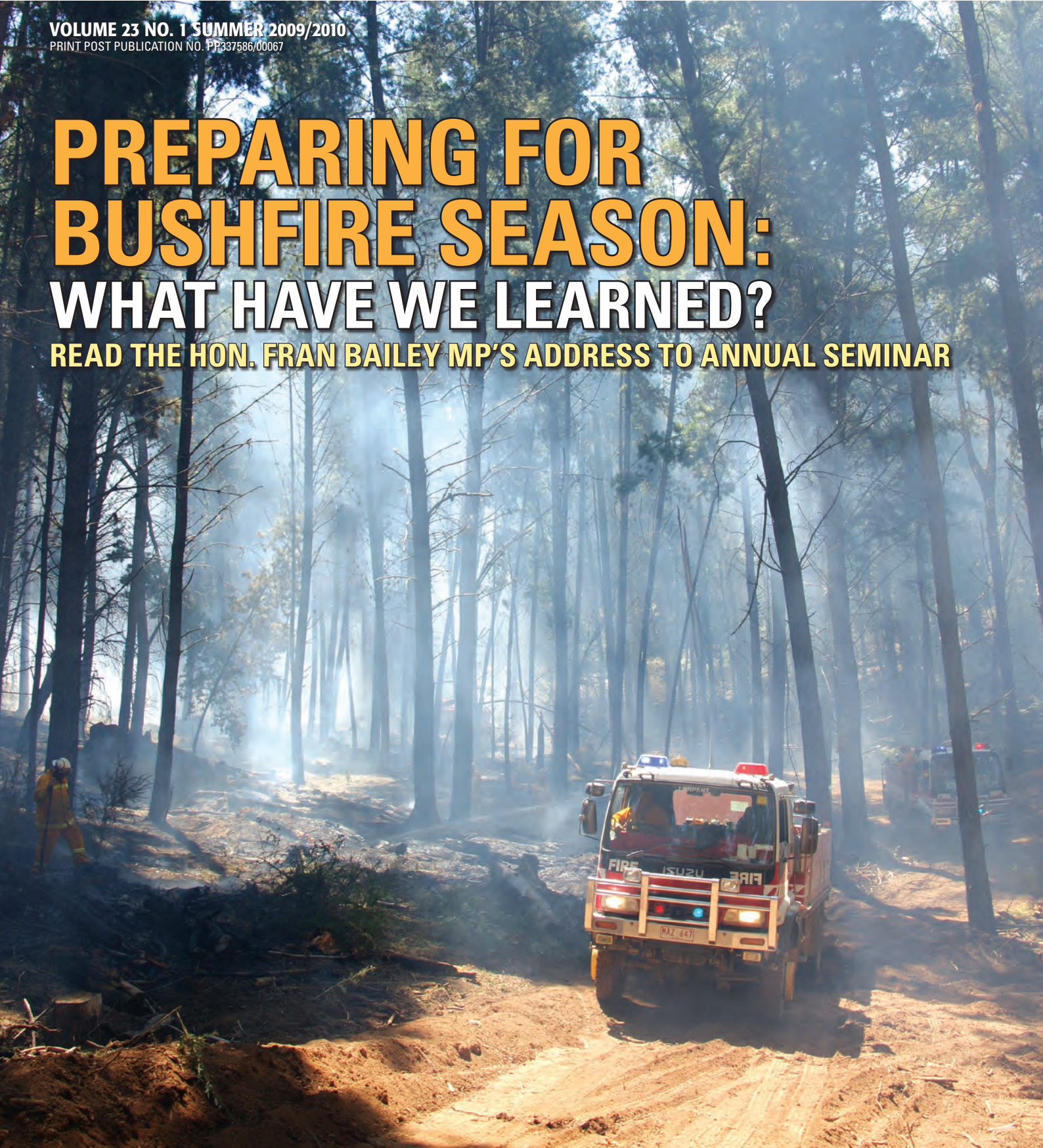
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OFFICIAL JOURNAL OF THE AUSTRALIAN INSTITUTE OF EMERGENCY SERVICES

Summer2009/2010 • National Emergency Response

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FRONTCOVER
Preparing for bushfire season: what have we learned?
Read Fran Bailey MP's address to national conference

AIES UPDATE

AIES is pleased to announce the following emergency service people became members of the Institute between September and December 2009:

NAME	ORGANISATION	STATE
John Brothers	SES	NSW
Greg Camp	SES	QLD
Bruce Caslake	Health Services	VIC
Cheryl-Lee Fitzgerald	Cairns Council	QLD
Arthur Heather	AMSA	ACT
Stephen Hompes	SES	QLD
Charles Huff	Australian Red Cross	QLD /PNG
Jennine Kingston	SES	NSW
Rolf Kruit	Ambulance Service	NSW
Kane Lamkin	Rural Fire Service	NSW
Rob Mitchell	SES	SA
Christopher Pook	SES	QLD
Delwin Rohrlach	Country Fire Service	SA
Jack Sealy	AMSA	ACT
Adam Townsend	SES	VIC

The Institute's Annual General Meeting has been scheduled for the evening of Monday 19 April 2010, commencing at 7pm. The meeting will be held in Melbourne and all members are invited, and encouraged, to attend. Not only is this a formal event, it is also an opportunity to get together and discuss issues affecting emergency services in Australia. The official notice of meeting can be found on page 12 of this journal.

AIES POLO SHIRTS NOW AVAILABLE
ONLY $38.50 INCLUDING POSTAGE!

The ACT Division of the AIES is pleased to provide members with the opportunity to purchase Institute Polo Shirts at a discounted rate.

STYLE	Mens and Ladies Short Sleeve Polo Shirt	COLOUR	Black, Navy, Light Blue, Maroon, Royal Blue, Purple, Bone	SIZES	XS to 5XL 49.50cm (XS) to 73cm (5XL)
FABRIC	210gsm 65/35 Poly/Combed Cotton Pique	LOGO	Left Hand Front - as shown below	COST	$38.50 (including postage)

ADULTS	S	M	L	XL	2XL	3XL	4XL	5XL
CHEST	55	57.5	60	62.5	65	67.5	70	72.5
CB LENGTH	64	66	68	70	72	74	76	78
LADIES	8	10	12	14	16	18	20	
BUST	47	49	51	53	55	57	59	
CB LENGTH	60	62	64	66	68	70	72	

Sizing Chart: Adults = Mens

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FROM THE PRESIDENT'S DESK

JohnRice, FAIES

National President

On 29 September 2009 I attended the National Police Remembrance Day ceremony held at the National Police Memorial, Kings Park, Canberra. Hosted by Commissioner Tony Negus APM of the Australian Federal Police, the ceremony was attended by a large contingent of uniformed officers from throughout Australia and the South Pacific.

Our thoughts and sympathies go out to the family, friends and colleagues of the nine officers from Fiji and the one officer from New Zealand who lost their lives during the preceding 12 months.

Although the names of 10 Tasmanian Police Officers were added to the wall from the historical record, it was very pleasing to hear that no Australian Police Officer had died on duty during the preceding 12 months.

National Police Remembrance Day ceremony held at the National Police Memorial, Kings Park, Canberra

During October, the Victoria Division conducted its Annual General Meeting and I had the opportunity to be present to meet members and chair the elections of the Divisional Executive for the forthcoming year. My congratulations go to the new executive and especially to Alan Marshal C.St.J, FAIES on his re-

election as the Division President and to Alan Alder OAM, LFAIES as Registrar.

The Victoria Division was also heavily involved in the conduct of the 31st Annual Combined Emergency Services Seminar this year titled *Dealing with Disaster*. Not surprising, the seminar dealt with many areas arising from the Black Saturday bushfires.

This year the seminar was opened by The Hon. Fran Bailey MP, Federal Member for McEwan. Much of Ms Bailey's electorate was devastated by the Black Saturday bushfires.

In her opening address, Ms Bailey was quite blunt in her observations and her suggestions for the future. *You can read Ms Bailey's address on page 14.*

Following on from my comments in the last edition of the NER, I have been advised that four members of the South Australia Division have been successful in securing funding under the Commonwealth/State Productivity Places Program. These members will now undertake a training program in the Advanced Diploma of Public Safety (Emergency Management).

The Institute will continue to support and promote this program and my thanks go to the South Australia Division Executive and Chris Ainsworth MAIES for the work they have put into assisting our members with their successful applications.

Further information can be obtained from the South Australia Division through Jan Burgess FAIES, the Division Registrar.

Congratulations are also due to South Australia Division President Barry Presgrave OAM, JP, LFAIES, and his executive for hosting an excellent country dinner meeting at Naracoorte. On 24 October a number of the SA executive, and members, made the trip south as a large contingent of the local emergency services met at the Naracoorte Bowls Club.

The guest speaker for the night was Detective Superintendent Des Bray, Commander South Australian Police Crime Gang Task Force, who provided an insightful and thought provoking presentation on the effects of outlaw

motor cycle gangs on the Emergency Services units in remote area. *This presentation will be available in the Autumn issue of NER.*

My thanks go to the South Australia Division for their hospitality and to Superintendent Bray for giving up his valuable time to travel to Naracoorte to address our members and guests.

It was pleasing to note that on 25 September 2009 the Ministerial Council for Police and Emergency Management - Emergency Management (MCPEM-EM) endorsed the National Action Plan for the Attraction, Support and Retention of Emergency Management Volunteers.

The plan commissioned by the Attorney-General's Department identified five key challenges confronting the emergency management volunteer sector – time, training, cost, recognition and people. From these five areas the plan identified priority actions. A full report is available on page 10.

CHRISTMAS WISHES

On behalf of the all members of the National Executive I wish you and your families a safe and happy Christmas and best wishes for the forthcoming year. Hopefully many of you will get the opportunity to spend some quality time with family and friends. For those of you who experience the worst aspect of the Christmas/New Year Emergency Services roster, our hopes are that you experience a quiet and uneventful shift. ●

SAFETY NETWORKS IN THE SPOTLIGHT:

A CATALYST FOR CHANGE

Mark**Ward**

Following both global and State Government trends towards interoperable systems, impending budget deficits and the Australian Communications and Media Authority's (ACMA) plans for the 400MHz spectrum band, now is the ideal time to reassess Australia's safety communications infrastructure with the view to making wholesale improvements.

State by state, agency by agency, today's public safety and emergency communications networks have evolved on a needs-driven basis. Each individual organisation in Australia has historically been responsible for its own communications and, when fighting fires or undertaking rescue operations are the primary concern, managing networks is not core business. The result is a nationwide patchwork of independent public safety networks — up to seven or eight per state — comprising disparate technologies, varying functionality and age, regions of duplicated coverage and assorted business models.

ACMA's proposed changes to the 400MHz band, currently used for most public safety and emergency communications in Australia, present the opportunity to re-envisage and rationalise the country's communications infrastructure. As government services are re-located to the 403-430MHz sub-band, it is the ideal time for decision-makers to step back and examine the bigger picture — as well as consider the future. Here, a logical progression would be to introduce a single premium-quality network, built from the ground up to be shared by all users.

INTEROPERABILITY INCENTIVE

One of the key incentives for a shared network is communications interoperability between different agencies. The ability to selectively share information between agencies can make the supreme difference in a co-ordinated emergency response. This concept is not new in Australia: the 1983 Ash Wednesday fires in Victoria were a catalyst for large Government Radio Networks (GRNs) to be deployed in some states for use by multiple agencies. Yet, while these have certainly made a difference in those states, many

of the smaller dedicated networks have been retained to supplement coverage, capacity and availability.

While maintaining ancillary networks might provide peace of mind, it is an inefficient use of resources. Far better to engineer a sophisticated, highly resilient digital network with flexibility and future-proofing built-in. Simple economies of scale will justify multiple levels of inbuilt redundancy to ensure the network remains available despite power outages or broken network links. By duplication (at minimum) of key points in the network, and arranging base stations in rings connected at each end to a main ground based network, an unbroken service can be maintained in the most extreme conditions.

Similarly, coverage and capacity are best addressed holistically and can be planned appropriate to the needs of all users in a shared network. This will eliminate any gaps in coverage and maximise the flexibility and efficiency with which capacity is used. A network can be designed with spare 'surge' capacity to allow additional users to operate during a major incident, using a queuing system to ensure that all messages get through in times of congestion. Moreover, advanced digital technologies are available to manage the transmission of data in conjunction with voice communications, plus administer encryption layers to prevent unauthorised access.

Not only does this view of a shared network prove more economical overall, but it allows all users to benefit from a network with premium functionality. Several of the existing GRN service agreements are soon due for renewal, adding ammunition to calls for an overhaul.

CHALLENGES AHEAD

The way forward is not without challenge, however. Budgets are notoriously tight in all states, so that any major renovation will undoubtedly attract scrutiny. Nevertheless, the outcomes of recent Royal Commissions into major incidents in Victoria and the ACT add yet more weight to the argument for communications overhaul, and seem likely to draw a federal response.

The State Governments and agencies also need to determine an appropriate implementation strategy and timeline. A network of such sophistication and scale would take some years to deploy, while the demand for public safety communications is unabating, increasing, and largely unpredictable. Harnessing the various agencies and existing networks into order and planning the migration to a shared network certainly presents a logistical challenge. It is not the culture of this reactive industry to plan so far into the future. Here, an independent service provider may hold the answers.

The practice of outsourcing the operation of public safety and emergency networks is already established in Australia; however, there is still progress to be made to maximise effectiveness. At present, every outsourced model is different— including the use of different technology platforms, which means the networks are incompatible with each other. If each State Government were to specify a common standard—most probably P25—for a new network in the 403-430MHz sub-band, agencies with the right permissions would be able to operate their radios across networks, in the event that state boundaries needed to be crossed.

SERVICE SPECIALIST

It is also worth looking at the framework of the service agreement. One of the primary reasons for outsourcing operation and maintenance of a communications network should be to benefit from the expertise of a specialist. Communications are a vital tool for public safety and emergency agencies, but a tool nonetheless. So long as that tool meets the needs of each agency— however demanding those needs might be—the agencies should not need to worry about how the network works.

In essence, the service provision contract should be focused on deliverables or outcomes, with the onus on the network specialist to ensure that the network evolves and improves to meet demand.

In this scenario, the relationship between the service provider and client will flourish only under a long-term agreement that encourages the network operator to innovate and truly understand the needs of the various network users. In return, the agencies benefit from a network that undertakes to exceed expectations. By truly engaging with the agencies, the service provider would be in the position to address any service issues, respond to changes in demand, and react to any incidents that might require out-of-the-ordinary servicing.

The picture painted here presents an ideal future landscape for the Australian public safety and emergency communications sector—and it is not unattainable. Just such a secure, interoperable, resilient and reliable communications service has been shared by all public safety response organisations in the United Kingdom since 2005.

It does, however, represent a new view of public safety and emergency communications in this country. The demand is assuredly there from the agencies, which have long recognised the benefits of a common communications platform and standard. Now these organisations need the legislative framework and commitment from government to move forward in a collaborative manner. The proposed changes to the 400MHz band would appear to be the ideal opportunity. ●

Mark Ward is the Business Development Manager of Airwave Solutions Australia, a partnership between Airwave Solutions Limited (UK), the world's largest specialist public safety network operator, and Broadcast Australia, one of the region's leading independent national broadcast and wireless critical communications network operators. For more information email mark.ward@airwavesolutions.com.au

THE LIFE OF IKE
PART II

Dallas is similar in size and infrastructure to both Sydney and Melbourne, and while different, shares so many similarities. City Hall, like any large building is a city monolith, intimidating and just like Texas itself. What lessons could be learned from the US and in particular Dallas?

Chris**Ainsworth**

Emergency Management Consultant and Australia's first Fulbright Scholarship recipient.

As a volunteer from South Australia was embarking on a journey very few full time Australian emergency operatives have ever undertaken, walking into the City of Dallas Office of Emergency Management (OEM) was intimidating, but the journey itself exciting.

In the previous two parts of this story, The Life of Ike, we looked at the City of Dallas' response to a request to establish a shelter to support the mass evacuation of Galveston and Houston in light of the impeding impact of Hurricane Ike.

In this part, I will analyse what went to plan and what didn't. I am privileged and humbled at the willingness of Dallas to share information of what happened in the past, the trials and tribulations, warts and all. The Director of OEM Kenny Shaw has shared with me some confidential information about some incidents, which will remain confidential. Some components can be shared, and by sharing this information, valuable lessons will

be learned. Jerry Martin, the grand old master who recently retired, shared stories of the past. Much of these will never be captured, another lifetime would never summarise his experiences. He will be sadly missed within the sector.

The real journey starts back in 2005. Along with the rest of the country, Dallas watched as Hurricane Katrina ploughed into southern Louisiana on Monday 29 August 2005. Nature had struck another blow. There was panic, mayhem and uncontrolled chaos. Could we manage and coordinate control? History demonstrates that as an emergency community, we did not perform. Critically analysing Katrina has shown maturity within the sector and a willingness to learn.

Dallas was requested to assist during Katrina, which directly affected New Orleans and much of the US, and several parts of the world.

There were many lessons learned from Katrina, implemented for Ike, and added to the wealth of captured knowledge.

After Action Report Extract: On Monday 29 August 2005 the American Red Cross (ARC) called requesting Samuell Grand Recreation Centre be opened for 50 evacuees needing immediate sheltering. By 12pm Tuesday, the shelter had reached its 270 people capacity and the ARC called requesting an additional shelter. An hour and a half later the Grauwyler Recreation Centre, with capacity to accommodate 200 people, was opened. By 4pm that day, a tentative agreement was made to convert the City's Reunion Arena into a temporary shelter and on Wednesday 31 August it opened. The next day the City was told to expect more evacuees within days. To accommodate these promised guests, parts of the Dallas Convention Centre were transformed into an additional temporary shelter.

Lesson: The Dallas Convention Centre, while catering to handle up to 1500 guests, takes time and resources to establish. To this extent,

About Hurricane Ike

Hurricane Ike was the third most destructive hurricane to ever make landfall in the United States. It was the ninth named storm, fifth hurricane and third major hurricane of the 2008 Atlantic hurricane season.

Formed	1 September 2008
Dissipated	14 September 2008
Highest winds	230kph (145mph) 1 minute sustained Category 4
Fatalities	103 direct, 92 indirect, 34 missing
Damage	$US28.7billion
Affected areas	Florida Keys, Mississippi, Mississippi Valley, Ohio Valley, Great Lakes region, Louisiana, Texas, Eastern Canada

the smaller Samuell Grand shelter, which was used during Katrina, was manageable for sudden arrivals. Having two different sized shelters proved an effective planning strategy for Ike and something that should be considered in all sheltering operations regardless of size. The ability to have a buffer and flexibility with sheltering provides planning flexibility.

Control of the coordination process is essential. For Katrina, coordination proved a challenge nationally. This was not because of a lack of skill within the teams, but rather the magnitude of the operation. Dallas identified several areas of improvement with Katrina and implemented a professional development strategy for its own employees and stakeholders.

Adopting a National Incident Management System allowed for clearer lines of authority during operations, as well as effective division and understanding of responsibilities, and enhanced communication with other jurisdictions and agencies.

Lesson: Training is a key component to successful management of disaster situations and needs to be comprehensive and inclusive of all stakeholders. Networks provided valuable intelligence of available resources. This intelligence proved invaluable for Ike.

Background

My journey commenced with a Fulbright Professional Scholarship in 2008 – in the specialist area of Vocational Education and Training, sponsored by the Australian Department of Education, Employment and Workplace Relations.

The primary activity was to integrate into key organisations and study their emergency and risk management activities.

Unlike Australia, many US organisations do not have both full time and volunteers fulfilling functional roles during disaster operations.

The high level of professionalism of the US operatives is certainly reflective of both the education and training undertaken, and the high number of incidents affecting significant numbers of the population.

This scholarship has provided the opportunity to develop a foundation for the establishment of the first Applied Undergraduate program in Emergency Management in Australia.

The first stop on this journey was the City of Dallas Office of Emergency Management.

All I can say is that Dallas put on a show and true to their slogan – Texas does it big, Dallas just does it better.

PLAN FORMAT

One of the issues is the way that plans are developed and organised. Guidance at the State and Federal levels encourages an all-hazard approach to planning, which basically translates into planning for general emergency functions as opposed to planning for specific contingencies such as downstream flooding from a dam breech. There is also the need to identify and prioritise major hazards and known locations that would need to be focused on in a methodical approach if contingency planning or a hybrid of contingency/all-hazard planning approaches are endorsed as a preferred method of planning.

Lesson: Revisit plans in the light of After Action Reports or Debriefings From Incidents. An up-to-date plan is a valuable tool, and check lists are essential when the inevitable does occur.

SHELTER SELECTION, EXPANSION AND MANAGEMENT

During the Katrina review process there was a focus on the need to create levels of shelter operations and allow for rapid expansion of shelter capacities. Expansion plans should take into consideration the need for additional personnel to manage the shelters, which placed a burden on the ARC and other relief agencies that were being stretched to capacity. Another issue that arose during the review process was how shelters are chosen. In addition to the facility owner/manager, Red Cross, Fire, Police and Emergency Management at a minimum should also be a part of that decision, especially in large scale shelter operations to address safety, security, operational and logistics issues.

For Katrina, Dallas Fire Rescue established a standard 40sq ft of floor space per resident. ARC usually requires 20sq ft of floor space per individual, however, knowing that the evacuees would be in the shelters for an extended period of time this seemed unreasonably small. The 40sq ft floor space also proved successful for Ike with special needs and wheelchair bound evacuees allocated a two resident allocation.

Lesson: Training people in new skills like shelter management operations run by ARC is important. Between Katrina and Ike, Dallas worked tirelessly in training city employees to augment the ARC in shelter management operations. The Dallas OEM took on board the recommendations of Katrina's After Action Reports and applied them during Ike.

Australia's State and local governments should identify sheltering options within their community and ensure appropriate staff are trained to support a sheltering operation.

LOGISTICS

Logistics involved in running a large scale shelter or evacuating a large population was one of the leading topics of discussion during the review processes for Katrina and Ike. One of the complicating factors during Katrina was the many organisations and entities that needed resources to effectively run shelter operations. The City provided facilities, security and overall management. Relief agencies, county, medical organisations and others managed and supported the individual shelters with assistance from State and Federal assets, and the entire operation all needed logistical support to accomplish their missions.

Lesson: More work needs to be undertaken with the collection and storage of long term stores and better redeployment. An appendix to the plan with details about how the entire effort would be coordinated and managed provided a useful checklist.

EVACUEES' PETS

Dallas was one of the few cities sheltering evacuees to arrange for the care and feeding of their displaced pets. Staff established a separate shelter for evacuees' animals, which allowed them to visit and take care of their beloved pets.

During Katrina, erecting this animal shelter resulted in reuniting one separated family. An elderly evacuee transported from Houston to the Convention Centre shelter left behind pet Chihuahua, Fred. The woman had just lost two sons to Katrina and was missing another. Dallas Animal Services officers became aware of her situation and began working to locate Fred. Once located, Fred was transported to the shelter. The reunion received media attention and when her missing son saw her on the news, was able to be reunited with his mother. Similarly, an animal shelter was established for Ike.

Lesson: Pets are family members and in many cases they are all some evacuees have for company. Animal shelter and transportation arrangements need to be made and clearly disseminated to evacuating citizens. Australia provides limited facilities for sheltering animals, and this is one area where lessons from our US counterparts could prove valuable.

EMERGENCY OPERATIONS CENTRE

Activate early and initiate the Emergency Operations Centre (EOC) staffed with the key agency or department personnel. For Ike, the main coordination was undertaken within the EOC while the Forward Command Post role was to manage the internal shelter operations.

Summary from the Director of Dallas OEM
whom I learn so much from

Hurricane Ike taught me many lessons. For one, if you train, exercise, and practice lessons learned from earlier incidents (Katrina in this case), you can do things much better. We took those lessons learned in 2005 and developed plans, acquired equipment, and trained ourselves to handle the next big one – and it worked. Ike went much more smoothly because of it. Ike also brought together a big team of First Responders and allied associates from Police, Fire, EMS, and the medical community to ARC, Community Emergency Response Team, city departments and the private sector that all played a key role in making this a successful response. It also showed us that incident command works – an organised approach to managing any emergency helps.
Director Office of Emergency Management Kenny Shaw

Rear row Joe Clark, Jerry Martin, Mathew Garrett, Adam Webster, Cassandra Wallace. Front Row Komal Roa, Kenny Shaw, Kwa Heri Heard, Raymond Rivas III.

Lesson: A lessoned learned from Katrina and implemented for Ike was having the key people, including purchasing personnel, present in the EOC and forward Command Post proved valuable and should be a focus of future operations.

I went to Dallas expecting to shadow and learn, to be thrown in at the deep end. While frightening, this was the experience many Australian Emergency Mangers dream about. Thank you Dallas.

This is the final part in The Life of Ike series. *National Emergency Response* would like to thank the author Chris Ainsworth MAIES for sharing his story in such detail and allowing members of the Institute to learn the lessons from Hurricane Ike and how we can apply them in an Australian context.

ABOUT THE AUTHOR

Chris Ainsworth is an internationally recognised Emergency Management specialist, researcher and trainer, specialising in the recognition of an individual's skills, knowledge and demonstrated current competencies. His interest in equitable access to professional training for Emergency Services operatives, both paid and volunteer, resulted in him being awarded a Fulbright Scholarship in 2008. Chris spent seven months in the United States researching Emergency Management practices. Chris was appointed the Planning Section Chief for the City of Dallas shelter operations in the 21 day Hurricane Ike operation. Chris also participated in a number of senior operational roles during several major US incidents in 2008. Chris gained qualifications as a Community Emergency

Response Team (CERT / TeenCERT) instructor, Command and General Staff operations and is the first non-US citizen US Incident Command System Trainer.

Chris is an Emergency Management consultant and a qualified Australian Public Safety Training Package trainer. His was a validation candidate for the Advanced Diploma of Public Safety – Emergency Management gained via the Recognition of Current Competency process through Swinburne University in 2005 and Advanced Diploma of Public Safety – Community Safety in 2008, and lead the delivery of the RCC program from 2006 to early in 2008. Chris is the first Australian emergency management specialist to gain a Fulbright Scholarship. Chris is currently undertaking an MBA at the University of Adelaide.

Contact Chris via email at chris@raemec.com.au ●

GOVERNMENT ENDORSES VOLUNTEER ACTION PLAN

This is an extract from the National Action Plan for the Attraction, Support and Retention of Emergency Management Volunteers

In Australia today, there are over 500,000 volunteers who play a crucial role in the delivery of emergency management services across the country. Australia's ability to respond to and recover from emergencies and disasters relies heavily on their contributions. However, socio-economic-demographic shifts are presenting particular challenges, and opportunities, in the attraction, support and retention of volunteers into the emergency management sector.

The aim of the Volunteer Action Plan is to outline options to enhance the attraction, support and retention of emergency management volunteers. The plan aims to only address issues that can be managed at a national level, leaving the jurisdictions and emergency management organisations the task of making local or jurisdiction-specific arrangements at their discretion, in the priority order that is most important to them.

The Volunteer Action Plan was developed by a reference group comprising senior jurisdictional representatives nominated by Australian Emergency Management Committee (AEMC) members. The Attorney-General's Department also liaised with the departments of Families, Housing, Community Services and Indigenous Affairs regarding other national activities being undertaken in the broader volunteering sphere.

The Plan proposes 11 national actions to enhance volunteer attraction, support and retention. The proposed actions have been prioritised into three categories - top, medium and lower priority.

Volunteer Fire Fighters from the NSW Rural Fire Service

TOP PRIORITY

Action 1: **Enhance subsidisation of volunteer training, activities and equipment**

Task: Develop a national position regarding subsidisation of training, activities and equipment for volunteers

Timing: Short term (up to 6 months)

Resources: In-kind contribution from AEMC working group members to develop position paper. Subsequent financial implications will depend on final position adopted

Status: AEMC to determine implementation

Action 2: **Enhance leadership training to support emergency management volunteers**

Task: Develop and trial a pilot program to enhance national leadership training for the emergency management volunteer sector. Report on the effectiveness and benefits of the pilot program

Timing: Short term (up to 6 months)

Resources: At AEMC discretion. Subsequent financial implications of ongoing leadership training opportunities will depend on success of pilot program

Status: AEMC has agreed to progress this action as a national priority project in 2009-10

Action 3: **Develop alternative learning approaches for emergency management volunteers**

Task: Develop and trial a pilot training program using flexible learning approaches and tools, including eLearning, that will help to ease time pressures and training commitments on emergency management volunteers. Report on the effectiveness and benefits of the pilot program and the viability of extending such alternative approaches to the wider emergency management sector

Timing: 6-12 months

Resources: At AEMC discretion. Subsequent financial implications of extending program will depend on success of initial pilot

Status: AEMC to determine implementation

Action 4: **Enhance national recognition of employer support for emergency management volunteering**

Task: Develop a national volunteer employer recognition scheme to formally recognise and reward the support of employers of emergency management volunteers (including self-employed volunteers)

Timing: Up to 6 months

Resources: At AEMC discretion. Subsequent financial implications associated with the ongoing operation of the scheme will depend on final agreed model

Status: AEMC has agreed to progress this action as a national priority project in 2009-10

MEDIUM PRIORITY

Action 5: **Increase community awareness of the role and value of emergency management volunteers**

Tasks: a) Develop a national communications strategy, including a national marketing campaign, to raise

community awareness about the role and value of emergency management volunteers
b) Seek a review of the qualifying criteria for the national medal to increase equity and recognition amongst all emergency management volunteers

Timing: Up to 6 months
Resources: In-kind contribution from AEMC working group members to develop communications strategy. Subsequent financial implications will depend on initiatives included in final agreed strategy
Status: AEMC has agreed to progress this action as a national priority project in 2009-10

Action 6: **Enhance youth participation in emergency management volunteering**
Task: Develop a national strategy to enhance youth engagement and participation in the emergency management volunteer sector
Timing: 6-12 months
Resources: At AEMC discretion. Subsequent financial implications of any ongoing youth development programs will depend on initiatives included in final agreed strategy
Status: AEMC to determine implementation

Action 7: **Review grants programs to strengthen focus on volunteer attraction, support and retention**
Task: Develop a strategy to increase the focus on volunteer attraction, support and retention within relevant grants programs
Timing: 6-12 months
Resources: In-kind contribution from AEMC working group members to undertake this task
Status: AEMC to determine implementation

Action 8: **Address legal issues that may inhibit the attraction and retention of emergency management volunteers**
Tasks: Undertake a comparative review of insurance and legal protections for emergency management volunteers in the different jurisdictions with a view to identifying any legal issues that may inhibit their attraction and retention. Work through AEMC to improve national consistency in the level of coverage and protection afforded and alleviate any volunteer concerns in relation to this
Timing: 6-12 months
Resources: At AEMC discretion
Status: AEMC to determine implementation

LOW PRIORITY
Action 9: **Harness the willingness and resources of spontaneous volunteers**
Task: Develop national guidelines to harness the assistance offered by spontaneous volunteers into a more regular volunteering commitment.
Timing: 6-12 months
Resources: At AEMC discretion
Status: AEMC to determine implementation

Action 10: **Promote corporate volunteering in the emergency management sector**
Task: Develop and deliver a national seminar series to promote the opportunities and benefits offered by corporate volunteering to the emergency management

sector. The seminar series to showcase successful models and partnerships with private industry that may be applied in emergency management
Timing: 6-12 months
Resources: In-kind contribution from AEMC working group members to develop and deliver the seminar series
Status: AEMC to determine implementation

Action 11: **Improve collection, analysis and dissemination of research and information on emergency management volunteer issues**
Task: Develop a national information portal, clearinghouse or other means of collecting, analysing and disseminating research and information on emergency management volunteer issues
Timing: Short term (up to 6 months)
Resources: At AEMC discretion. Subsequent financial implications associated with ongoing maintenance will depend on final agreed model
Status: AEMC to determine implementation

INDIVIDUAL ACTIONS
TOP PRIORITY
Action 1: Enhance subsidisation of volunteer training, activities and equipment
Action 2: Enhance leadership training to support emergency management volunteers
Background and rationale
Action 3: Develop alternative learning approaches for emergency management volunteers
Action 4: Enhance national recognition of employer support for emergency management volunteering

MEDIUM PRIORITY
Action 5: Increase community awareness of the role and value of emergency management volunteers
Action 6: Enhance youth participation in emergency management volunteering
Action 7: Review grants programs to strengthen focus on volunteer attraction, support and retention
Action 8: Address legal issues that may inhibit the attraction and retention of emergency management volunteers

LOWER PRIORITY
Action 9: Harness the willingness and resources of spontaneous volunteers
Action 10: Promote corporate volunteering in the emergency management sector
Action 11: Improve collection, analysis and dissemination of research and information on emergency management volunteer issues ●

This plan was endorsed by the Ministerial Council for Police and Emergency Management – Emergency Management at an Extraordinary Meeting held on 25 September 2009. Correspondence about this meeting can be found on page 25.

The Australian Institute of Emergency Services has a full copy of the *National Action Plan for the Attraction, Support and Retention of Emergency Management Volunteers*. Contact the AIES Registrar via email at registrar@aies.net.au for more information.

NOTICE OF 2010 ANNUAL GENERAL MEETING OF THE AUSTRALIAN INSTITUTE OF EMERGENCY SERVICES

All Members of the Australian Institute of Emergency Services are cordially invited to attend the
2010 ANNUAL GENERAL MEETING OF THE AUSTRALIAN INSTITUTE OF EMERGENCY SERVICES to be held at IBIS Hotel, 15 Therry Street, MELBOURNE, VICTORIA on 19 APRIL 2010 commencing at 7pm

The Order of Business shall be:

Welcome

Apologies

Confirmation of Minutes of 2009 Meeting
and Matters Arising Therefrom

President's Report

General Secretary/Registrar's Report

Notices of Motion

General Business

By order of the Board of Directors

Robert A **Maul**

General Registrar/Company Secretary, AIES

IN BRIEF

ACT'S HOSPITAL VISIT

Of the ACT's 110,000 emergency department presentations, 40 percent are received by the Calvary Hospital. Members of the AIES ACT Division visited the busy hospital in October, hosted by the Emergency Department's Clinical Manager Jamie Ranse. After a tour, the group of 10 AIES members heard how the hospital system is designed to cope with an influx of patients in the event of a mass casualty. This was explained using real life analysis of the recent Swine Flu presentations and also the Canberra Fires in 2003. Mr Ranse also discussed triage, the prioritisation of patients requiring treatment, particularly the differing approaches in the pre-hospital, or scene environment, to the categories adopted within the hospital. This problem is compounded by each state adopting different triage processes, and attempts to standardise the process have so far failed due to a reliance on physical observations of patients for categorisation. The AIES ACT Division thanks Mr Ranse for this presentation.

AIES CALENDAR

The 2010 *National Emergency Response* Calendar is now available. Members would have received their copy with this summer edition of the *National Emergency Response* Journal. The AIES thanks all contributors to the calendar. This year, we received an overwhelming number of high quality images for consideration in the 2010 publication. Images represented Police, Ambulance, Fire and SES services from around Australia, making it a truly national calendar. If you take a great photo that represents the work you are doing in emergency services, forward it to editor@aies.com.au anytime. We are always looking for good quality images for our publications, including next year's calendar. Please include information that tells a story about the photo along with your contact details. You will receive a credit alongside any published photograph you supply the Institute.

IYV MEDAL FOR ALL

Queensland Rural Firefighting volunteer Warren Kelly has asked the State Minister Emergency Services the Hon. Neil Roberts to formally acknowledge the work of unpaid emergency services workers by presenting all volunteers with the International Year of the Volunteer (IYV) medal in 2011 to mark the award's 10th anniversary.

Mr Kelly has proposed the Queensland Government and Her Excellency the Governor General present volunteer emergency services workers who are active for at least one month in 2011 with the IYV medal and clasp as a formal recognition of the sacrifices they make for their communities.

2011 is the 10 year anniversary of the International Year of the Volunteer and will be known as IYV+10.

If accepted by the Government, Queensland would be a front runner in recognising its volunteers who give their time, effort and money to providing a safer community. ●

Are you with a super fund that's run only to benefit members?

Nearly half of all Australian workers are members of an Industry SuperFund. And no wonder. Because they're run only to benefit members, Industry SuperFunds have low fees and don't pay commissions to financial planners. That could mean tens of thousands of dollars more for your retirement.* So make sure you're with a fund that carries the Industry SuperFunds' symbol. To find out more, visit **industrysuper.com**

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MOVING KNOWLEDGE INTO ACTION:

Applying social marketing principles to crime prevention

This paper considers the potential application of social marketing principles to crime prevention. Social marketing has been a significant force in the public health field in Australia for more than two decades. It is a key component in the promotion of engagement in health protection behaviours, early detection programs and the promotion of individual health behaviour change. It is built on the application of evidence-based strategies and often, dual consumer/provider communication strategies. The process works to translate evidence-based knowledge about effective practice for key target groups in a way that enables them to take action to modify their own behaviour to achieve the most efficacious outcomes. The approach places a strong focus on formative research to gain a thorough understanding of the audience's perspective on the issue being addressed and to frame what is being promoted in a way that engages this audience and meets their needs. Careful consideration of environmental mediators and potential facilitators of the promoted behaviour are also strong features of social marketing strategies. The potential for the social marketing approach to be applied to crime prevention is examined through examples of older people and crime, and online grooming of young people using social networking sites. Judy Putt, General Manager, Research, Australian Institute of Criminology

THE CRIME PREVENTION TASK FROM A SOCIAL MARKETING PERSPECTIVE

One of the most well developed and empirically grounded frameworks for systematically analysing and implementing a process for transferring evidence-based knowledge into action can be found within the principles of the social marketing approach, a strategy common in the public health field with evidence of effectiveness across a range of health behaviours (Stead et al 2007).

Accordingly, the purpose of this paper is to explore the utility of applying social marketing principles to the prevention of crime, both as an analytical and intervention design tool, as well as to assess the potential for the social marketing approach to enhance the current repertoire of crime prevention responses.

In doing this, it is important to recognise that use of the principles and techniques of social marketing in the prevention of crime is not completely new. Two familiar examples of interventions making extensive use of social marketing principles are the ongoing campaigns for the prevention of drink driving and the prevention of violence against women.

While the systematic application of social marketing principles to crime prevention goals remains relatively circumscribed, there have been some attempts. For example, Capobianco (2002) speculated on the potential of the 'communication for social change' approach as a tool for enhancing the communication of crime prevention policy, practice and research.

THE SOCIAL MARKETING APPROACH DEFINED

Social marketing has been described as the design of programs (using commercial marketing concepts and tools) to influence the voluntary behaviour of target audiences to achieve social objectives (Andreasen 2004).

Andreasen (2004) goes on to suggest that social marketing can be usefully applied whenever there is a target audience with a behaviour or set of behaviours that can be modified in order to produce positive outcomes for that group.

Properly understanding social marketing principles and practice requires an equally good understanding of what social marketing is not. Specifically, it is not:

• Education only
• Persuasion only or
• Social advertising only

Importantly, the *term social marketing campaign* is not synonymous with the term mass media campaign, although frequently it may involve mass media communication.

The point here is that the key concept is in fact communication and engagement to facilitate the exchange of a particular behaviour to achieve the desired outcome.

While social marketing is at its most obvious when its takes the form of large scale, high-cost mass media campaigns targeted at the statewide or national level, it is not necessarily carried out in this form. The real point is that the social marketing approach represents a way of thinking, problem solving and generating strategies that will resonate with the life experiences of the target audience with whom they have been

developed. Such approaches can also take the form of low-cost, high quality communications that may well be targeted at very specific audiences and seek to influence a small number of key behaviours. Whether the final communication channels adopted within a social marketing strategy comprise high-cost national television and cinema advertising or a poster positioned on a tree at a key pathway in a rural village, the careful process of development of the communication materials, and the strategy of which they are a part, will be fundamentally the same (see Weinreich 1999).

THE SOCIAL MARKETING FRAMEWORK

Applying a social marketing process will typically involve a series of key stages, summarised by Andreasen (2004) as listening, planning, pre-testing, structuring, implementing, monitoring.

Carroll (1998) has operationalised this process into a multi-step model for developing a comprehensive social marketing campaign. As can be seen, many of the processes parallel key stages in a standard crime problem analysis model. However, there are a number of key differences that will inevitably lead to a slightly different form of intervention. This framework is designed to be applicable to both large scale, mass-reach campaigns and more discreet interventions targeting smaller groups.

THE POLICY FOCUS FOR APPLYING SOCIAL MARKETING PRINCIPLES – UPSTREAM VS DOWNSTREAM

Examining the longer term strategic context for interventions built on social marketing principles introduces a broader policy issue associated with their use and application. This is the question of whether the strategies should be primarily directed at the achievement of *individual behavioural change* (downstream measures) or *structural change* (upstream measures)? The most common application of social marketing principles tends to focus on

the facilitation of individual behaviour change through promoting knowledge about actions that can be taken locally within an individual's environment. However, social marketing has a significant capacity to address upstream issues and produce solutions that are directed at facilitating the targeted behaviour(s) by mobilising the community, changing policy, removing structural barriers and persuading government (Andreasen 2006; Donovan & Henley 2003). Challenges for achieving upstream solutions can include mobilising politicians to enact new regulations or legislation, encouraging community leaders to induce community participation, motivating business leaders to provide products, equipment etc and persuading local leaders to stop supporting existing ineffective or non-efficacious alternatives. This issue is reflected in the environmental analysis component of the social marketing framework. That is, no social marketing intervention operates within a vacuum. There will always be a range of other influences on the behaviour being targeted, some which may be supportive, or even synergistic, while others will be competitive. Generating strategies within a social marketing program to achieve structural or policy change to make the desired behaviour 'easier' for the target audience

to undertake can play a very important role in facilitating the success of the program. In this way, it is possible for a social marketing program to feature both upstream and downstream components, operating in a mutually reinforcing way. Clearly these challenges have the potential to generate community conflict unless managed through an effective and collaborative process—a process that the social marketing approach is well credentialed to achieve.

THE PRACTICAL APPLICATION OF SOCIAL MARKETING PRINCIPLES TO CRIME PREVENTION

As has been suggested by the use of specific examples throughout the explanation of the model, there is really a high level of congruence with the most common principles and processes in local community crime prevention planning and program intervention. Perhaps the most significant point of departure is the capacity of the social marketing model to hand over the process for the identification of the most salient issues and important behaviour change processes to the key target group themselves through its use of detailed and ongoing

consultation and analysis processes. This emphasis is probably the result of the gradual development of a stronger confidence in the strength of the public health evidence bases than there currently is for much of the crime prevention evidence bases. But it is also because crime prevention still tends to place a lot of focus on interventions directed at offender behaviour rather than on the capacity of the wider community of potential victims to enact efficacious preventive behaviours. In other words, a lot of time is spent looking at methods to deter and control offender activity at the expense of promoting effective protective behaviour built around existing strengths and resilience within the wider community. The focus on offender control measures, while essential, confronts the continuing fact that offenders are highly motivated individuals, particularly when it comes to acquisitive crime such as theft and robbery, or even sexually motivated offences such as online grooming. In this context, offenders would assess the cost of changing their behaviour to non-offending as being a very high cost. However, social marketing suggests that potential victims could be more readily persuaded to adopt improved protective behaviours if these could be conveyed in a soundly researched and efficient manner. In effect, this wider population-based focus would produce a potentially higher value outcome for a lower per unit cost.

For example, a potential application of a social marketing approach could involve engaging with older Australians on the salient issue of personal security, effectively communicating that there are specific behaviours they can undertake that will be effective in reducing the likelihood of their becoming a victim of personal crime (response efficacy) and that are within their perceived capacity to undertake (self-efficacy). Identification of these specific crime prevention behaviours would require an evidence review and formative research would be necessary to understand how to most effectively engage with older Australians and communicate effectively about the issue and required behaviours. However, using this process would be quite a practical measure to reduce unfounded anxieties among this growing population group. It would have a positive impact on their quality of life, as well as exerting a downward pressure on crime resulting from the increased adoption of these crime prevention behaviours. Looking at a completely different type of problem, the principles of social marketing present a valuable framework to assist in developing new and more effective forms of preventive interventions to be delivered through the so-called 'new media' of internet-based communication. Advances in technology have provided individuals with new and exciting opportunities to communicate efficiently and in real time. At the same time, the community has been exposed to a wide range of criminal activities, one of which involves the online exploitation of children. The potential for individuals with an inappropriate sexual interest in children to establish online contact with, and groom, children for sexual abuse represents a very real threat to the safety of children in the technological age. The grooming of children for

Figure 1 Multi-step model for developing a comprehensive social marketing campaign

Source: Carroll 1998
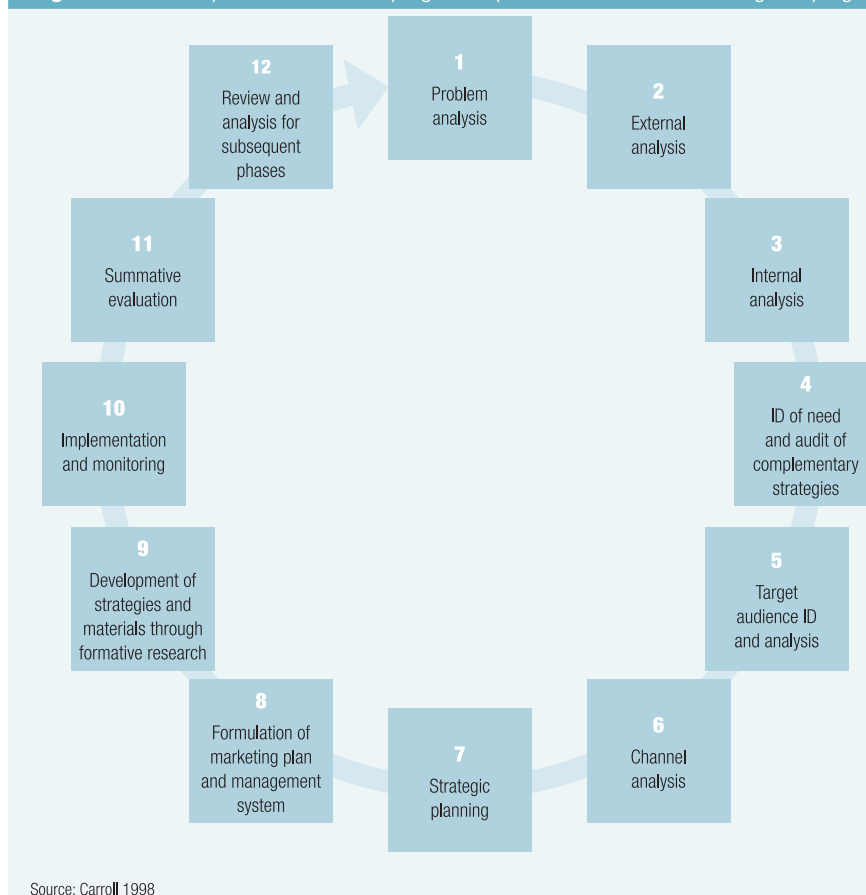
Step 1: problem analysis
Gathering and analysis of currently available data and relevant research in order to clearly define the nature of the problem or issue to be addressed.

Step 2: External analysis
Analysis of the external environment is essential to identify key stakeholders and to assess the degree and direction of their current activity and influence.

Step 3: Internal analysis
An internal environmental analysis focuses on identifying and quantifying the available resources (human, financial, technical) available to be applied to achieving the desired outcomes, current organisational arrangements and the range of internal influences that must be considered and incorporated within the strategic planning activities.

Step 4: Identification of need and audit of complementary strategies
Assess the specific need for, and role of, any social marketing intervention.

sexual abuse is a premeditated behaviour that commences with sexual offenders choosing a location or target area likely to be attractive to children. Social networking sites, in particular, have become an important element in the child grooming process. These technologies, popular with the digital/ virtual generation, allow offenders to make contact with children and to masquerade as children in cyberspace to secure their trust and cooperation. As trust is developed, offenders seek to desensitise child victims to sexual conduct by introducing a sexual element into the relationship (Choo 2009). Recent work by the Australian Institute of Criminology (Choo 2009) has illustrated how children can be vulnerable to adult sexual predators because their development of social skills are not yet complete, making them less likely to pick up relevant cues such as inappropriate remarks that predators may make during conversations. Children with low self-esteem, a lack of confidence and naivety are more at risk and more likely to be targeted by offenders. Some adolescents who are more curious are also more

willing to take risks than less curious children, thus making them a target for potential offenders (Choo 2009). To date, most preventive responses to the problem of online grooming have focused on the detection of offenders and the filtering or blocking of access to inappropriate sites and content. Other preventive action has focused on encouraging parents to be highly vigilant and aware of their children's online activities (Choo 2009). However, as is well known from our study of other crime types (Ekblom1999), offenders who are highly motivated can be extremely innovative in their techniques when they identify suitable targets, such as curious children. So a reliance on conventional situational prevention measures such as website monitoring and blocking and the vigilance of guardians, while essential, will often be insufficient, particularly when the capable guardian is less familiar with the technology than the potential victim and offenders. An additional complementary strategy then is to better empower the young people themselves to develop and use effective protective skills and

enhanced judgement while enjoying their cyberspace social activities with less risk of harm. What is clear is that the principles of the social marketing approach have great potential to be applied to achieving this outcome through the systematic development of appropriate engagement and communications with young people at risk of becoming victims to promote the use of efficacious protective behaviours of their own. The point is that social networking sites and the Internet are merely different venues and media for social communication and as such, have a range of risks and protective mechanisms similar to other more traditional settings. The principles remain the same and have the potential to significantly impact on a crime problem of great community concern. For example, the same rules apply in relation to something like 'stranger-danger' in cyberspace as apply in a public park. So while it may be that some of the specific behavioural responses are different, the principles are the same and need to be effectively conveyed and promoted. ●

Step 5: Target audience identification and analysis

Identify the most appropriate target audiences for this activity and undertake formative research to gain a thorough understanding relevant knowledge, attitudes and behaviour of this audience/s.

Step 6: Channel analysis

Analysis of the range of potential options for effectively reaching and engaging with the designated target audience.

Step 7: Strategic planning

Formulation of specific behavioural and communication objectives for each target audience.

Step 8: Formulation of a marketing plan and management system

Synthesise the body of strategic information ... with clear roles and responsibilities, timelines and budgets.

Step 9: Development of strategies and materials through formative research

Pre-testing ensures that the material is optimally tuned and refined, from

the perspective of the target audience themselves.

Step 10: Implementation of strategies and process monitoring

Implement the mix of social marketing strategies and assess how effectively this implementation has been achieved and how well it is being received.

Step 11: Summative evaluation

Use of quantitative benchmark surveys and assessments of the target audience in order to quantify measures of beliefs, attitudes, intentions and behaviours.

Step 12: Review and analysis for subsequent phases of activity

Integration of new information gathered through the process of developing, implementing and evaluating a phase of social marketing activity and its application to a re-analysis of the problem or issue based on changes arising from any impacts from this activity.

Peter Homel is a research manager at the Australian Institute of Criminology and an Adjunct Professor at Griffith University's Centre for Ethics Law Justice and Governance.

Dr Tom Carroll is a social marketing and research consultant and Adjunct Professor at the School of Public Health, The University of Sydney.

View the full paper, including more detail about the 12 steps, on the website www.aic.gov.au/publications

DEALING WITH DISASTER - VICTORIA'S FIRES 2009

Combined Emergency Services 31ST Annual Conference Opening address by The Hon. Fran Bailey MP, Federal Member for McEwen, 24 October 2009.

I would like to begin this morning by thanking you for your passion and commitment in being prepared to provide your expertise and training for the safety of our communities.

At the Emergency Relief Centre in Whittlesea on the Monday morning after Black Saturday, a group of local volunteer firefighters who had been working round the clock greeted me, shook their heads and said to me, 'the rule book has just been ripped up. This fire is like no other'. What they were doing was questioning the traditional response to suppressing fire, communications and managing risk. They were right to do so. I hope this conference will evaluate, question, analyse and provide this forum for discussion of not just traditional techniques for managing risk and emergencies but the role new technologies must play in emergency services.

I believe that just as important as evaluating the benefits of new ways of managing emergencies as they are happening, this seminar has the opportunity as so many other countries have already to challenge the traditional methods used to manage the community recovery in the aftermath of disaster.

There is no doubt that here in Victoria our greatest threat of disaster comes from fire.

Since 1851, (the earliest recording of numbers of deaths resulting from fire)

815 people Australia wide have died but significantly 561 of those deaths occurred in Victorian fires and almost half of those Victorian deaths occurred in my electorate of McEwen. To provide a comparison, there have been 72 deaths from fire in Tasmania, 12 in the ACT, 90 in NSW, 58 in SA, 21 in QLD and 15 in WA

In 1851, 1865, 1923, 1926, 1939, 1943, 1952, 1962, 1965, 1983, 1990, 1997, 2005, and Black Saturday this year, fires have burned across my electorate and caused massive loss of life accounting for the terrible tragedy of almost half of our state's total number of deaths from bushfire.

As the magnitude of the disaster of Black Saturday began to be broadcast across our nation and people began to realise the sheer enormity of this catastrophe, the response I heard most frequently from people whether they were survivors, emergency workers or people from every area of our nation was, 'We must never let this happen again'.

I, however, added a qualification to that statement and nine months later, I believe it more strongly now than when I first made it in my address to our national Parliament and it is this, 'Unless we change the way we do things, it will happen again.'

I do not want other communities in our state or across our nation to be subjected to the terror and trauma that my communities experienced and are still traumatised by. So today, you have not just the opportunity but the responsibility to ensure that at the conclusion of this seminar you have a way forward which will challenge and change the traditional methods of risk management and emergency response to include new technology, to be inclusive of the leadership and expertise within our communities that includes of course so many of your own members.

Can I take this opportunity to remind any in this audience who may contend that the extreme conditions of heat, wind and dryness of Black Saturday was a once only event and will not happen again by quoting the following, 'From early morning it (the fire) was accompanied by a hot wind, almost the strength of a hurricane and throughout the day, the surface of the

country was exposed to the full power of its withering influence. Bushfires raged across hundreds of miles of country, sweeping along with almost the speed of lightening and destroying almost instantaneously, men, women, children, homes, fences, gardens, crops, animals.' That was the account of Black Thursday of 1851 in The Argus. Importantly, however, The Argus further reported that while many said such an event could not happen again, in their opinion this was an utterly irrational view. Bushfires would occur again and with similar ferocity if the land was not managed by fuel reduction. If only that advice had been heeded. Sadly, however, not only was that advice ignored in 1851, it has also been ignored by successive governments, both state and local, right through to our current day.

> *The Western Australian system State Alert can already deliver a warning via fixed phone line, fax, email and mobile phone and has the ability to drill down to a specific address. It's been tested, it works, it's been offered to the Victorian Government for free . . . so why hasn't the offer been accepted?*

Recommendations by every inquiry to reduce the fuel load have consistently been ignored. In just my electorate, I know where fire access routes now display local government conservation signs and to ensure that they remain conservation zones, entry is barred by a padlocked gate.

The Royal Commission into the Black Saturday fires received 485 submissions on this one issue of fuel reduction, the most number of submissions on any one issue.

We will all look forward to their recommendations but the reality is that we can't wait another year to tackle this issue. While backburning is an important method of fuel reduction, and authorities complain that they have limited opportunities to fight fire with fire, this is not the only method available. In July, I visited Portugal to investigate their GeoFogo program they introduced following their fires in 2003. Their fuel reduction program involves both the use of equipment and hand clearing by thousands of volunteers who manage

to clear roadsides by a minimum of 10 metres - in world heritage areas.

Surely, we have now learnt the lesson that if we do not maintain an ongoing fuel reduction program, than the likelihood of another Black Thursday of 1851when 12 people died, a Black Monday of 1926 when 60 people died, a Black Friday of 1939 when 71 people died, a Black Wednesday of 1943 when 51 people died, an Ash Wednesday of 1983 when 47 people died, a Black Saturday of 2009 when 173 people died or simply put, if we do not do change the way we manage the fuel load, this pattern will continue to be repeated.

No doubt, this seminar will analyse the obvious system and management failures already identified at the Royal Commission hearings and currently under scrutiny not just by the Royal

Commission but by your own members and the wider community.

I pass on to you that the issue of communications is of great concern by both emergency workers and residents in my communities in terms of means of communication and the information itself. It defies credibility that in the 21st century, we have a police force that doesn't have an integrated and uniform system of communication for both the city and the country.

In terms of doing things better to prevent yet another black fire day, the issues of a uniform system of early warning and fire detection must be implemented.

The Western Australian system State Alert can already deliver a warning via fixed phone line, fax. email and mobile phone and has the ability to drill down to a specific address. It's been tested, it works, it's been offered to the Victorian Government for free . . . so why hasn't the offer been accepted? Based on listening to many community groups, I can tell you that while there is certainly

While there has been criticism of emergency management during the Black Saturday disaster, the emergency relief in the immediate aftermath was simply magnificent. This was Australians at their finest.

The Hon. Fran Bailey MP

Photo: Kathryn Marchetti

heightened community awareness about the danger of bushfire, there is utter confusion about how communities will be warned at their local level and how to react.

Will sirens be implemented? Will local community radio stations be used? Will they have to depend on unreliable or in some areas non-existent mobile phone and internet transmission or at an even more serious level, can they rely on information in the knowledge that many communities on Black Saturday received no information of impending disaster or inaccurate or information too late?

If they need to evacuate, how will this be managed given that many communities have only one road as their entry and exit? Do they seek shelter at the designated 'safer' places, if they have such publicised places in their area and is the concept of 'safer' places providing a false sense of security?

These are just some of the questions that people need accurate and honest answers to.

By way of contrast, let me share with you an early fire detection technology system in use throughout Europe, currently being trialled in California and hopefully soon in Australia that can be linked to an early warning system that I investigated in Germany.

With several hundred millions of research dollars, German Aerospace partnered with a German IT

company to produce the FireWatch system that identifies a bushfire up to 40km away at the stage when it is just a plume of smoke. Combined with meteorological information, air pressure, humidity, wind speed and direction can be provided with the accurate fire location within four minutes.

Depicted on screen at an emergency management HQ, a radius can be drawn say 100km around the fire site and all people registered as living or working within that radius can be notified of the presence of that fire and updated as necessary.

Surely, this is the type of technology that we too should be implementing in order to provide our firefighters with the best chance of suppressing a fire and the best protection for our citizens . . . a smart, contemporary way of doing things better to prevent disaster.

Many have said to me that to anyone

who has been through the trauma of a bushfire are changed forever. I agree with that and I can tell you that working with residents who have been affected in the most severe and profound way has changed me. While at a national level, I regard my responsibility as vital in highlighting the need for effective, ongoing fuel reduction programs, uniform early warning system and early fire detection, my role has importantly been to ensure that my constituents are receiving the best care possible and every means to rebuild their lives.

And that without a shadow of doubt has been the most challenging task.

While there has been criticism of emergency management during the Black Saturday disaster, the emergency relief in the immediate aftermath was simply magnificent. This was Australians at their finest. But I challenge, and I want you to challenge those who claim that the process or model that has been implemented to enable recovery and reconstruction for devastated communities where lives have been lost, infrastructure demolished and economies disrupted or in some cases decimated is working effectively.

For many months, I have listened to complaints from residents across all areas of my electorate at their frustrations, disappointment and disillusion. I chose not to make any public comments until examining the issues and researching lessons learned from disasters that occurred in other countries. The more I listened, the more meetings I attended, the more I researched, the more convinced I became that the model established here in Victoria is the wrong model.

It is based on the command and control model where decision making is centralised and hierarchical and is not independent of government and in fact is part of government and has grown exponentially into a monolithic bureaucracy.

Of course Governments at all levels and their key agencies must have and do perform a vital role in emergency management but particularly in the recovery and reconstruction stages , around the world , greater emphasis is being placed on the role of the

community in disaster recovery. Greater emphasis is being placed on organised community action and control in determining the nature of the response to the disaster that has devastated THEIR community.

Because the local community performs numerous functions that directly contribute to the economic, social, cultural and physical wellbeing of the community, it is plain common sense that the community should have the greatest input into prioritising the direction and speed of recovery.

It is local people who are in the best position to best identify their immediate and long-term needs. It is local people who are best placed to co-ordinate and prioritise activities, advise government officials because of their local knowledge and to be actively involved in decision making.

All the research I have studied agrees that it is the local communities who provide the sense of continuity, the connection that people need. In my experience, I've found that people look for and need in particular the social and economic structures that existed before the disaster and their priority is to regenerate those rather than have to create new ones.

Philip Berke, an internationally recognised social scientist in his paper *Recovery After Disaster* said, 'Effective response to recovery demands cannot be achieved in disaster recovery efforts through top down, inflexible and standardised approaches. Success is based on a process of bottom-up policy and organisational development.' There is increasing evidence that simply seeking local compliance with and subordination to an external organisation does not produce the best results and may in fact be dysfunctional. I agree wholeheartedly. I refer to the document A Statewide Plan for Bushfire Reconstruction and Recovery, titled The Rebuilding Together Plan. The document refers to four recognised pillars of disaster recovery -people, reconstruction, economy and environment - with local communities at the centre but nowhere in this document is there any evidence of how these local communities are able to use their skills to play a primary leadership role in the rebuilding of their communities.

I can give many examples of where my communities have continually tried but have been rebuffed and have failed to have their carefully considered plans implemented.

I can tell you from first hand experience that my communities are extremely grateful for the unprecedented generosity of the Australian people, to the thousands of volunteers who continue today to work alongside them at their home sites or rebuild their fences, to the wonderful care they have received from case workers and grief and financial counsellors but they are frustrated and exhausted with trying to deal with the centralised bureaucracy imposed on them. As one local said to me, 'it's like trying to swim in treacle'. They are tired of not being listened to, for their leadership skills to be ignored and their expertise and their opinions not being valued. Their patience is running out.

They feel increasingly that decisions are being taken by the State Government and it's centralised reconstruction authority, VBRRA and Local Government that they are excluded from.

But they are increasingly saying to me, 'How do we get from where we are now to where we want to be?' In other words, they want to ensure that rebuilt infrastructure and services restore their community viability with spirit and heart . . . when and where they want.

So, as we fast approach the next fire emergency season, the challenge for us all is to learn from the lessons of the past, to benefit from new technology, to ensure that we are prepared to examine new ways of managing risk and to remember the incalculable value of our communities.

I began my address to you by recounting what some of your colleagues said to me in the immediate aftermath of Black Saturday. Let me conclude by describing to you another account.

At the end of the second week of emergency relief, a very experienced but tired emergency worker joined a group of his colleagues taking a short break. He produced a fairly grimy glass jar and proceeded to remove the lid and wave the jar in the air. He was asked in a forthright manner what the heck was he doing . . . to which he replied, I'm gathering all the good will, energy, and bright ideas that are here now and in 9 six months time, I'm going to open my jar and release them 'cos I reckon we'll need them.

I thank you for the honour of opening your seminar this morning and wish you well in your deliberations. ●

ABOUT THE HON. FRAN BAILEY MP

The Hon. Fran Bailey has been the Member for McEwen, in central Victoria, since March 1996. She held this seat also from 1990-1993.

From 2004 until 2007, Ms Bailey was Minister for Small Business and Tourism, having previously served as Minister for Employment Services, Minister Assisting the Minister for Defence, and Parliamentary Secretary to the Minister for Defence.

As Minister for Small Business and Tourism she launched the well-known *So Where The Bloody Hell Are You?* campaign in 2006. The success of the campaign saw international tourism spend increase by $1.8 billion during this year.

Ms Bailey served on the House of Representatives Standing Committees including Industry, Science and Technology from May 1996 to August 1998, Primary Industries, Resources and Regional and Rural Affairs during the same period and from December 1998 to February 2002 she served on the Foreign Affairs Defence and Trade committee.

The seat of McEwen spreads from the Northern Edge of Melbourne across the Great Dividing Range to the plains and highlands of Central Victoria. It includes vineyards, cattle grazing, market gardening, sawmills, textiles, dairying and various small businesses and tourism operators.

A vast area of McEwen was affected by the Black Saturday bushfires on 7 February 2009, costing the lives of many of Ms Bailey constituents and causing untold damage to property, businesses and community infrastructure.

EXTRAORDINARY MEETING
Ministerial Council for Police and Emergency Management – Emergency Management

The Ministerial Council for Police and Emergency Management – Emergency Management (MCPEM – EM) held an extraordinary meeting in Canberra on 25 September to consider preparedness for the coming bushfire season. The Council, chaired by the Australian Attorney-General Robert McClelland, comprises Ministers from State and Territory Governments, New Zealand and a representative from the Australian Local Government Association.

Other natural hazards, including cyclones and floods, were also discussed.

PRE-SEASON OPERATIONAL BRIEFING
The Council discussed outcomes of the pre-season operational briefing held prior to the Council's meeting and noted the seasonal outlook for fires and cyclones, Commonwealth support arrangements to jurisdictions, and response plans and arrangements for timely deployment of resources.

FUNDING OF $2 MILLION FOR NATIONAL PRIORITIES
The Council noted the Commonwealth's commitment of $2 million for implementation of national priority emergency management projects in 2009-10; prioritised by the Australian Emergency Management Committee. The projects include:
- Immediate enhancements to the National Registration and Inquiry System (NRIS) in partnership with the Red Cross, including capability for online, and telephone registrations and inquiries during a disaster
- Development of media and education kits and a visual identity for the Standard Early Warning System (SEWS), to create a greater understanding and awareness of the system
- Development of a national framework for managing donated goods, including communication and resourcing strategies
- Emergency management training programs for remote Indigenous communities
- Coordination of a national workshop to develop emergency management resilience activities for youth development organisations across Australia
- Conducting the second National Forum to Reduce Deliberate Bushfires in Australia in April 2010, to identify any further issues to be addressed following the inaugural Forum in March 2009
- Development of a national community awareness campaign on the role and value of emergency management volunteers
- Development of a national volunteer employer recognition scheme that will formally recognise and encourage the continued support of employers (including self-employed volunteers) to the emergency management sector
- Conducting two leadership-training programs for emergency management volunteers in a multi-agency environment, between January and June 2010
- Scoping options for a community awareness campaign regarding the amended fire index
- Scoping the viability of running a course to further educate emergency management agencies on bushfire investigation, including arson investigative techniques

NATIONAL TELEPHONY-BASED EMERGENCY WARNING SYSTEM
The Council noted progress on the development of the National Emergency Warning System (NEWS) capability. The Location-Based Number Store (LBNS), administered by the Commonwealth Attorney General's Department, will be available for the warning systems to run tests by early October. It will comprise a secure, central database to hold geo-coded Integrated Public Number Database (IPND) data. NEWS, procured through a tender process administered by the Victorian Government, underwent comprehensive testing throughout November and once evaluated will be fully operational.

NATIONAL FRAMEWORK FOR SCALED ADVICE AND WARNINGS
The Council endorsed the new national framework for scaled advice and warnings to the community including Australia's revised arrangements for bushfire advice and alerts, with a new fire danger rating of Catastrophic (Code Red).

Australian Government
Attorney-General's Department

HANDLING OF EMERGENCY TRIPLE ZERO CALLS
The Council agreed to a number of measures relating to the use of emergency triple zero number during emergencies. These measures consist of:
- Tasking officers to report back to the November 2009 MCPEM-EM on the status and feasibility of procedures for State and Territory Emergency Service Organisations to deal with surges in demand, including whether any further measures need to be taken
- Developing a national protocol for the use of 'extreme event' recorded voice announcements to redirect non-emergency callers to alternative information sources in a crisis, to be considered by the November 2009 MCPEM-EM; and
- Ensuring that public awareness activities are undertaken before and during a crisis so the public is aware of alternate information sources, to reduce the demand on Triple Zero.

The Council also noted the Commonwealth assistance in development of a number of public information projects which will reduce the non-emergency call loads on triple zero and a Commonwealth initiative to block mobile phone handsets of repeated non-genuine callers to triple zero.

BUSHFIRE ARSON
The Council noted the outcomes of the National Workshop to Reduce Deliberate Bushfires in Australia on 25 March 2009 and was presented with a Draft National Bushfire Arson Action Plan, which will be further considered by Council.

IMMUNITY FOR FOREIGN EMERGENCY SERVICES PERSONNEL
The Council noted the passing of the *Foreign States Amendment Act 2009 (Cth)*. The Act ensures that foreign government personnel assisting Australia in a domestic emergency or disaster is immune from tort proceedings in Australia arising out of that assistance. ●

Kate**Fitzgerald**

MAIES, ACT Division

Kate Fitzgerald is a Member of the AIES ACT Division who began as an emergency management volunteer with the NSW State Emergency Service in 2001. While involved with the NSW SES Wollongong City Unit, Kate undertook many roles including Intelligence Officer and Team Leader. She also volunteered with the Civil Defence in Ireland from 2006-08 and recently joined the Australian Red Cross in Canberra.

Currently employed by the Attorney-General's Department and based in Canberra, Kate's role since 2008 has been within the National Security Capability Development Division of the Attorney-General's Department in Canberra. During this time she has been involved in the Australian Disasters Conference, APEC Damage Assessment Workshop in Indonesia, Standard Emergency Warning Signal (SEWS), Victorian Bushfires 2009, Exercise Ausnami 2009, the Australian Emergency Management Volunteers Forum (AEMVF) and the Australian Emergency Management Committee.

Kate is studying a Masters in Emergency Management, through Charles Sturt University in Bathurst, where she also completed a Bachelor of Social Science (Emergency Management) in 2007. She has been studying the impact of climate change on Australian volunteer emergency management organisations and identifying realistic and achievable adaptation strategies for these organisations. Of particular concern for the emergency management sector is the fact that extreme events are expected to dominate the impacts of climate change. This is likely to result in a direct increase in the frequency and intensity of events and indirectly through the sector's ability to sustain emergency services. The research project reports the findings from a survey undertaken with the members of the AEMVF in 2009 and a multi-discipline literature review.

As part of her undergraduate studies, Kate worked with the Dumfries and Galloway Regional Council to investigate the impact of the Lockerbie Air Disaster. ●

Jennifer**Filmer** OAM

MAIES, ACT Division

AIES NSW Division member Jennifer Filmer has been officially recognised for her emergency services work on many occasions.

A staff member, and volunteer, with the NSW Rural Fire Service, Jennifer received two prestigious awards in 2003, the Order of Australia and ACT Medal in recognition of work she undertook during the Canberra Fires of that year. She has also received the Long Service Medal and two clasps from the NSW RFS.

When not fighting fires, Jennifer, a lawyer, is busy working in her own legal publishing business called Clear Range Enterprises.

Through this business, she recently authored and published *Fire Fighting For Non Firefighting Women*. Before the book was launched this year, she was involved with the program of the same name, which aims to reduce the psychological stress on women and children through knowledge and empowerment when faced with situations out of their control.

Jennifer is also involved in the ANZAC Day Tree Project, which encourages people to plant a tree on ANZAC Day in remembrance of someone who has suffered under global conflict. She promotes self esteem, personal health and mentoring for women in the public service who deal directly with the community under stressful situations, through the Women In Service Enlighten, Unite, Progress (WISEUP) program.

In 2007, this NSW Justice of the Peace was included in the Who's Who of Australian Women. ●

UK'S COORDINATED EMERGENCY COMMUNICATIONS

An extensive and advanced public safety communications service has been established in the UK, providing a resilient common communications platform for over 300 organisations including police, fire and ambulance services. The network has revolutionised public safety and emergency communications capability across the country.

Back in the 1990s, the British Home Office assessed its existing emergency services' communications systems as no longer fit for purpose. Resembling many that can be found across the globe today, the separate systems used by the various emergency responders were not co-ordinated. Many organisations suffered from patchy coverage, signal interference, inadequate security and the lack of interoperability capabilities.

Over 150 different radio systems were in use—each individual police, fire and ambulance service had its own separate network, and these were incapable of communicating with each other. The Home Office realised that a new, robust and secure nationwide digital communications system was needed—a common platform that could be used by all emergency services. As a result, the organisation now known as Airwave Solutions was selected to design, implement, manage and maintain this new network.

With the network becoming fully operational in 2005, Airwave provides a communications platform for over 300 public safety organisations across the UK. The service operates using a Terrestrial Trunked Radio (TETRA) digital radio communications network, specifically designed for public safety operations. As a dedicated network that will not overload, it is well suited to serving the emergency services' communications needs.

The independent and nationwide Airwave network comprises around 3800 base stations, with a capability to boost local capacity on demand through the use of additional vehicle-mounted mobile base stations. The service features multiple levels of in-built resilience and redundancy, enabling it to cope with the

Supporting radio, mobile data or telephony communications, Airwave provides an interoperable environment for emergency services to work together when required.

most testing of circumstances.

One of the most significant opportunities Airwave offers is that of interoperability—helping the emergency services to work together on a daily basis and in times of major incident. Because users can use Airwave in a variety of ways—the network is capable of radio, mobile data or telephony communications—individuals or large groups can share information quickly and seamlessly.

Importantly, Airwave delivers against five pillars of performance—coverage, responsiveness, resilience, security and interoperability, reflecting the specialised requirements of public safety organisations. The network provides crystal-clear voice quality and unhampered coverage. It is highly responsive, allowing emergency personnel to receive crucial information when they need it. Built-in resilience and security ensure network integrity is not compromised even during extreme conditions, and interoperability facilitates vital communications between organisations. Together, these factors can result in the difference between the success or failure of a public safety operation.

The on-time and on-budget delivery of Airwave was one of the most

complex technology developments in telecommunications history. It is the largest TETRA deployment of its kind, and represents the most advanced public safety network deployment of any country in the world today.

For more information visit www.airwavesolutions.com.au ●

The Airwave network is used by over 300 different emergency response organisations across the UK, including the police.

Application for admission to
AUSTRALIAN INSTITUTE OF EMERGENCY SERVICES (ABN 75 050 033 764)

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of _____ (Full postal address for entry in Register)

Postcode [ ][ ][ ]

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Email: _____

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Postcode [ ][ ][ ]

Position/Title _____

Statement of experience and qualifications. (Note: Applicants may supply extra, relevant information and attach it hereto)

Experience (as an Emergency Officer/Worker)

From	TO	Appointment/Position	Duty/Responsibility

Emergency Training Courses

Institution	Course/Year	Results (where applicable)

Qualifications (Degrees, Diplomas, etc) _____

Decorations/Awards etc _____

Referees (Persons who have known me for several years and can give evidence of my character and background)

	Name	Address	Phone	Email
(1)				
(2)				

I declare the above particulars to be true and hereby agree to be bound by the Constitution, By-Laws and Code of Ethics of the Institution)

Signature: _____ **Proposed by:** _____ (Use Block Letters)

Witness: _____ **Seconded by:** _____ (Use Block Letters)

(Proposer and Seconder shall be financial Members of the Institute)

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Fee Received ☐ Receipt No: _____ Divisional Registrar _____

Completed Application forms with fees should be forwarded to the Division Registrar in the State where you normally reside. Further information may also be obtained by contacting your Division Registrar or General Registrar of the Institute at the following addresses:

NATIONAL COUNCIL
The General Registrar
Australian Institute of Emergency Services (General Council)
210 Spit Rd, Mosman, NSW 2088 Ph: (02) 9968 1226
Email: registrar@aies.net.au National Web Site: www.aies.net.au

AUSTRALIAN CAPITAL TERRITORY
The Registrar – ACT Division of Australian Institute of
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Email: registrar.act@aies.net.au

NEW SOUTH WALES AND NEW ZEALAND
The Registrar – NSW Division of Australian Institute of
Emergency Services.
Email: registrar@aies.net.au

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The Registrar – QLD Division of Australian Institute of
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Email: registrar.qld@aies.net.au

**SOUTH AUSTRALIA, WESTERN AUSTRALIA
AND NORTHERN TERRITORY**
The Registrar – SA Division of Australian Institute of Emergency
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Email: registrar.sa@aies.net.au,

TASMANIA
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VICTORIA
The Registrar – VIC Division of Australian Institute of
Emergency Services. C/O 44 Webb St, Warrandyte, VIC 3113
Email: registrar.vic@aies.net.au

THE INSTITUTE'S AIMS
To provide a professional body for the study of the roles and functions of Emergency Services and Emergency Management Organisations throughout Australia, and the promotion and advancement of professional standards in these and associated services.

THE INSTITUTE'S OBJECTIVES
• To raise the status and advance the interests of the profession of emergency management and counter disaster services administration.
• To represent generally the views and interests of the profession and to promote a high standard of integrity and efficiency in the skills of emergency and counter disaster administration.
• To provide opportunities for association among members and students to promote and protect their mutual interest.
• To facilitate full interchange of concepts and techniques amongst members.
• To bring to the notice of the public such matters that are deemed to be important for safety and protection of the community and to promote research and development of emergency services generally.
• To establish a national organisation to foster international co-operation in counter-disaster services administration.

THE INSTITUTE OFFERS
• An opportunity to be part of a progressive Australia-wide Institute dedicated to the progression and recognition of the Emergency Service role in the community.
• An independent forum where you can be heard and your opinions shared with other emergency service members.
• A journal with information from institutes and other sources around the world in addition to the interchange of views between Divisions in Australia, as well as access to the Institute website.
• Reduced fees for members at Institute Seminars and Conferences and an information service supplied by professional experienced officers.
• A Certificate of Membership.
• The opportunity to use the initials of the particular membership status after your name.

• Corporate members receive a bronze plaque free of charge and can advertise on the AIES website, as well as provide articles for inclusion in the Institute's journal.

MEMBERSHIP
Costs

Nomination Fee:	$20.00
Annual Subscription:	$50.00
Fellows:	$60.00
Corporate Subscription:	$250.00

Note: Institute Fees may be tax deductible.

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• Members • Fellows • Life Fellows • Corporate
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• Associate • Student Member • Retired Member
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Eligibility
Applications for membership will be considered from persons who are at least twenty-one years of age and who:
• Are members of a permanent emergency service or associated service with at least two years experience, or
• Are volunteer members of emergency or associated services with a minimum of four years experience as an emergency services member.
Admission as a member may be granted if in the opinion of the General Council the applicant meets all other conditions of membership and passes such examinations and/or other tests as may be required by General Council.

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Our members come from
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General Secretary/National Registrar   Email: registrar@aies.net.au
Robert Maul LFAIES, JP   Phone: 02 9968 1226

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                                    0408 337 957

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NATIONAL EMERGENCY RESPONSE JOURNAL

Editor   Email: editor@aies.net.au
Kristi High   Phone: 0412 898 667

RURAL FIREFIGHTING TRAINEE A CRASH TEST DUMMY

Tara Kelly from Deeragun in Queensland is following family tradition by training as a rural firefighter with Black River and Districts Rural Fire Brigade.

The 16 year old was happy to oblige her father's request to assist the brigade in a special task at Townsville's Strand Park recently.

What her father, First Officer Warren 'Ned' Kelly, didn't warn her was that she may be called on to act as a crash test dummy in a simulated road crash for the Safe Streets Expo.

Tara was required to sit in a late model sedan moments before a full turnout of emergency rescue crews screamed into the usually serene park.

Holding back the nerves, Tara soon relaxed as emergency service crews stabilised the vehicle and treated her for her simulated injuries.

Emergency crews worked efficiently to extricate Tara safely from the wreck as many young drivers watched on, a stark reminder that roads can be dangerous place.

Tara, whose mother and older sister are also rural firefighters, now has a unique experience to share while undertaking further training courses. ●

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