



NATIONAL EMERGENCY

R e s p o n s e

OFFICIAL JOURNAL OF THE AUSTRALIAN INSTITUTE OF EMERGENCY SERVICES

VOLUME 18 NO. 3 AUTUMN 2005

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**EMERGENCY
MANAGEMENT:
RISKY BUSINESS OR NOT?**

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- * AS/NZ 4360 RISK MANAGEMENT
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- * INSTITUTIONS & EMERGENCY MANAGEMENT
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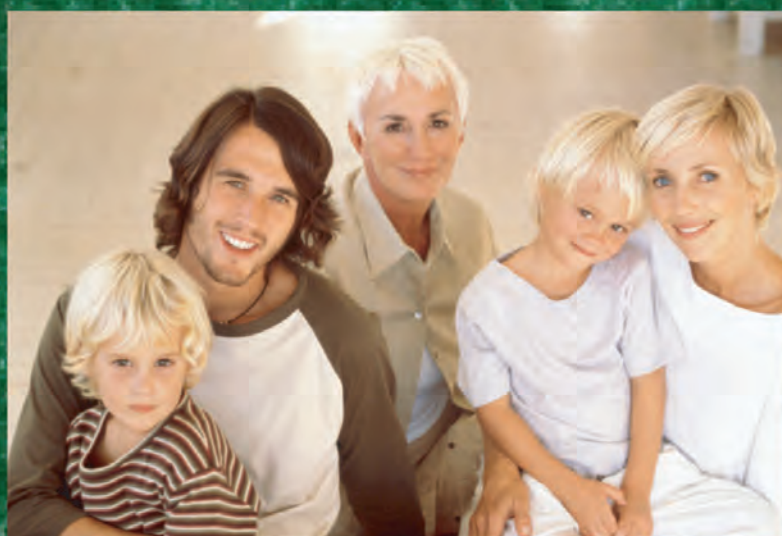


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WEB REGISTRATION

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

WEBSITE CONTENT

The new Website has sections for each state as well as National Areas. If you have ideas for State Division content, please contact your state registrar, for National content, email web@aies.net.au. Please be aware that all content must go past the National Registrar prior to web publication to ensure it meets required guidelines.



NATIONAL EMERGENCY R e s p o n s e

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FROM THE PRESIDENT'S DESK

M E Massie

QPM, LFAIES, President

I am conscious of the fact that members reading this magazine will do so in 2005. Having written this contribution to the magazine in December 2004, I take this opportunity to wish all members and their families the very best for the New Year. A special thanks to all those Members of General Council, Divisional Boards, as well as our website Managers and Magazine Editorial staff, together with our publishers.

NER MAGAZINE

Unfortunately our Editor for the magazine, Christopher Wright, due to family/work commitments, was not able to continue in this role and has had to resign from this position as well as the position of Manager of our website. On behalf of General Council and all Members, I would like to pass on our thanks to Chris for his efforts over the preceding four plus years. I also take the opportunity to welcome Mark Sawszak MAIES as the new Editor

“On behalf of General Council and all Members, I would like to pass on our thanks to Chris for his efforts over the preceding four plus years.”

and Manager of the website. Thanks Mark for coming forward and assisting us in these important functions. Thanks also to Mark Preston MAIES who stays on as Sub-Editor.

For some time, there has been a considerable amount of difficulty in obtaining suitable articles for publication in the NER magazine. I know that Chris had considerable difficulty in gaining sufficient copies from members in order to produce a satisfactory magazine, so much so, that on Chris' resignation, I did write to him to personally thank him for his assistance over the years and to apologise for the complacency on the part of members of our institute in not providing him with the assistance that he needed in his preparation of the magazine and of keeping the website up to date and relevant.

It is to be hoped that we give Mark greater assistance in his endeavours, in the future. General Council, at its meeting in Sydney on the 17 May 2004, resolved that Divisions should appoint a member within their Division to act as a national

correspondent and be given the task to source items for publication in NER. It was also determined that Divisions appoint a member to be responsible for providing the website Manager with appropriate information in order to update the website with copies of that information being forwarded to the National Secretary/Registrar. It would seem to me that one is not expecting too much to ask for each Division to provide a suitable article for publication in each edition of the magazine. Remember, this is *your* magazine and it is far preferable to read items from Members regarding their duties/operations/functions than to reproduce matters of international significance which can obviously be sourced from other publications.

I am concerned that if Members do not take a more pro active role in the production of suitable material for the magazine, then the magazine does not have a great future.

Similarly, with our website, this can only be relevant if it is kept up to date, providing all the latest information for the use of Members and those persons outside our membership seeking to gain information about our organisation.

EMA INVOLVEMENT WITH INSTITUTE

Following moves by our Secretary/Registrar, Bob Maul, contact has been made with Neil Head, the Director of Development, Emergency Management Australia. Bob quite properly pointed out the long association EMA had with our Institute, which commenced in 1977 when the then Director of EMA was our Inaugural President. This close association continued until the departure of Commander Littleton, who was a Director of EMA and a Member and very staunch supporter of the Institute. It has transpired that EMA, through its current Director, is interested in renewing ties with the Institute and accordingly, he has accepted an invitation to attend our Annual General Council meeting in Melbourne in May of 2005. It is also likely that EMA will become a corporate member of the Institute. Thanks Bob for your efforts in this regard.

NEXT GENERAL COUNCIL MEETING

The General Council Meeting and Annual General Meeting of the Institute will be conducted in Melbourne Victoria on the 16 May 2005.



FROM THE EDITOR'S DESK

Mark Sawszak MAIES

National Editor, National Emergency Response Journal

I would first like to start with congratulations to Chris Wright, previous editor of National Emergency Response, for all of his hard work as editor of the magazine.

What a year it has been for all of us in the Emergency Services. We have had many large scale incidents with the occasional emergency declared.

The editorial team is looking at new and innovative ways that we can make National Emergency Response

“The editorial team is looking at new and innovated ways that we can make National Emergency Response an exciting and invigorating read.”

an exciting and invigorating read. You will have noticed some changes so far in the format of the magazine. We are looking at extending these changes and having a “themed” magazine based on articles received.

Speaking of articles, we are always hungry for more to be sent in by our members or even from people outside of the Australian Institute of Emergency Services. This is your magazine and we need the articles for future issues.

I apologise for the lateness of this issue but there were a multitude of problems encountered. Future issues will be on time every time!

You will have noticed that we have registered www.aies.net.au, the new web home for AIES. Changes are occurring as we speak and we hope that the website and the magazine will prove to be a valuable resource tool for all those involved with Emergency Management and Emergency Services.

We have strengthened our relationship with Emergency Management Australia (EMA) and I would like to thank Mr. Neil Head, Director – Development EMA. The support received and comments so far in regards to the new website have been very positive.

We are looking at future changes to the website and all comments are appreciated.

I have asked Martin Page MAIES, to come on board with the editorial team in regards to web design and helping with the format of the magazine.

I would like to thank the editorial team, Mark Preston MAIES & Martin Page MAIES for all of the work so far in the production of this magazine and the new web site.

Regards.

JUNE 2004

ANNUAL GENERAL MEETINGS – NATIONAL BOARD AND INSTITUTE

This year the Annual General Meetings of the National Board and Institute were both held in NSW on Monday 17 May 2004.

The National Board met in Sydney between 9am and 3pm and the Annual General Meeting at the North Ryde RSL Club from 7 pm to 10:30 pm, the latter being held in conjunction with the 2004 AGM of the NSW Division of the Institute.

“National Directors wish to express their sincere appreciation to the Executive of the NSW Division of the Institute for the hospitality extended to them during their stay in Sydney.”

Over 40 apologies were received from members throughout Australia. Matters arising from the meetings and issued resolved by the National Board of Directors are detailed below.

National Directors wish to express their sincere appreciation to the Executive of the NSW Division of the Institute for the hospitality extended to them during their stay in Sydney.

INSTITUTE’S NATIONAL INTERNET WEB SITE

Our National Web master, Chris Wright continues to operate and maintain an active web site for the Institute. The site is:
www.aies.au.com

Update: The website is now managed by Mark Sawszak and Martin page and the new site is www.aies.net.au

In his recent report to the National Board Chris reported that since its activation three years ago, there have been over 125,000 hits on the web site, with many overseas entries being recorded.

The web site has generated advertisements in the NER magazine and attracted new memberships. Enquiries are being fielded by Mr. Wright on a weekly basis concerning membership.

The task of having an up to date web site is carried out by the web master subject to articles being provided by the State AIES Divisions.

As Chris undertakes this duty on a voluntary basis and has a very busy day to day job with the Tasmania Police, it is, therefore, extremely important that all our members in the various States provide him with

maximum assistance by ensuring that up to date and relevant State segments are sent to him on a regular basis to ensure relevancy of information on the site.

To support him in this regard, and to facilitate distribution of articles, it is requested that each Division in future prepare news articles on State developments at least on a quarterly basis, if possible, for incorporation on the National web site.

These news items should be sent, in the first instance for editing, to the General Secretary/Registrar at the following email or home addresses:

ramaul@tpg.com.au or
6 Union Street, Sydney, NSW, 2088

Update: Email address for the secretary is now general.secretary@aies.net.au

Would State Divisions please cooperate in this regard as we may well lose the services of the web master if we don't all “chip in” and help to keep the “ship afloat”

INSTITUTE’S JOURNAL - NATIONAL EMERGENCY RESPONSE (NER)

Members have by now received the first edition of this year’s issue of our National Magazine “National Emergency Response”.

Obviously, members may be wondering why there has been a delay again with the issue of the journal.

There are two principal and cogent reasons for this. Firstly, National Council had to seek an alternative printer and distributor for the journal, which was a rather difficult task to achieve in this day and age, specifically because we desire the publisher to both print and issue the magazine on a gratis basis.

“Without sufficient articles a magazine of sufficient size cannot be produced, because there will not be enough space for advertisements.”

However, we were finally able to negotiate a new contract with a new publisher in Victoria in early 2004, and we expect that from now on we will be able to provide our members with at least four editions of the journal, subject to sufficient articles being provided by our members to the Editor, Chris Wright.

A second reason, and possibly a more worrying aspect, is the fact that the Editor Chris Wright is not receiving enough material from the Divisions and members throughout Australia to enable him to put together a viable journal. We need to keep in



mind that the magazine's distribution relies on the availability of sufficient advertising material.

Without articles a magazine of sufficient size cannot be produced, because there will not be enough space for advertisements.

Due to his other onerous commitments, the editor, cannot devote enough of his time to search for articles or to get in touch with the members in the various States to obtain material for incorporation in the journal.

National Council is firmly of the opinion that there must be many of our members who would be willing to write an article for the journal, or at least be able to collect an article for incorporation in the magazine. There must be plenty of "Ernest Hemmingway's out there "chaffing at the bit" to get their names in print and make a name for themselves.

National Council believes that the best way for us to ensure that enough articles are generated for print, that each State appoints a Journal Correspondent who would approach members or persons from other emergency management structures to seek articles for NER. And then send the articles to the Editor.

Members, may continue to send articles direct to the Editor.

Articles for the magazine should be produced in Word Format and addressed to the Editor's new email address as follows:

ziffy@bigpond.net.au

Update: Mark Sawszak is the new editor and the email address is ner@aies.net.au, and the file size is not limited to 4MB now.

Files must be restricted to 4mb, and pictures should be 300dpi and in TIFF or JPG format.

We earnestly seek the cooperation of our members throughout Australia in relation to this issue, so that the Institute can continue to provide a professional and worthwhile magazine.

NATIONAL OFFICE BEARERS

The composition of the National Board of Directors of the AIES for 2004-5 is:

President/Director and Principal

Executive Officer: Maurice Massie QPM., LFAIES
(Representing Tasmania)

Vice President: Brian Lancaster ESM., LFAIES
(Representing S, WA and NT)

Solicitor: McPhee Kelshaw

Auditor: Mr. R A Gatwood

Directors

General Registrar/Company Secretary: Bob Maul

NSW/ACT/NZ: Alan Holley

Vic: Alan Alder (Representing Victoria)

Qld: Reg Marshall

FINANCIAL ACCOUNTS AND STATEMENTS FOR YEAR 2003

The Annual Accounts and Statements were tabled by the Secretary Bob Maul and adopted by both National Council and the AGM.

Whilst a drop in revenue was experienced due to some loss of membership and non payment of capitation fees by a member Division during the year, (now received), General Council and State Divisions continue to operate on a sound financial basis.

Reports submitted by Directors of the various State Divisions verify continued solvency and ongoing activities at State levels.

There was again a slight reduction in membership, but a number of initiatives tabled and addressed at the AGM of National Council will hopefully result in this slide being corrected and an expected increase in membership in forthcoming years.

UNITED NATIONS INTERNATIONAL YEAR OF THE VOLUNTEER 2001 AIES MEDAL

South Australia, Queensland and Tasmania Divisions held official functions in 2003 at which the United Nations International Year of the Volunteer 2001 AIES Medals were presented to members of the AIES who had given outstanding service to the AIES at National and State and Region levels.

"The issue of the medal has been well received throughout Australia and the Directors of National Council wish to record their congratulations to those who were awarded the medals by the various State Divisions."

NSW presented the medals to appropriate recipients and the NSW Division AGM held on the 17 May, 2003, and Victoria will distribute the medals at an official function later in 2004.

The issue of the medal has been well received throughout Australia and the Directors of National Council wish to record their congratulations to those who were awarded the medals by the various State Divisions.

All the recipients made a very worthwhile contribution to the activities of the AIES over many years. Well done and deserved.

INSURANCE FOR VOLUNTEERS.

As our members will recall some time ago the National President, on behalf of the Institute wrote

a letter to the Prime Minister and all State Premiers informing them of the AIES' concerns in relation to the matter of personal liability insurance for members of voluntary agencies and voluntary agencies and associations themselves.

The AIES was very concerned with the fact that exorbitant premiums were being charged for agencies comprising volunteers and agencies and organisations carrying out volunteer emergency management activities.

“We are pleased to advise that as a result of the Presidents representations, all Premiers and the Prime Minister replied to the letter, indicating their appreciation of the fact that the issue was brought to their attention by the AIES...”

We are pleased to advise that as a result of the Presidents representations, all Premiers and the Prime Minister replied to the letter, indicating their appreciation of the fact that the issue was brought to their attention by the AIES and stating that measures were urgently put in train to address the issue of insurance premiums and that a favourable outcome could be expected.

It goes to show that our Institute does carry a bit of weight when it counts.

STATE DIVISION ACTIVITIES

A glance of the reports tendered by each of the States at the AGM reflects ongoing enthusiasm at State Branch levels for AIES activities.

All the Divisions are continuing to hold three monthly dinner meetings with guest lecturers from agencies such as Defence Services, Customs, Police, Fire Brigade, Rural Fire Service, Rescue Services, Maritime Services etc., presenting topical subjects, or visits to emergency management structures by members.

In addition, The Federal Attorney General attended a meeting in Queensland where he spoke on current legislation to deal with terrorism both within and outside Australia.

National Emergency Services Conferences were also organised by the AIES in Queensland (Gold Coast) in May 2003 and in Victoria (Melbourne) in October 2004. Both these conferences were well subscribed with attendees and speakers coming from all States and overseas locations.

Hopefully, some papers presented at the conferences will be reproduced in future editions of our magazine NER.

AUSTRALIAN EMERGENCY MANAGEMENT VOLUNTEER FORUM

An Australian Emergency Management Volunteer Forum was formed as a result of a recommendation emanating from the National Volunteer Summit. This was held in October 2001 as part of the International Year of the Volunteer, sponsored jointly by Emergency Management Australia and the Department of family and Community Services.

An inaugural meeting was held in Canberra in April 2002 at which the forum was determined to be:

“A national forum representative of the voluntary emergency management sector, to facilitate better communication between organisations within it and to provide advocacy for the sector as a whole and its members”

The objectives of the AEMVF were determined to be:

- To foster communication between one another and with the Government;
- To share information;
- To provide advocacy, particularly on behalf of non-government members;
- To focus on recognition, training legal protection and funding

A large number of voluntary agencies became participating member agencies.

The Australian Institute of Emergency Services was invited to become a member of the AEMVF with full voting rights.

As result of this inclusion, the National Board of Directors of the AIES appointed Mr. Alan Holley, NSW AIES President as its representative to attend meetings of the forum. Mr. Holley has already attended a number of meetings of the forum and has reported to the National Board on proceedings.

The Chairman of the forum is Major-General Hori Howard AO., M.C., ESM, MAIES. ,(retd.) who is a member of our Institute

AFFILIATION OF INSTITUTE WITH INTERNATIONAL ASSOCIATION OF EMERGENCY MANAGERS (USA)

As a result of contact made by our General Registrar, Bob Maul, with the President of the International Association of Emergency Managers, the Australian Institute of Emergency Services has now signed a formal Memorandum of Partnership with this body.

Our President, Maurice Massie, and the USA President of the IAEM formally signed the Memorandum late last year. Affiliation with the International Association of Emergency Managers allows for an interchange of information between the two Organisations, use of articles contained in the journals of both bodies, the establishment



of working relationships as well as the enhancement of emergency management at all levels of government

“Affiliation with the International Association of Emergency Managers allows for an interchange of information between the two Organisations...”

on an international basis, including communications and coordination with emergency management Organisations in the USA, Australia and other International States.

NEW FELLOW

National Council approved the recommendation of the Queensland Division that Mr. Peter McMurtie be granted the status of Fellow of the Institute. The Directors of National Council extend their congratulations to Peter on his elevation of status.

26TH 2004 COMBINED EMERGENCY SERVICES CONFERENCE IN VICTORIA.

The Victorian Division of the AIES in conjunction with other emergency services entities will again conduct the Annual Combined Emergency Services Conference on Saturday 23 October, 2004, at the University of Melbourne, Hawthorn Campus, Melbourne.

“The Victorian AIES Executive is to be congratulated in again staging this initiative, which is the 26th year in a row that it has been conducted.”

Last year’s conference was an outstanding success with the keynote speaker being the Chief Commissioner of Police Victoria.

This year’s conference promises to be even better, with a large number of interesting speakers delivering papers. Details of the Conference will be circulated on the AIES web site and through the State Division Chapter of the Institute.

The Victorian AIES Executive is to be congratulated in again staging this initiative, which is the 26th year in a row that it has been conducted.

GENERAL NEWS

Mr. Brian Lancaster, the South Australian Registrar and Treasurer has indicated that he will retire from

these positions from July 2004.

Mr. Lancaster has held this position for the past twenty seven years. He is a former National President of the Institute and is a founding member of the Institute (1977).

Mr. Lancaster is relinquishing his positions, due to the fact that he will be retiring as Director of the South Australia State Emergency Service also as from July 2004, a position he has held for many years. The institute will not lose his valuable input as he will remain as the Vice President of National Council and the Board of Directors. We wish Brian all the best in his retirement.

We are happy to report that we sighted our old time colleague, Mr. J.H. (Lew) Lewis-Hughes at the AGM in May 2004. Although not in the best of health these days Lew was able to make the AGM where he was presented with the United Nations 2001 Volunteer AIES Medal for his services to the Institute over many years.

Lew was a founding member of the Institute and was largely responsible for drafting the Constitution of the Institute.

To Lew and all our other members throughout Australia who were recently presented with the UN medal we extend our heartiest congratulations.

New AIES ties blue green in colour and of the wide type have been obtained can be purchased from State Registrars for \$25.00 each.

Bob Maul

*General Registrar/Company Secretary
NATIONAL COUNCIL June 2004*

TASMANIA

TASMANIA AGM

Following on from a successful AUSTMAS dinner meeting held at the West Coast town of Tullah in 2003, a number of members and guests of the Tasmanian Division travelled to Strahan, also on the West Coast for a dinner meeting on the weekend of the 21-22 August 2004. The scheduled guest speaker, Mr Darryl Gerrity, unfortunately had to withdraw late Saturday due to a sudden illness.

After a very pleasant dinner, the participants visited the new Strahan Fire Station where the host was the Brigade Chief, Mr Kerry Hamer. Kerry, as mentioned in a separate article, was the 2004 PJ Parssey award winner. Both his wife and other family members ably assisted him.

Also present was Inspector Mark Beech-Jones, MAIES and his wife. Mark was recently promoted and transferred to the West Coast as the Officer in Charge of the Queenstown Police Division.

Attendees received some beautiful frozen whole Atlantic salmon to take home with them - thank you Kerry and family for your hospitality, it was much appreciated.

Members attending the West Coast function stayed at the Risby Cove Complex at Strahan. This 4 ½ star complex, which is situated in a stunning waterfront setting on the Esplanade, is currently undergoing renovations. (For those with internet access have a look at www.risby.com.au)

The Board was so impressed with the facilities and assistance provided that preliminary discussions have commenced with key persons with intention of holding an AUSTMAS seminar there in August 2005. A possible theme discussed was Macquarie Harbour and the emergency services response to a problem involving one of the tourist cruise boats. Further details will be released later in the year.

Contrary to the widespread belief in mainland states that Tasmania's West Coast is always wet, Sunday morning had a clear blue sky. Under the circumstances, two of our members, who shall remain nameless had been seen wearing Targa Tasmania jackets, decided to remove the roof from the Fiat X1-9 they were travelling in and drive back to Hobart experiencing the fine weather.

I understand that all went well until arriving on the highest point of the Lyell Highway at Mt Arrowsmith where for about 10 kms they were both appreciating our fine scenery whilst at the same time driving through a very light snowfall, "Boys will be boys?"

In the past we have all experienced problems finding time to attend the plethora of functions that seem to be scheduled during December, be it for Christmas, work functions etc.

Accordingly, we decided to arrange our annual

Institute Christmas dinner for Friday 12 November 2004 at the Lindisfarne RSL Club following feedback from members. With good food and company, an enjoyable and relaxing evening was had by all attendees. We have even identified a contender or two for the 'Murphy' award next year.

Members are reminded that nominations for the 2004 P J Parssey award close early January 2005. Would you please give serious consideration to a worthy person, whether a member of the institute or not, and advise the Registrar of the relevant details as soon as possible.

David Patton

President, Tasmania Division

TASMANIA AGM & PARSSEY AWARD

On the 12 March 2004, the AGM of the Tasmania Division was held at the Lindisfarne RSL Club.

The following members constitute the board positions for the ensuing 12 months.

President	David Paton APM FAIES JP
Vice President	Darrell Johnson FAIES
Secretary/Registrar	Matthew Fishwick MAIES
Board Members	Maurice Massie QPM LFAIES
	Peter Geard AM FAIES JP
	John Mackonis FAIES
	Les Batchelor FAIES
Auditor	Bob Graf MAIES
Regional Reps North	Clint Saarinen MAIES
North West	Ron Jones FAIES

At the AGM, the 2004 P J Parssey memorial annual award winner was announced.

This award was put in place some 14 years ago to commemorate the memory of a former Institute member, Peter Parssey who was employed with Tasmanian Ambulance and at the same time a volunteer SES member. Peter was a quiet achiever behind the scenes, always willing to help out but at the same time was not seeking recognition. His life was unfortunately cut short due to an illness.

The recipient this year was Mr Kerry Hamer of the Strahan Fire Brigade.

In announcing the winner, the President outlined Mr Hamer's outstanding volunteer service to the Tasmanian community.

Kerry has been a volunteer fire fighter for 37 years and is currently the Chief Officer of the Strahan Fire Brigade.



Quoting from the nomination received,

“Mr Hamer has given 37 years of his time as a volunteer with the local brigade, not only as fire chief but mentor and teacher to new and old members. As fire chief his decision making and good judgement skills has saved many a bad situation from turning nasty and causing damage beyond belief, property and peoples way of life has always been his main stay as we know fire can ruin both. Even after a fire I know Kerry has gone beyond his job and ensured emergency accommodation and clothing off his own back is provided to victims of fire.

In addition to his ongoing service in that area, he has also spent the last 17 years along with his wife Jenny, providing 24-hour radio surveillance via Strahan Coastal Patrol to the boats using the hazardous West Coast waterways.

He served on the Strahan Council for 11 years and has represented Tasmania in the sport of rifle shooting.

He has been strongly supported in all of his volunteer activities both by his wife (who apart from also being a volunteer fire fighter for 37 years and the first female member fire-fighter in the Strahan Brigade, has also represented Tasmania in the ladies rifle shooting team) along with their three children and grandchildren.

His eldest daughter Kim, apart from raising four children, is currently studying as a third year ambulance officer. The second daughter Liz has been involved with the Strahan Fire Brigade for 15 years

and is currently the 3rd Officer. Her son is a cadet with the Unit. She is currently undertaking studies in certificate 2 in fire fighting, and has also been a member of Tasmanian Ambulance since 1996.

The youngest daughter, Pam apart from raising a son, has also been a fire fighter at Strahan for 13 years.

“The President in congratulating Mr Hamer stated that the Tasmanian community owed a very large debt of gratitude to the numerous volunteers...”

The President, in congratulating Mr Hamer, stated that the Tasmanian community owed a very large debt of gratitude to the numerous volunteers, such as the 2004 winner and his family for their tireless work in all facets of emergency response. It is not uncommon in this state to find volunteers undertaking multiple roles, as an example he was aware of one current member of the Tasmanian Division who had worked in SES, Road rescue, Fire and underground mine rescue while at the same time, whilst holding down his normal job and raising a family.

As part of his award, Mr Hamer will be sent to the Combined Emergency Services Seminar in Melbourne.

VICTORIA

VICTORIAN MEMBER RECEIVES QUEENS BIRTHDAY HONOURS AWARD

S.R. Warren, ESM., MAIES
Buninyong, Vic 3357

Stephen,

On behalf of the Australian Institute of Emergency Services and me personally,

Heartly Congratulations on your Queens Birthday Honours Award of the EMERGENCY SERVICES MEDAL, it is very gratifying to see this honour bestowed on a thoroughly deserving recipient. It underscores the contribution being made by members of the State Emergency Service in fulfilling a usually unsung role in ensuring the wellbeing of

our communities. The recognition, when it comes to a member of VicSES must engender a pride in all members of our service.

Notification of your award has been conveyed to the Institute General Council, President Maurice Massie has asked me to convey to you his personal congratulations.

Kind regards and again, Well done.

Alan Alder

*Registrar, Victoria Division
Australian Institute Of Emergency Services
June 14th 2004*

THE AUSTRALIAN/NEW ZEALAND RISK MANAGEMENT STANDARD. DO WE NEED A STANDARD?

Harry Rosenthal

Senior Manager, Risk Management Unit, University of New South Wales

All of us live in a world of risk. Regardless of the threats that fill today's news such as terrorism, earthquakes, bushfires and crime, as living creatures in an ever changing environment, we are constantly faced with dangers to our health, welfare and survival. Our biological frailties dictate that we can be injured or damaged, and all ages and die. In response to this we have developed customs, practices, safety rules and emergency response systems designed to minimise the frequency of risks manifesting themselves and the severity of those risks, if they should appear.

In addition to our biological shortcomings we also work and live in organisations with similar frailties. History teaches us that organisations and societies, like their biological members, experience a birth, a growth, a decline and inevitably, extinction. A brief examination of history indicates that most of the cultures, which once existed on the planet no longer, exist. Romans, Babylonians and thousands of other societies are long gone, having failed to survive. The same holds true for companies, most of them are long gone too.

For modern commercial entities, statistics indicate an average life expectancy of between 35 to 40 years; afterwards they tend to cease to exist. There are a few exceptions, which have been around for hundreds of years, but as a rule, all entities on this planet are susceptible to risks and can suffer losses, which shorten their "life expectancy".

Why have so many failed? Specific reasons are numerous however, to summarise we can say that each organisation, society or group somehow failed to adequately manage the risks placed before it. This failure to manage risks resulted in their eventual extinction, as survival is not mandatory.

For those of us in the emergency industry, we know this concept of risk all too well as we often see severe storms, industrial disasters, fires and floods. From our collective experience many of these common risks are identifiable, and much of our training and preparation is designed to combat and minimise the impact of such known risks.

On the other hand, there are often manifestations of new risks, which test our systems and our ability to cope.

The use of commercial airliners as flying bombs, nuclear dirty bomb technology, genetic engineering or outbreaks of a new virus strain such as SARS are identified when they occur and the effective treatment of these news risks are constantly under study.

For companies or organisations, such external risks might not be well known. A manager of a clothing factory may understand the risk presented by fire and therefore takes action to reduce the likelihood and severity of a warehouse fire. On the other hand if they fail to be as vigilant of the changes in fashions and trends, they can easily go just as bankrupt as if a fire destroyed their warehouse.

It's fair to say all entities wish to survive and therefore the identification and treatment of risk is critical. Individuals and organisations skilled in recognising and acting on risks, as a rule, tend to

"Individuals and organisations skilled in recognising and acting on risks, as a rule, tend to survive longer than others who blindly fall victim to losses."

survive longer than others who blindly fall victim to losses. For professional managers skills in identifying and treating risks are critical. It is somewhat amazing that there have been few attempts to clearly define and codify this critical skill to warrant adequate systems are in place to ensure survival of the organisation.

One of the first attempts to codify the management of risk was developed in Australia in 1995.

A committee assembled jointly by Standards Australia and Standards New Zealand released a Standard which was designed as a generic framework for the identification, analysis, assessment, treatment and monitoring of risk.

The drafters of **The Risk Management Standard 4360:1995** felt that risk management is an integral part of good management practice and that failure to adequately manage risks can have catastrophic consequence for an organisation.



They felt that such an important component of general management should not be entirely left to chance and that a logical and systematic approach could be used to approach this management function.

The Risk Management Standard 4360 has been widely used since its introduction in 1995 and was recently updated in late 2004, to bring the document more in line with current thought and after a decade of widespread application. The Standard is designed to be applicable to a wide range of organisations, including those in the public, private and Not-For-Profit sectors.

“The discipline of risk management has grown rapidly of the past 20 years, and it may be said that we are entering the Golden Age of Risk Management...”

It has developed in to a widely respected set of guidelines by which most organisations can demonstrate to their employees, regulators and key stakeholders that they are aware of the dangers risk presents and they are taking affirmative actions to address these risks.

Areas where the Standard has received acceptance includes asset management, business interruption, organisational change, construction activity, environmental issues, fire detection systems, investment portfolios, legislative compliance programs, OH&S, project management, security, all means of transport and treasury and finance operations.

It has grown to be a valuable tool and guideline for Boards of Directors, Councils, Finance Managers, Portfolio Managers, Safety Managers, and Operational Managers and has increased the profile and legitimacy of a new branch of general management professionals called the Risk Manager. The discipline of risk management has grown rapidly in the past 20 years, and it may be said that we are entering the Golden Age of Risk Management, a time of high profile for the concept of risk and changes in how our society is responding to this.

While disasters and financial collapse has always been a part of the news, there is a general perception that we are living in more “risky and dangerous” times than in the past. Certainly issues such as terrorism, personal security and risk figured significantly in the recent Australian and American elections. There is much supporting evidence in the media for this, including geopolitical realities, famine, widespread disease, climate change, environmental degradation and collapse of financial institutions.

In Australia the “early death” of organisations such as Ansett, HIH, OneTel, etc. have prompted our regulatory bodies to examine the concept of corporate

risk and to create new statutes, laws and regulations which are designed to guarantee that corporate risks are managed. The cost of “getting it wrong” for our organisations and our society is getting too high to leave to chance and therefore the management of risk has become a critical component of regulatory oversight and compliance in many industries.

ADVANTAGES OF A RISK MANAGEMENT STANDARD

As a generic guideline for the management of risk the Standard’s 2004 revision is very timely. The Standard offers a range of advantages to organisations who seek to introduce a systematic approach to the management of their risk.

Significant benefits are as follows:

- The Standard frames the issue of risk for the organisation by offering a high level guide to the concepts of the discipline. It is designed as a resource to those new to the discipline, and assumes no prior knowledge of the concept of risk.
- The Standard provides a consistent set of terminology for the application of risk management. Its glossary includes definitions for key risk concepts such as risk analysis, risk control, hazard and risk treatment to facilitate the exchange of ideas both internally and externally to an organisation.
- It provides a useful tool for those managing their organisation’s risk. The Standard offers samples of recommended forms and templates which allow anyone given the responsibility of overseeing the management of their organisation’s risk a comprehensive program, without having to reinvent the wheel.

“The Risk Management Standard AS/NZ 4360 requires an organisation to follow consistent methodology for risk identification, analysis and treatment...”

- It offers a self correcting system whereby organisations are able learn from their mistakes. The Risk Management Standard AS/NZ 4360 requires an organisation to follow consistent methodology for risk identification, analysis and treatment, therefore, when new risks arise or when risk treatments fail to meet expectations, there is a systematic way to re-examine the process, learn a lesson from the loss, and improve the risk management in the future.
- Finally the Standard offers an advantage regarding the development of the risk professional. There has been dramatic increase in the number of professionals who now formally have the

management of their organisation's risks as a part of their professional portfolio. An indicator of this is the increasing frequency of Risk Manager Jobs advertised in the classified section of the newspaper. This trend is being driven by increasingly regulatory requirements; internal audit practices and the expectation of Boards that risks are being well managed in their organisation.

“By standardising the concept of risk, introducing a common lingo and methodology, we are fostering the discipline of the risk professional, defining the skills of that profession, which gives them the freedom to move between businesses and between industries.”

By standardising the concept of risk, introducing a common lingo and methodology, we are fostering the discipline of the risk professional, defining the skills of that profession, which gives them the freedom to move between businesses and between industries.

SUMMARY

In summary, we are all risk managers to some extent. We manage the day to day risks in our own lives through making everyday choices such as wearing seat belts or looking both ways before we cross the street.

Our organisations also exist in an environment of risk, and they also make daily decisions on how best to manage those risks.

Decisions such as the selection of a key supplier, or to purchase insurance are all based upon a belief of possible future outcomes and whether risks manifest themselves.

When risks become losses, the affects can range from minor to catastrophic and the organisation can possibly perish as a result. Groups, companies and societies who develop skills in learning from their past, creating robust risk management systems based on their experience and the experience of others will have a greater probability of long term survival.

A generic guideline such as the **Risk Management Standard AS/NZ 4360** can assist any organisation, project group or even individual to better manage the uncertainty of probability of loss and the risk their environments presents. It is a key to long term survival in today's risky times.

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EMA RESEARCH & INNOVATION PROGRAM 2005/2006

EMA are calling for expressions of interest for the EMA Research & Innovation Program 2005/2006.

In 2005/2006 the EMA Research & Innovation Program will focus on nationally determined priorities for research and innovation in emergency management. EMA is seeking expressions of interest from organisations who wish to participate in the program.

Please note that the EMA Research & Innovation Program has replaced the EMA Projects Program and the EMA Research Program.

- Building individual and community resilience
- Critical infrastructure protection and business continuity
- Decision making under uncertainty
- Risk perception and people's behaviour
- Providing information to the general public including warnings
- Management of mass casualty events
- Innovations in disaster mitigation
- Effective information management
- Whole-of-government approaches to disaster management
- Economic costs of disasters
- Evaluation of recovery practices
- Assessing the long term impacts of disasters
- Approaches to mainstreaming recovery programs and services
- Volunteers

Note: EMA is a core participant in the Bushfire CRC and will not be providing extra funding for work in this field.

LEVEL OF FUNDING

Once expressions of interest have been received successful proponents will be invited to submit a detailed proposal. Proposals will be accepted at two different levels:

- Scoping: a small grant to test an idea or concept for future project funding (up to approximately \$10,000)
- Major projects (up to approximately \$100,000)

Proposals will be considered more favourably if a portion of the funds or resource requirements is provided by the originator of the proposal, a stakeholder, or by other sources.

OTHER USEFUL INFORMATION

The Research and Innovation Program does not fund works or acquisitions. Closing date for brief expressions of interest is 4th February 2005.

Successful proponents will then be invited to submit a detailed proposal which will be reviewed by a selection panel.

CONTACT

For further information Rheannon Nicholson (02) 6256 4614 or Mike Tarrant (03) 5421 5219 or projects@ema.gov.au

SEND EXPRESSIONS OF INTEREST TO

Ms Rheannon Nicholson
Coordinator Development Projects
Emergency Management Australia
Attorney-General's Department
PO Box 1020
Dickson ACT 2602

Expressions of interest must not exceed 6 pages in length and it is requested that applicants use the standard template which can be downloaded from the top of this page. A more detailed proposal will be sought if the expression of interest is successful in the initial stage. Applicants will be notified by mail on the success of their application

EMERGENCY MANAGEMENT AND THE COMMUNITY AT RISK

Assistant Commissioner Dick Adams APM RFD

Deputy State Emergency Operations Controller

This article was originally printed for the 2004 Security & Emergency Management Conference, held at The University of New South Wales. UNSW has kindly allowed us to reprint it here.

My presentation today is focused upon the co-ordination of the total rescue and emergency management effort surrounding a major incident or disaster – no matter where it occurs. As many of the sessions of your Conference have been focused on case studies, I would like to continue that theme – and use a number of high profile incidents, which have occurred in New South Wales, and elsewhere, to illustrate my points.

I would like to preface my presentation with the point that I believe that crisis management, as applied to counter-terrorist incidents; and consequence management, as applied to emergency and disaster incidents; have been captured, worldwide, by groups of persons who have sought to either complicate the issues; veil the principles and practice in allegory or academic debate; or, in some cases, exploit the current world and political climate to their own advantage.

These factors have served to complicate what is, I would submit, a straightforward set of operational processes to achieve the desired outcomes.

I hope to convince you that the principles of emergency management involve three straightforward aspects:

- First - the application of good planning, regulatory principles and training – prior to the incident;
- Second - the application of timely, appropriate, well-trained and well coordinated resources to the incident; and
- Third - the return of the affected community – as close as possible to its former state - as soon as possible after the incident.

Australians have an international reputation as a can-do country. There is no doubt in my mind that many, if not most, minor emergency situations could be resolved – in quite a reasonable manner – if left to the response and resources of most local communities; supplemented by specialised resources from outside.

Indeed, this is often the case in isolated communities.

Now, whilst some might regard a university campus as a community – it is obvious that the campus has neither the expertise nor resources to commit

to anything other than a short-term or confined response – and will require expertise and resources from the wider community.

The whole rationale for the overlay of emergency management planning, training, response and recovery is to resolve major and protracted incidents in a more timely and satisfactory manner – therefore minimising the loss of life; trauma to the victims and secondary victims; and reducing the impact of the incident on the affected community – and, in many cases, upon the nation.

To this overlay, one needs to add what I call the two distracting factors – the media and the political environment. The media is both a powerful ally and a formidable foe in emergency management. One needs to reflect upon the enormous changes to media reporting over a few generations. During the First and Second World Wars, news to those at home was delivered in an extremely sanitised manner – several months post the actual events.

News from the Korean and Vietnam Wars was a little timelier – yet still heavily sanitised and aimed at particular audiences. Reporting of the Gulf War, in comparison, enabled members of the community to watch live global telecasts of missiles being launched into enemy installations; whilst telecasts of the recent war in Iraq had viewers watching a live-cam engagement with forward assault elements. In an emergency management context, many of you would have watched, live, an aeroplane crash into the second WTO Tower – and the collapse of the Towers.

Such immediate and vivid reporting has led to a very sophisticated viewing community. People not only demand their news to be instantaneous – but, increasingly, they want to learn about the impacts upon people affected at the time. In response, our news services have refined their capabilities to an extent where they outstrip government and non-government organisations in providing timely and accurate information to the community.

To build upon these capabilities, one needs to quickly come to the realisation that it is better to have the media ‘inside the tent’ than on the outside throwing stones at us.

Unfortunately, the political environment is not nearly as easy to manage – and those in the public sector should not seek to engage in the political environment.

The insatiable need for many politicians to make immediate comment upon a range of issues – often

without reference to all the facts; makes the job of the emergency controller even more difficult.

Let me illustrate my points in respect to the media and the political environment through the recent Waterfall train derailment in New South Wales. As you are most probably aware, this incident is the subject of a current judicial enquiry. Therefore, I will confine my comments to the facts in the matter. What I would like to draw your attention to is the scenario for this incident.

The incident involved a four-car set electric passenger train travelling between Sydney and Wollongong on a weekday morning. About 7:30am, the train, carrying around 80 passengers, came into collision with a number of objects – around four kilometres south of the last station it had stopped at – Waterfall – in an area of bushland, about 1 kilometre from the major Princes Highway. After the incident,

“The incident involved a four-car set electric passenger train travelling between Sydney and Wollongong on a weekday morning.”

some of the passengers contacted emergency services, by mobile phone, in a very difficult reception area.

Police immediately responded and, not being able to ascertain the exact location – nor establish whether the incident had actually occurred – ran the 4 kilometres down the track from the Waterfall railway station. Upon arrival, they were confronted by a mass of tangled stanchions, live electrical wires, mangled carriages and dazed and injured persons wandering about the scene.

Yet, within thirty minutes of the incident, the roads and facilities around the scene had been grid-locked by non-essential emergency response vehicles, media and sightseers; by media and non-essential response helicopters; and hordes of media and sightseers had descended upon the site.

Within one hour, media were broadcasting and telecasting emotive but often ill-informed eye-witness accounts of the tragedy; speculating about the number of dead and injured; presenting speculative reconstructions of how the incident had occurred; or speculative accounts of whom (or what) had caused the crash; and infringing upon the actual rescue and crime scenes.

The three rail agencies, City Rail – which owned the rolling stock and provides the service; the Rail Infrastructure Corporation – which owned the track and infrastructure; and the Department of Transport – which is the government department responsible for the rail function; were all conducting their own, separate, media conferences.

Within two hours, the responsible Minister of the Crown was at the scene, together with the Premier, conducting media interviews and announcing a

judicial enquiry into the incident. There was, by this time, in excess of 200 media representatives at the scene – including CNN, a Japanese and a French television network – and images of the incident were being broadcast and telecast worldwide.

Even the Prime Minister had made public comment in respect to the tragedy.

Without being insensitive to the human tragedy and suffering – all this was in response to what was, in the scheme of things, a very minor rescue incident. Indeed, in the final wash-up, only two of the victims were the subject of a rescue operation – and six persons were the subject of a body recovery operation. Yet, the incident took hold of the media – and the community – for the next 5 days.

So, what then were the lessons to be learned from the Waterfall rescue operation?

The first is the perennial problems of self-response and convergence. Most emergency management protocols are predicated upon having both combat and functional area agencies.

Combat agencies are usually emergency service agencies which have particular response roles and capabilities – either through a legislative base or through established protocols - for example, fire-fighting, rescue and floods.

Functional area agencies are those which are predicated upon support functions – for example, engineering services, welfare, utilities and transport.

In the Waterfall incident, many of the local emergency service agencies' vehicles and personnel – whilst not being the responsible combat agency for this incident – self-responded to the incident – often from great distances.

The immediate effect of this was twofold – convergence in that vital tracks, roads and areas which could be used as staging areas were immediately grid-locked by non-essential vehicles; and that non-trained and/or non-accredited person were becoming involved in the rescue operation – without a co-ordinated response.

Let me illustrate my point through other incidents:

- In New York City, the great loss of life and loss of immediate effort caused by the convergence of emergency services vehicles and personnel – and the immediate co-ordination problems caused when command personnel from those agencies were killed during the early part of the response to the WTO incident;
- The initial loss of effort and competition between the combat agencies during the 1997 Thredbo landslide; and
- The initial loss of effort during the Newcastle earthquake in 1989 - where the early response of volunteer rescuers hampered the rescue operation, until they were all recalled from the collapsed buildings and allocated appropriate rescue tasks.

The clear lessons to be learnt here are that if combat

agencies are to self-respond to an incident – and, despite our best efforts to manage the situation, they will – then clear guidelines need to be established as to where these agencies will marshal their resources – prior to being allocated tasks within the incident area. The other primary lesson is the old adage that “time spent in reconnaissance is seldom wasted”.

Despite the overwhelming urge to roll up one’s sleeves and get on with the job – it is essential that an overall view is quickly obtained of the incident so that a concerted and focused response may be made. Once one has the best available information on which to make an informed decision – then a course of action needs to be quickly communicated and put into effect.

Before moving on to how that should occur, I need to touch upon the response of non-essential agencies and services to an incident. The 1999 Sydney hailstorm was a prime example of this phenomenon – when media commentators put pressure on politicians and emergency management authorities to call in the Australian Defence Force to resolve the situation.

Similar calls were made to use the Army to resolve the destruction of chickens in outbreaks of Newcastle Disease during 1997 and 1999; the

North Coast Floods of 2001 and, indeed, the claims, in a national news telecast, that ..”The Army has just been mobilised to help deal with the horrific situation near Waterfall”... Mobilised? To do what?

Indeed, well-meaning persons and politicians did call for the Army to assist in the operation. However, the ADF has neither the expertise, nor the equipment or capability to do anything in such a situation – except to provide a ready source of labour.

However, there are protocols for initiating Defence Force Assistance to the Civil Community – and they were not enacted during the Waterfall incident.

Indeed two APCs self-initiated from the nearby Holsworthy area to assist with the recovery of injured persons. There is no doubt that the vehicles were totally unsuitable for the task – but try and explain that to the media commentators who continued to criticise the failure to utilise the resource, over the next 5 days.

There is a real and valuable role for the ADF to play in emergency management – but the tasks must be appropriate to the capability and availability of defence force personnel and resources.

Having conducted a reconnaissance and gathered the best available information, at the time, emergency management authorities need to act in a very deliberate manner – despite the attendant pressure and criticism which will quickly follow. Consider, for a moment, the words of Theodore Roosevelt, when he said: “The credit belongs to the man who is actually in the arena”

Despite allowances for gender, how true these words ring in the ears of anyone who has either controlled or taken part in the management of an emergency. The controller must remain calm and focused throughout the operation – to cope with

media and political pressure – and to deliver to the affected persons, and the community, the result which they so quickly seek. The key to this part of the operation, in my opinion, is for the controller to quickly establish his or her position and take immediate charge of the situation.

Several years ago, I had the opportunity to hear the former head of NBC, Jerry Nachtman, make a presentation to senior police officers at Harvard University. Jerry criticised the common trait of police leaders (and, through inference, of other leaders) in that, during major operations and in response to media enquiries, they would often offer ‘no comment’.

It was Jerry’s proposition that the leader should quickly introduce him or herself as the leader; make a clear announcement as to what was happening, and what course of action was proposed; and reassure the community that everything was under control.

Now, many of you would probably think that this advice was quite trite – and common sense.

However, I ask you to reflect upon major recent incidents where you have observed political, business, government agency or community leaders interviewed during the initial parts of the incident. How confident were you, as a member of the community, that the leader had hit these important points? Food for thought.

How, then, does one go about establishing some direction of effort over a disparate range of agencies?

The long-established model is the command, control and coordination model – now, often referred to by the jargon term – C3. But, what is the difference between these three functions?

Command refers to giving direction within one’s own agency – usually through a vertical hierarchy. Whilst usually applicable to military and disciplined organisations, the concept is no less relevant to any organisation with a structured hierarchy or management base. Command is the function of giving directions to members within one’s own organisation.

Control is simply the function of determining what has to be done – and when it is to be done. It is all about setting tasks and time frames for those tasks to be completed.

Co-ordination is the process by which the efforts of all resources are directed to achieve the most efficient and timely outcome. Put quite simply, the emergency manager controls the incident by directing which tasks need to be done, by which agencies and by what time they are to be completed; and coordinates the overall effort between the agencies.

In a major incident or emergency, or where there has been a response from multiple agencies, the overall controller is usually identified through some legislative means. In most jurisdictions it will be the senior police officer at the scene. This often causes friction – for a number of reasons. The police officer needs to clearly understand that he or she is now the overall controller – and should not continue to take on the single-service responsibility of directing the police resources.



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APS Benefits - Celebrating 100 years

APS Benefits this year will celebrate its centenary and launch a number of new products.

After starting as a funeral fund for Melbourne postal workers in 1905, membership of APS Benefits today offers a range of financial services and is open to all people from the Emergency Services such as the S.E.S, Fire Brigade, the three levels of government (Local, State and Federal Governments), the Defence Force, Telstra, Qantas, the Education Department.

Spouses, siblings, parents and children of members (aged 16-100) are also encouraged to join the society. **If you are related to a member, you are eligible to join APS Benefits.**

APS Benefits has over 23,600 members around Australia with assets over \$54 million.

A **new product** just released is an **All Purpose Loans** service whereby members can obtain home loans, re-financing, car finance or obtain urgent cash. APS Benefits act as a **broker** and has access to over 35 lenders and can arrange finance to meet virtually all of your finance needs.



Another new product to be introduced is **Benefit Splitting** where members can split their funeral benefits with spouses to have total peace of mind when a loved one passes. For example, if a member has \$10,000 of funeral cover, but their spouse does not have any cover at all, members can split their funeral benefit so each spouse can have \$5,000 cover each. This is available to members only and certain conditions apply.

The society has also just released a **Special Purpose Loan** facility. Members can apply for a loan of up to \$30,000 for a “Special Purpose” like property renovation or to buy a new car.

The society was formed in 1905 when a small group of postal workers decided to put in sixpence a week to form a funeral fund for the widows when any of the society members died.

The postal network spread the word and APS - starting as the Victorian and Tasmanian Public Service Provident Society (commonly known as “VIC & TAS”) became one of the larger of many “funeral funds” in the 1920s and 1930s in Australia.

It later became the Australian Public Service Benevolent Society but is more commonly known as APS Benefits.

In 1938, the Government perceived a need to assist Public Servants to obtain financial help as they usually received a slightly smaller salary, but greater security, than those in the private sector.

This lack of cash drove the public servants into the hands of backyard financiers and pawn brokers who charged exorbitant interest.

The Government asked Societies such as “VIC & TAS” to provide loans of up to 100 pounds at a reasonable interest rate in return for the rare privilege of salary deductions.

“VIC & TAS” then started the “Members Loans” service which is a feature of the society today.

When a member dies, APS Benefits still pays out the funeral benefit within 24 hours, so that the “peace of mind” offered near a century ago is just as important today.

APS Benefits strongly supports community needs and Defence groups, in particular the Defence Special Needs Support Group. In recent times DSNSG has received \$150,000 for various group and individual projects.

APS sees this contribution as an integral part of its commitment to the community.

For membership, loans or other information, log onto the APS Benefits web site on www.apbs.com.au and download the Membership Application Form and Loan Applications or call the friendly

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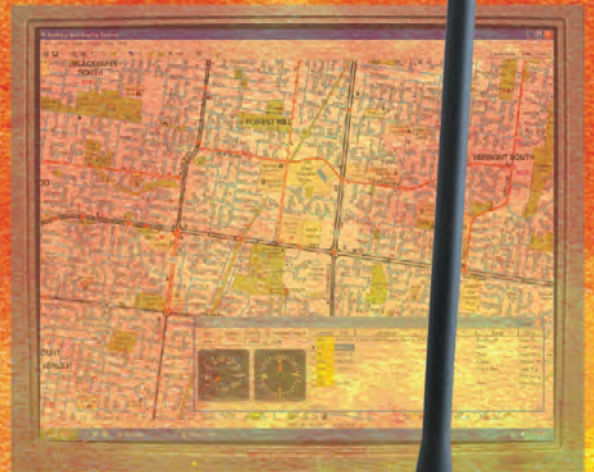


Financial Services - When you become a member of APS, you will automatically be entitled to a funeral benefit issued by APS. There is a Combined Financial Services Guide and Product Disclosure Statement for the funeral benefit, which can be obtained from www.apbs.com.au. You should consider that document and consider whether the funeral benefit is appropriate for you, before deciding whether to become or remain a member of APS.

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Another major cause of friction is that between the controller and the owner or operator of the infrastructure. Such was the case at Waterfall, when the owners of the rolling stock and rail infrastructure attempted, on numerous occasions, to protect their interests by directing the efforts of their staff to their perceived priorities and time frames – rather than that of the emergency controller.

One would imagine that it would be similar in the tertiary education sector – where the interests of stakeholders, multi-million dollar infrastructure, international markets and reputations may provide a catalyst for friction.

As these are legitimate concerns for the university, they must be considered, in the overall planning and operation, by the emergency controller. However, the overall decisions in respect to the courses of action to be taken must be in the wider interests of the victims and the community.

The most effective way to exercise control and co-ordination is through the establishment of a control centre – a multi-agency facility through which all control and co-ordination is facilitated.

“Planning is not just about conducting needs analyses and drawing up sophisticated response and contingency plans - for all a plan will do is get you to the start line.”

I am often amused that major operations and incidents are usually run from static facilities containing sophisticated communications devices and the dreaded ‘white boards’ – irrespective of the tactical or operational situations. Control and co-ordination is all about working with people – not facilities. I have seen some of the most effective operations run from a car on the side of the road – in difficult terrain and with communications problems.

This is where the concept of planning comes into its own. Planning is not just about conducting needs analyses and drawing up sophisticated response and contingency plans – for all a plan will do is get you to the start line.

Everything after that will be a process of evolution as the incident unfolds and more accurate information and intelligence is received. In my opinion, the most important aspect of the planning process is the consultation and building of trust between the players. Indeed, one of the most important aspects of this conference is the networking aspect – not the social interaction – but the establishment of a network of people in whom you share trust and experience.

It is through these networks, established and cultivated prior to the incident, that one has the

confidence in the ability and expertise of the representatives of other agencies. Unfortunately, in my experience, this is a factor often talked about – but little practiced. For, once established, networks quickly degrade unless there is a conscious effort to maintain them.

Having established the networks and the plans, it is important that all players are drawn together at a single point to assist the emergency controller to control and coordinate the operation.

One often observes the establishment of multiple control points, in which each agency diligently receives information, establishes databases, co-ordinates its logistics and briefs its people.

Just as often, the overall co-ordination of the incident falls in a heap – because the effort lacks the synergy of a combined operation.

By all means, establish a point from which to command the people and resources of each single agency, if the situation warrants it – but allocate a senior member of the organisation; and, by senior member, I mean a person who is authorised to commit the resources of that organisation, without constant reference to a higher authority; to the overall control centre.

The next common mistake is for the people in the control centre to interfere with the operation taking part on the ground.

Often, people working in the control centre environment have come up through the ranks or operational layers and have technical knowledge of the tasks which are being performed by the operators on the ground. The control centre should simply task the on-the-ground operatives and provide them with adequate resources to complete the tasks – they should not micromanage the completion of the tasks.

Once the tasks have been assigned, control centre staff should be working in minimum four-hour forward time frames – to bring the operation to as speedy conclusion as possible. Indeed, an emergency controller who cannot articulate where he or she would seek to be, operationally, in the next 4, 8, 24 and 48 hours, should be replaced with one who can.

Having considered the planning and response aspects, the emergency controller needs to establish a good communication plan. Similar to planning, communications is all about people and the ability of people to overcome and adapt to adversity. During the Newcastle Earthquake, the Newcastle District Emergency Operations Centre was inoperable – as it had no power and both the mobile and landline telephone networks were out of order.

The controller overcame the problems by tasking police officers to complete a grid search of the entire area, within strict time frames, and report the results of their observations. From these observations, and those coming by messenger from all other sources, the initial response plans were able to be formulated and executed. At Waterfall, the terrain and vegetation

prohibited the use of mobile and digital telephones and most radio communications.

To overcome the problems, communications relay stations were established, on an all-agency basis, and motorcycle outriders despatched to the nearest operations centre to send faxes and provide operators with information on which to update databases.

Now, communications is a two-way flow – and, by that, I mean not only two-way between the agencies involved; but also two-way between the community. To prevent communications becoming overloaded, it is important to establish a separate public information and inquiry number – sooner rather than later – and, preferably, through a 1800 number.

Unfortunately, this is a matter often overlooked until the operation is well under way – and it's often a source of community complaint re the failure of authorities to keep them informed. Let's consider a very simple example – and the compounding effect it has upon the situation. A news report flashes across the airwaves to announce that there is a fire in a school – and that the children are being evacuated.

What is the first reaction to this news – you ring the school to ascertain whether it is true and how it affects your children. But, you cannot get through – as the school switchboard is overloaded with similar enquiries from other parents. So you ring the local police or fire brigade – whose switchboards are overloaded with calls. In frustration, you call 000 – but the lack of information at the central control centre of the responding agencies does little to comfort you.

In desperation, you jump in the car and head for the school – as does everyone else – and gridlock not only the access of concerned parents and relatives to the school but, more importantly, the access and egress of emergency and essential vehicles to the scene. When you do arrive, how do you find out what is going on – or the location of your child? How are you then repatriated with your child, who has been evacuated to a place outside the school?

These actions have taken place in response to a very simple incident – but this scenario is compounded, many times, in a major incident or disaster. You need to account for this in your planning – and establish a public information and inquiry centre as soon as is practicable.

In the Waterfall incident, through the courtesy of CNN news reports, we had enquiries from overseas countries within 20 minutes of the incident; and, for the first 12 hours of the incident, the public inquiry and information centre dealt with in excess of 7000 calls from domestic and international callers.

In working with the media the emergency controller needs to consider three major aspects – reasonable access to the emergency controller; reasonable access to the impact site; and the use of one consistent message.

Failure to provide access to the emergency controller will result in the media exploiting knowledge gaps by seeking comment from workers

on the ground or the plethora of 'armchair experts' who are available to comment on all aspects of the operation.

Experience has shown that access to the emergency controller, in the form of a press conference, at two-hour intervals – or immediately after a milestone occurrence – is sufficient to satisfy the demands of the majority of media. Failure to provide reasonable access to the impact site will result in the media exploiting gaps in perimeter security; overflying sensitive areas; or utilising file footage of similar incidents – which may, in some circumstances cause alarm or panic in an affected community.

Experience has shown that it is next to useless to attempt to pen the media or confine them to areas with little or no overview of the impact site. It is a far better strategy to provide limited access to all media for short periods – or, better still, to allow access to

“Failure to provide access to the emergency controller will result in the media exploiting knowledge gaps by seeking comment from workers on the ground...”

pool video and still cameras, and to pool journalists, under strict supervision.

It is paramount that one, consistent, message is coming out of the impact area. At Waterfall, each of the combat agencies, including one which had no operational role, whatsoever, sent media representatives in order to portray their organisation in a positive light – and provide a spotlight on their emergency workers – all despite the fact that it is in contravention of the agreed arrangements.

The media thrived on this arrangement – and was able to exploit differences in accounts provided by different emergency services workers. The matter had to be quickly resolved by holding the different parties to the agreed arrangements – although some members of the media continued to exploit different opinions as to what had happened; what was happening; and what was likely to happen in the future.

When dealing with the media, be cognisant that television and radio are driven by the prime-time deadlines of 12 midday, 3pm and either 4pm or 5pm – depending upon the time that their evening bulletin goes to air; and print media are driven by early evening deadlines.

Now that the emergency controller is up to his or her armpits in establishing the extent of what has occurred; bringing together relevant agencies and resources to resolve the incident; planning for the next phases of the incident; establishing adequate communications; keeping the community informed; and dealing with the media and politicians – he or she



could be excused for forgetting what is often the lynch pin to the whole operation – and that is recovery.

Recovery is often seen as a function which is instituted after the real operational work has been completed – and the touchy-feely welfare crowd can come in and address the social problems. In reality, nothing could be further from the truth – for recovery needs to commence at the same time as the operational phase. In many cases, recovery continues on for months, even years, after the impact of the incident has been resolved – especially in the case of flood and fire operations.

Now, from my perspective, recovery operations consist of a number of components human services recovery; community infrastructure recovery; business recovery; and reputation recovery. Let's examine these in the context of a recent traumatic incident overseas – the Bali bombing. The human services recovery, in respect to Australian communities' expectations was the treatment and repatriation of our citizens (both those who were injured in the incident and those who were in-country at the time); the recovery, identification and repatriation of the bodies of our deceased citizens; and the welfare of the families and friends of the injured and deceased.

The community infrastructure recovery involved rebuilding and re-establishing the utilities and services to enable the Bali community to function properly. The business recovery involved the re-establishment of business and business continuity; and the reputation recovery is still going on – and will for some time.

Unfortunately, communities which are unaffected by the impact of a major incident or disaster do not pay sufficient attention to the impact upon the affected communities – and, often, token gestures such as disaster relief funds, are the only tangible evidence of concern. Indeed, the failure by unaffected communities to put pressure onto governments to assist affected communities is a too-common occurrence. Now, many of you might think my comments are too harsh. However, consider this – 80% of Australia's population lives on the coastal strip on the eastern seaboard.

Following recent rains along the seaboard, how many of these communities are considering the plight of the hundreds of rural communities still crippled by drought – other than to complain about the continuing rising costs of meats and rural produce?

How many conversations continue around the dinner tables of these coastal communities about the people who are still homeless as a result of the Canberra bushfires; or about the burn victims of the Bali bombing who still occupy hospital beds?

I do not seek to be harsh or judgemental – for life moves on - but I do seek to challenge you to consider these important aspects of the recovery process.

If you do not consider them in your everyday lives – then why would you apply your minds to them in a disaster or emergency situation?

In the context of your industry, let us consider the impact of an incident in a university campus.

I am confident that the authorities and local emergency management authorities have adequate response plans in place. But, what of the availability of specialised resources and equipment, or specialised rescue operators to effect rescue operations? Have you got sufficient people to manage and sustain a prolonged operation – and, if not, where will additional people come from?

Are the communications facilities adequate to keep pace with the operation – and are you prepared to do without specialist teaching facilities and resources which might be out of action for days – or even weeks? Have you paid sufficient attention to the recovery processes in terms of the provision of human services, including welfare, support, grief counselling and critical incident debriefing? Have you considered how you will deal with the information needs for the families of foreign students? Have you considered how community infrastructures will be rebuilt; or how business recovery will effect the university and other businesses in the community?

How will this incident affect the reputation of the university; the community; or the country?

Experience has taught us that we needed to immediately establish disaster relief centres in the affected communities. We have also learned that affected communities will not travel to other affected communities – despite the logic applied by bureaucrats – to receive their support.

Recovery is all about support and assistance delivered to local communities in the local area. It is also about creating a one-stop shop environment where affected communities can receive all necessary support and assistance at the one place – and necessitates the coming together of all state and Commonwealth agencies, and all caring and support agencies, in the one place.

The issues I have covered simply serve to illustrate the complexities of managing a major incident or disaster – they do not serve as a blueprint for either deployment or success. Nor do they propose that any set of legislation and protocols is superior to any other.

The key to success is, I would submit, focused attention on the three aspects which I articulated at the beginning of this presentation:

- First - the application of good planning, regulatory principles and training – prior to the incident;
- Second - the application of timely, appropriate, well-trained and well coordinated resources to the incident; and
- Third - the return of the affected community – as close as possible to its former state - as soon as possible after the incident.

BEST PRACTICE IN EMERGENCY MANAGEMENT

Gaye Cameron MAIES

Manager, Emergency Management Unit, University Of New South Wales

Gaye Cameron will soon be jetting off overseas on a two month study, after being successful in gaining a \$10,000 'Universitas 21' Scholarship to undertake a study of Best Practice in Emergency Management for Tertiary Institutions.

It will be a comparative study of Emergency Management within Tertiary institutions with a mission to develop a global Emergency Management Model for Tertiary Institutions.

The goals of the study are:

- Exchanging ideals and best practice methods for administration, educating and implementing emergency management
- Cooperating with a collaborative approach in developing new methodologies of best emergency management practices
- Mutual recognition of resources and practices
- Identifying a unified approach in dealing with persons with mobility issues
- Benchmarking

The project will make a comparative study of a number of Universities in the areas of emergency management incorporating risk management strategies. One of Gaye's responsibilities is to develop emergency plans for the UNSW community. She proposes to undertake the project with a particular emphasis on understanding cultural issues, obstacles encountered by other institutions, and identifying generic trends in emergency/risk management strategies, whilst evolving strategies for business continuity planning.

In recent years, UNSW has made significant improvements to emergency management and is now regarded as one of the leading Australian universities in this field. Increasingly, since 'September 11', universities have been legally required to ensure facilities are prepared for any time of incident or emergency. Emergency planning arrangements under both the Federal and State governments have placed an emphasis on 'critical infrastructure' preparedness and business continuity.

The proposed project will assist Gaye to fully understand these obligations, to compare the different legislative requirements and how these can best be implemented.

At each of the host universities, it is proposed that Gaye meet with the equivalent of both the UNSW

Director of Facilities and the Director of the Human Resources Unit, those units which satisfy both emergency planning, risk management and how they have tackled business continuity management.

When meeting with the host of the institution, Gaye will be discussing and comparing how each of these institutions prepare and implement emergency management procedures, adapt existing buildings and facilitates to meet changing needs, as well as how they plan for these needs in new buildings.

In particular, she will be discussing recent and emerging developments across a range of issues affecting their planning. As well, Gaye will be discussing and comparing issues such as the means by which auditing existing plans is carried out and how priorities for upgrading are set. Also to be compared are the legislative requirements that apply to each institution when meeting with that group.

In addition, Gaye proposes to investigate other issues with which I have an ongoing responsibility such as:

- After-hours use of campuses and associated emergency/security issues related to lighting, after-hours response etc.;
- Follow up care after an incident, including counselling for both staff and students;
- Relationships with other agencies – such as Police/emergency personnel etc.
- And most importantly, how the changing world is inflicting upon their management strategies

Gaye will be travelling to Canada, UK, and Asia. She will be visiting the following Universities, which are part of the U21 Group.

- University of British Columbia, Vancouver, Canada
- McGill University, Montreal, Canada
- University of Glasgow, Glasgow, UK
- University of Edinburgh, Edinburgh, UK
- National University of Singapore, Singapore
- University of Hong Kong, Hong Kong, China

On her return, Gaye will present a paper to UNSW, advising them of her outcomes from the study, and it is hoped the paper will be published in various magazines.



EMERGENCY MANAGEMENT TRAINING & EDUCATION

Since the establishment of AS/NZ standard 4360 we have seen an increase in training courses offered in Emergency Management and in particular the specialist area of Emergency Risk Management.

All States and Territories now offer enhanced Emergency Management Training through their respective state or territory.

There are further courses on offer through Emergency Management Australia. Please consult your State or Territory Representative in regards to booking onto these courses.

Emergency Management Australia has become a Registered Training Organisation (RTO) and as such courses that are completed may enable you to

get credits in a Diploma in Public Safety Emergency Management. Please check with EMA or your representative in regards to the credits.

“All States and Territories now offer enhanced Emergency Management Training through their respective state or territory.”

Generally courses that have PUAEMR are competency based and hold a standing within the Australian Qualifications Training network.

The courses on offer for 2005 are in the table below:

EMA MT MACEDON COURSES 2005

ACTIVITY #	COURSE #	COURSE	DATE	CLOSING DATE TO SEMC
27041		CBRIE	9-13 May 05	29 Mar 05
27077		Civil Defence in the 21st Century	18-20 Apr 05	7 Mar 05
27020		Context of Recovery Management; Planning & Managing	15-18 Mar 05	1 Feb 05
27070	PUAEMR008A	Contribute to an Emergency Risk Management Process	7-11 Mar 05	25 Jan 05
27066	PUAOPE008A	Coordinate Resources within a Multi-Agency Emergency Response	21-25 Feb 05	11 Jan 05
27081	23-27 May 05	11 Apr 05		
27090	27-30 Jun 05	16 May 05		
27079	PUAEMR012A	Determine Treatment Options	2-6 May 05	21 Mar 05
27072		Emergency Management for Local Government	15-18 Mar 05	1 Feb 05
27100		Emergency Management for Local Government	26-29 Apr 05	14 Mar 05
27068		Exercise Management - Train the Trainer	28 Feb-4 Mar 05	18 Jan 05
27089	PUAEMR009A	Facilitate Emergency Risk Management	6-10 Jun 05	26 Apr 05
27088		Risk Based Land Use Planning	14-16 Jun 05	2 May 05
27087	PUAEMR010A	Undertake Emergency Planning (CBR)	31 May-3 Jun 05	18 Apr 05
27065	PUAEMR010A	Undertake Emergency Planning (Evacuation)	15-18 Feb 05	4 Jan 05

INTEGRATION OF EMERGENCY RISK MANAGEMENT INTO WEST AUSTRALIAN INDIGENOUS COMMUNITIES

Moya Newman and Scott Andrew Smith

Fire and Emergency Services Authority WA

This article was originally printed in the Australian Journal of Emergency Management, Vol. 19 No. 1, March 2004

EMA has kindly allowed us to reprint it here.

SUMMARY

The Fire and Emergency Services Authority of Western Australia (FESA) has developed a framework to coordinate the introduction of the emergency risk management process into West Australian Indigenous communities. The Framework evolved from an original project originally funded by the EMA Projects Program in 2000. The draft FESA Framework was distributed to key FESA Directors for consideration as it is not intended to replace or halt existing initiatives, rather to enhance their effectiveness and to consolidate the efforts of the various FESA divisions to ensure a common and economically sound outcome.

The first project focused on the development of a training program that was culturally appropriate and effective for use with indigenous communities irrespective of their location within Western Australia. The Framework includes a strategic overview, roles and responsibilities, outcomes and evaluation strategies. The Framework was developed to be consistent with FESA's values while acknowledging the specific cultural needs of West Australian indigenous communities.

INTRODUCTION

Emergency risk management has been progressively integrated into West Australian emergency arrangements since July 1999 with assistance from the Australian Government through Emergency Management Australia.

Most of the effort to date centres on the provision of a one-day workshop in Local Emergency Management Committees and the selection of key personnel to attend further emergency risk management training provided by Emergency Management Australia and coordinated locally by FESA.

The Pilbara/Kimberley region is located in the north

of Western Australia spanning an area of 926,451 square kilometres. The population of these combined regions is 75,705 and of that number there are 16,700 Indigenous people living in major towns and remote communities throughout the area. Between April and November, the coastline is subjected to tropical weather conditions and is in a high-risk area for natural disasters such as tropical cyclone, flood, isolation (due to road closures) and fire in the dry season.

During the late 1970s and early 1980s, missions were handed back to Indigenous people, and many family groups returned to their homeland communities. The population of the communities varied from 50 to 1000 people. Many of the communities were located on riverbanks or pastoral properties and during the wet season could be isolated from the major towns for extended periods of time.

Access into the community was by road and only in some cases by air, which was usually poorly maintained due to lack of financial and physical resources. As a result, during the tropical wet season the people found themselves either facing the threat of tropical cyclones, flood, isolation or fire. Although, the handover was considered a positive move for indigenous people, they were faced with many obstacles, especially during the tropical wet season.

Preliminary research undertaken by FESA showed that a risk assessment or an audit of the community was not carried out prior to handover of the land back to the people. The physical infrastructure was old, run down, damaged and the buildings were not built to cyclone or flood specifications. In the early days of re-settlement back to the lands, communities often weren't appropriately funded to cater for emergency situations.

As a consequence people were unaware of the risks to themselves and the environment, therefore, no emergency management arrangements were in place. In the past Indigenous people were not required to manage their own affairs and these matters were taken care of by either the missionaries or the pastoralist. The people found themselves with no real knowledge or awareness of the risks that they would face, who they should contact for assistance, or what strategies they needed to put into place in the area of



prevention, preparedness, response and recovery for the wet or fire seasons.

Over the past ten years, a number of these communities were forced to evacuate due to flooding and tropical cyclones and requests for assistance to re supply essential food and fuel supplies were common. The absence of an appropriate emergency risk management assessment was brought to the attention of FESA and other government services.

The lack of awareness the people had on how they should manage and prepare for these events became an issue for a whole-of-government approach to emergency management. Evacuations and re supply caused an enormous amount of stress to the people and was extremely costly to the state government. FESA was contacted annually by the same communities requesting assistance for the transport of essential food and fuel supplies to those communities.

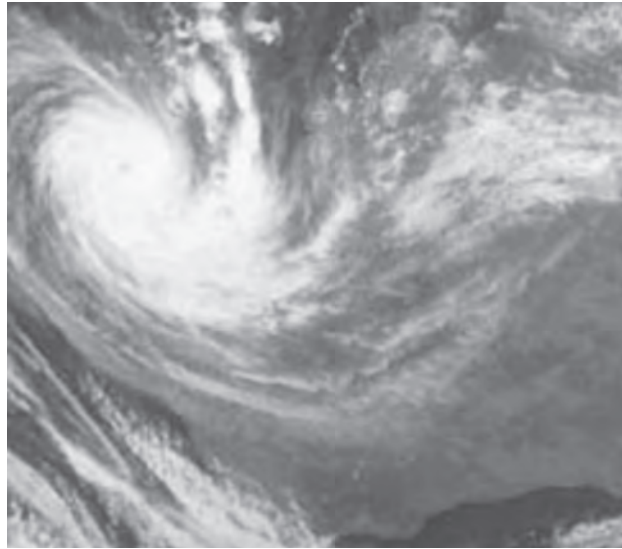
As the housing and infrastructure were substandard and not built to appropriate building standards, it was too risky to allow people to remain in the community especially if there were Category 5 tropical cyclones or heavy flooding in the area. During the wet season of 2000/2001, heavy flooding and a number of, Category 5 tropical cyclones threatened the communities along the Pilbara/Kimberley coast. Several communities were evacuated and requests for assistance came to FESA to re supply communities with essential food and fuel commodities.

The cost to the state government was extremely high and FESA embarked on a proactive approach to address the recurring problems. In August 2000,

“The cost to the state government was extremely high and FESA embarked on a proactive approach to address the recurring problems.”

FESA submitted an application for funding to Emergency Management Australia to undertake a natural hazard risk management assessment of remote Indigenous communities. The purpose of completing an assessment in the communities was to assist in the capacity building of community members so major risks to the community were identified and that the necessary treatment options for prevention of, preparedness for, response to and recovery from major natural hazard/risks could be put in place for the safety of the people and environment.

The proposal was funded and it was anticipated that the process would be done in twelve communities in the Pilbara and Kimberley regions. However, many obstacles and barriers were to arise during that period with extensive operational duties taking up a major portion of the project management team’s time and FESA was forced to review the project to address delivery outcomes and propose a new time frame.



The Pilbara/Kimberley region in Western Australia is subjected to tropical weather conditions and is a high-risk area for natural disasters such as tropical cyclones.

After reviewing the project time frame FESA applied to Emergency Management Australia to decrease the number of communities. Once EMA endorsed the application FESA commenced the process in the Bidyadanga Community, A community that was located in a high-risk area for tropical cyclones and had been evacuated on at least five occasions over a period of wet seasons.

The FESA Community Liaison Officers from the Pilbara and Kimberley regions worked with the Bidyadanga Community Council to commence the Emergency Risk Management process. Although they were able go through the process they found that the training materials were too wordy, highly academic, not visual enough and the language was not consistent with that spoken by members of the community. During the workshop the project team spent a large amount of time interpreting the language to more commonly used words used by the people.

After the workshop the project team again reviewed the project and process and realised that much of the time was spent interpreting the material and that it was not culturally appropriate for an indigenous audience. FESA identified a need to address this problem prior to commencing the process with another community so it was more user-friendly and easier to deliver. An application was made to Emergency Management Australia to re-scope the project so that FESA could integrate and adapt the existing material and resources.

This enabled the project team to modify the existing materials, including presentation, language and delivery strategies—this was developed and reviewed by an Indigenous reference group, with two people assisting as members of the writing team. The reference group is made up of Indigenous peoples throughout the state of Western Australia, who have either lived or worked, in remote communities.

THE FESA FRAMEWORK

The Framework consists of four key elements including strategic overview, roles and responsibilities, action plan outlining key outcomes, and broad evaluation strategies.

A number of key documents were referenced to during the development of the Framework including:

- The current FESA Strategic Plan,
- The Statement of Commitment to a New and Just Relationship between the Government of Western Australia and Aboriginal Western Australians, and
- Emergency Risk Management Manuals published by Emergency Management Australia and other relevant emergency management documents.

Part of the project strategy included a brief literature review of other training support materials used in the delivery of community development and capacity building type programs to indigenous communities.

The Framework has encouraged a whole-of-organisation approach to the integration of emergency risk management to Indigenous communities - it is anticipated that it will also provide the means through which best practice models can be identified and promoted through all government agencies.

STRATEGIC OVERVIEW

The overall aim of the Framework is to identify projects and opportunities which increase the capacity of West Australian Indigenous communities to integrate the emergency risk management process into their community management structure. The Framework seeks to establish a unified FESA approach for the integration of emergency risk management into West Australian Indigenous Communities through the Community Safety, Fire Services, State Emergency Service and Emergency Management Services divisions. The Framework consists of two key projects that require input from all FESA divisions as well as other government agencies.

The key outcomes of the Framework include:

- Development of a culturally appropriate training program and support material to facilitate the introduction of the emergency risk management process into Indigenous communities.
- Development of a planning strategy for the integration of community-centred emergency risk management projects into existing management structures and processes.
- Development of key indicators that measure indigenous communities' acceptance of the emergency risk management process.
- Strategies to enhance the Framework by capturing best practice and lessons learned from community based projects support by FESA.

ROLES AND RESPONSIBILITIES

The Framework incorporates the existing (including statutory) roles and responsibilities of a number of organisations. The following list is not exhaustive and has been developed acknowledging that flexibility is required in order to achieve the specific outcomes identified in the Framework.

- The Australian Government specifically Emergency Management Australia (funding for Project 1, establishing the Indigenous Communities Committee, undertaking research on emergency management issues and Indigenous communities) and ATSIC (providing a direct link to regional and community governance structures and identification of sources of funding to continue the work involved in the Framework)



As the only access to some communities is via road or air, the wet season can isolate people from the major towns for extended periods of time.

- FESA Divisions including Community Safety (Project Manager and community liaison), Emergency Management Services (project administration and coordination, emergency management issues) State Emergency Service and Volunteer Marine Rescue Services (community liaison and consultation, ongoing monitoring and review of the process within indigenous communities), and Fire Services (community liaison and consultation, on-going monitoring and review of the process within Indigenous communities.)
- Other state government agencies who are members of the State Mitigation Committee—Senior Officer's Working Group.
- Associations and Community Groups who are members of the Project Reference Group and represent organisations including the vocational education and training sector (TAFE), Jigalong Community, Kimberley Language Resource Centre, Pilbara Women's Action Committee and Wilerguthar Training and Development Group.

OUTCOMES

The outcomes of the project have been identified over the period commencing July 2002 and

concluding in June 2007. The outcomes for 2002-2003 included:

- Development of a FESA Framework which included consultation with FESA senior management, endorsement
- Complete Project Fund (funded by EMA)
- Development and implementation of Project

EVALUATION

The Framework is continually evaluated to ensure it remains relevant, effective and culturally sensitive. Through informal and formal consultations the Project Managers collect feedback on the effectiveness of the Framework and its associated projects.

PROJECT 1

During May 2003, the Project Reference Group met with the Project Team in Perth to workshop the key concepts identified in the Framework. The workshop aim was to extend partnerships with indigenous representatives to identify messages and develop materials for the integration of the emergency risk management process into Indigenous communities.

During the workshop, the facilitators called upon the ideas and suggestions of the representatives to inform the outputs of the project, and to ensure it meets the needs and the end user - WA's Indigenous communities. The objectives of the workshop included:

- Providing an overview of Project 1 and presenting any work completed to date by the Project Writing Team to the Project Reference Group to review.
- Identifying key messages and concepts for inclusion in the emergency risk management workshop delivery strategy;
- Identifying culturally appropriate contemporary images and messages to increase interest in emergency risk management communities.
- Identifying and debate text-based and multi-media learning strategies for the delivery of emergency risk management messages into indigenous communities and;
- Reviewing the current project plan for Project 1 and determine the next stage of the project.

The participants at the May workshop identified a number of principles that must be considered when working with Indigenous peoples on projects within their communities. In summary, Indigenous peoples:

- Should be given the freedom to take care of the land and have access to the land, as this is what they had done prior to settlement.
- Need to be prepared within their communities, so that they know what to do during a natural disaster.
- May not be living on their traditional land therefore



Risk management processes must relate to practical living situations

the degree of perception of risk from within a community's traditional practice or 'Western ways' may be difficult to determine.

- Experience problems understanding what non-Aboriginal people are saying, (this also includes educated Aboriginal people).
- Need to understand that there are consequences associated with not engaging in emergency risk management.
- Have a governance system that will impact on the way in which the emergency risk management project is implemented within individual communities.
- Would be more likely to move away from an area, including their homeland, when there is an impending natural disaster.

That there is an assumption that Indigenous people do not understand what is meant by risk and what should be done in terms of treating the sources of risk. Indigenous peoples have undertaken community based risk management practices for hundreds of years using 'aboriginal science'. The participants at the workshop identified the importance of combining aboriginal science with new approaches to community-based risk management in order to create a safety culture within the communities. People who propose to work with Indigenous peoples in the area of emergency risk management must be prepared to be flexible with the traditional business of the communities.

Indigenous people are known to be multi-sensory learners, that is they relate to, and are stimulated by

pictures, videos and diagrams relating to the subject matter. The participants at the workshop supported the concept of using multimedia where possible and appropriate to deliver the emergency risk management messages.

Community Elders are seen as the keepers of knowledge and the people within a community. Any project working with a community must first identify the Elders and who has the authority to speak on behalf of the community. This will enable a facilitator to speak to the people as a collective group and source their opinions on matters relating to the community.

The key messages of the community-centred emergency risk management process must relate to practical living situations and identify with the protocols of the community. Examples of some of the changes to the text of the conventional approach include:

ESTABLISHING THE CONTEXT

- What are the strengths of the Community?
- What is the daily business of the people in the Community?
- Who are the leaders of the Community? What are their shared roles and responsibilities?
- Who would be the best person to be the communicator of the messages to the people of the community?

IDENTIFY THE RISK

- What are the dangers?
- How much danger is there to the community?
- Is there a danger of something happening in the community?

ANALYSE RISK

- What is the worst thing that could happen to the community? (Consequence)
- Has it happened before (likelihood)?
- How many times has it happened before? (Likelihood)
- Will it happen again (Likelihood)?

EVALUATE RISK

- Are there any dangers, which are acceptable to the Community?
- How dangerous are the dangers to the Community?
- What problems can the danger cause to the Community?
- What dangers are we going to fix or prevent first?

TREAT RISK

- Which is the best way to solve the dangers to the community?
- What are the options for solving the danger?

- What can we do about the danger?
- Are there any negatives and/or positives for the way we look after the danger?
- How much is it going to cost to fix the danger?
- Does the way create any danger/problems for any neighbouring communities?

FIELD TRIALS

The first visit was conducted in August 2003 in the Bardi-One Arm Point, Lombadina and Djarindjin communities. The purpose of the field trial was to pilot the community-centred emergency risk management process that has been redeveloped using a consultative process.

The two objectives of the visit were to trial the redeveloped materials with the communities

“The two objectives of the visit were to trial the redeveloped materials with the communities and the development of a risk register and risk treatment schedule.”

and the development of a risk register and risk treatment schedule. The approach adopted for the visit included using the concepts and words that were developed during the first workshop in May, to deliver the emergency risk management message to the communities.

Secondly, flexibly integrate emergency risk management processes within the community's existing hazard management structure. Most importantly was to follow the community's lead on the implementation of the key concepts by undertaking a risk assessment of the community using a 'walking tour/story telling approach.'

NEXT STEPS

The first project within the Framework is scheduled to conclude at the end of September 2003 with the output informing future projects and developments for the integration of emergency risk management into indigenous communities.

REFERENCES

Emergency Management Australia (2000)
Emergency Risk Management Applications Guide

Emergency Management Australia (2002)
Guidelines for Emergency Managers working with culturally and Linguistically Diverse Communities
Statement of Commitment to a New and Just Relationship between the Government of Western Australia and Aboriginal Western Australians



Emergency Management Volunteers in Action Photographic Competition 2005



Based on the adage that a "picture is worth a thousand words", Emergency Management Australia (EMA) is searching for the very best photographs to recognise "emergency management volunteers in action".

This unique photographic competition for professional photographers and emergency management volunteers is focussing on photographs taken between 1 July 2003 and 31 January 2005. The competition, for either professional photographers or emergency management volunteers, was launched in August 2004 with entries closing 14 February 2005.

Winning entries will be announced at an Awards Presentation to be held during the Emergency Management Volunteers Summit 2005, in Canberra 6 – 7 April 2005.

The Volunteer Story

The competition aims to attract a range of photographs that depict volunteers at work in all types of situations, and tell the volunteer story of dedication, commitment and sacrifice in times of disasters and emergencies.

The photographs will recognise the work and value of volunteers in Australia's emergency management sector.

Competition Streams

The competition has two streams:

- The first stream is for professional photographers either employed by media organisations or who work on a freelance (paid) basis.
- The second is for photographs taken by emergency management volunteer organisations and/or individual volunteers. They may have been published, or are unpublished.

Judging Criteria

The judging panel will be chaired by EMA and will include representatives from volunteer emergency management organisations and the photography profession.

They will be looking for photographs that show volunteers undertaking an emergency management related activity – this could include training, community education, prevention, preparedness, response and recovery.

The shots also need to tell the story of volunteers i.e. their service to the community, dedication, commitment, bravery, sacrifice, leadership, professionalism, competence, teamwork, camaraderie and community spirit.

Intending entrants need to provide the following information with their entries:

Professional – open to media and freelance photographers for published photographs

1. Credentials of photographer, including proof of employment/commission
2. Type of camera and film used (if applicable)
3. A Photograph Title and an extended caption (max 100 words) to support the photograph (i.e. to tell the story), and
4. Confirmation that the photograph was taken during the period 1 July 2003 and 31 January 2005,



and published in a printed form (or on a web site).

Emergency Management Volunteer – open to volunteer organisations or individual volunteers for published and unpublished photographs

1. Credentials of volunteer, proof of organisation or volunteer link
2. Type of camera and film used (if applicable)
3. A Photograph Title and an extended caption (max 100 words) to support the photograph (i.e. to tell the story), and
4. Confirmation that the photograph was taken during the period 1 July 2003 and 31 January 2005.

How to enter

Complete this entry form, and together with supporting information (Outlined in Judging Criteria), and your photograph, send the entry to:

By Mail

"Emergency Management Volunteers in Action"
c/- Susan Stevens, Coordinator Development Initiatives
PO Box 1020
DICKSON ACT 2602

By Courier

"Emergency Management Volunteers in Action"
c/- Susan Stevens, Coordinator Development Initiatives
Building 23
University Drive South
University of Canberra
BRUCE ACT 2617.

This entry form is also available on the EMA website at www.ema.gov.au

Note – While the completed E-form, with supporting documentation and a scan (jpg preferred, minimum 600 dpi) of the photograph can be sent by E-mail to susan.stevens@ema.gov.au — the original **MUST ALSO BE SENT** to either of the above addresses.

For more information contact:

Susan Stevens, Coordinator Development Initiatives
Phone 02 6256 4611, Fax 02 6256 4653 or
Email susan.stevens@ema.gov.au

Alastair Wilson, EMA Media Liaison
Phone 02 6256 4630, Fax 02 6256 4653 or
Email alastair.wilson@ema.gov.au



Emergency Management Volunteers in Action

This entry form must be completed and attached to the supporting material submitted.

Entry Title _____

Name of Business / Media / Volunteer Organisation _____

Name of Photographer _____

Address _____

Phone _____ Fax _____

Email _____

Competition Stream (tick one)

Professional EM Volunteer Organisations/Volunteer

I certify that the information/photograph provided is true and correct to the best of my knowledge.
I agree that EMA may use my photograph (with a credit line) for publicity purposes.

Signature _____ Print Name _____

Date _____

All entries, support information and photographs must be received by 14 February 2005

Terms and Conditions

1. Entries will be accepted only from residents of Australia.
2. The greatest care will be taken with entries but no responsibility will be accepted for loss or damage.
3. Entries will be accepted ONLY on the official entry form or a photocopy of same.
4. While the judging panel will identify the winning photographs, EMA wishes to retain all entries to help promote our volunteers and the work they undertake on behalf of all Australians. If used in any form of promotion, publications or displays appropriate captions and credit lines will appear. At all times, EMA acknowledges the author's copyright.
5. All photographs must be taken by the entrant.
6. The judging panel has full discretionary powers to make awards in both streams.
7. Any entry considered by the judging panel to be unsuitable for the competition will be rejected.
8. All entries must be titled for identification purposes (Note: titles longer than 30 characters may be truncated – spaces between words count as characters).
9. Computer enhanced images are NOT acceptable.

10. Prints may be either trade processed or the work of the author.
11. The back of the print must bear – in the top left hand corner – the author's name, address, title and section entered. Please use a sticker rather than write on the photograph.
12. Prints submitted must be between a minimum size of 20cm x 25cm and a maximum size of 40cm x 50cm.
13. Prints may be mounted or unmounted – mounts thickness must not exceed 5mm. Wood, chipboard or hardboard mounts are not acceptable.

Awards

The Judging Panel will select ONE winning photograph in each stream and have the option to make Highly Commended Awards.

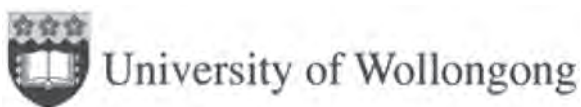
The photographer/organisation/volunteer judged to be the outright winner in each stream will receive photographic equipment of their choice to the value of \$2500 and a certificate.

Highly Commended entrants in each stream will receive photographic equipment of their choice to the value of \$1000 and a certificate.

The judging panel may make Commended Awards, with the entrant receiving a certificate.

2005 - FEBRUARY

Planning For Natural Hazards – “How Can We



Mitigate the Impacts?”

The University of Wollongong will host this symposium from 2-5 February 2005 at the University of Wollongong Function Centre.

For more information go to:
www.uow.edu.au/science/eesc/

45th NSW Floodplain Authorities Conference 2005 – “Lessons from the Past”



This Floodplains Management Authorities conference will be hosted by the Eurobodalla Shire Council February 22 - 25 at the Narooma Golf Club.

For more information go to:
www.esc.nsw.gov.au/Flood/Floodplain_conf.html

2005 - MARCH

2005 West Australian Emergency Management Conference – “Bridging the Gap between Crisis and Consequence Management”



This conference will be held at the Intercontinental Burswood Resort in Perth, WA from 17-18 March 2005.

For more information go to:
www.health.wa.gov.au/disaster/training.cfm

2005 - APRIL

Emergency Management Volunteers Summit 2005 “Value Your Volunteers”



On behalf of all emergency management volunteers in Australia, Emergency Management Australia (EMA) will host the Summit in Canberra from 6-7 April 2005.

For more information, go to:
www.ema.gov.au

Australian & New Zealand Police & Emergency Services Games 2005



This years Games will be held in Adelaide from 9-16 April 2005.

For more information, go to:
www.anzpolicegames.asn.au/

2005 - JUNE

St John Ambulance Australia Annual Conference – “The Next Step”



This conference, including a theme on Emergency Management and Preparedness, will be held at the Crown Promenade Hotel in Melbourne, VIC from 22-26 June 2005.

For more information, go to:
www.sjaa.com.au/conference2005

2005 - OCTOBER

ACAP National Conference 2005 – “Something for Everyone”



This conference will be held at the National Convention Centre, Canberra from 13-15 October 2005.

For more information, go to:
www.acap.org.au

2006 - MAY

Rescue Expo 2006



It's time for the Rescue Expo again, and in 2006 it's in Hawkesbury again. Location will be the Hawkesbury Showground in Clarendon from the 19-21 May.

For more information, go to:
www.rescueexpo.com.au

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Editor	Mark Sawszak, MAIES	(02) 9597 1125 ner@aies.net.au PO Box 6001, UNSW Sydney, NSW 1466
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**Application for admission to
AUSTRALIAN INSTITUTE OF EMERGENCY SERVICES**

To:- The Divisional Registrar, _____ Division
I, _____ (Name in Block letters)
of _____ (Full postal address for
entry in Register)
_____ Post Code _____

Phone (W) _____ (H) _____ E:mail: _____ Date of Birth _____

do hereby apply to be admitted to the Institute.

I am (a) employed by or (b) a volunteer member of : (delete as necessary)

Name of organisation _____

Address _____ Post Code _____

My 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/Tele No

(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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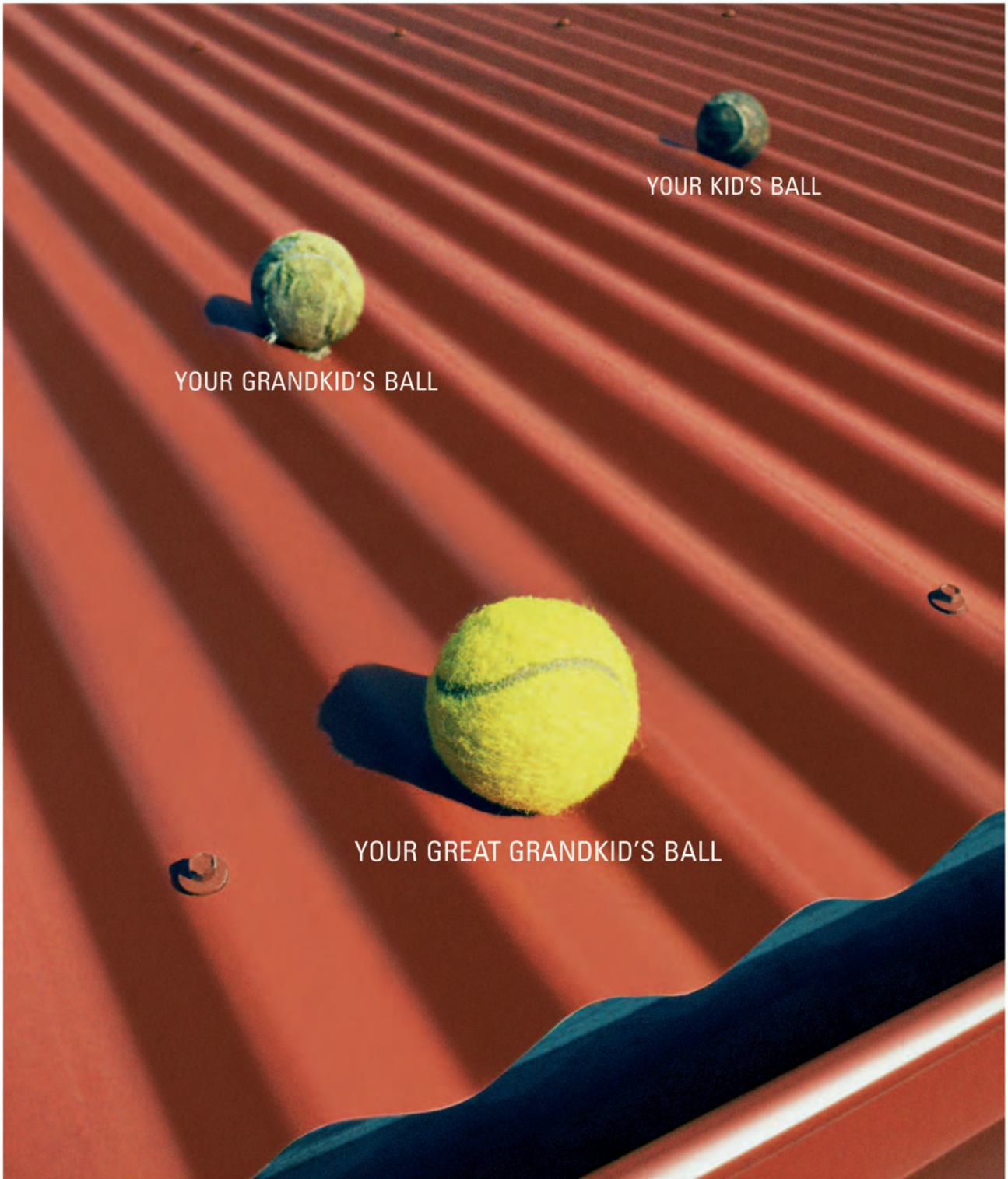
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