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RESPONSE

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**AIES conference
& AGM
April 2017
See page 9**



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NATIONAL EMERGENCY RESPONSE



Official Journal of the Australian Institute of Emergency Services

Autumn 2017 • National Emergency Response

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Victoria Police Constable providing security at Olympic Park in Melbourne during Australian Open.

Photo: Leonard Zhukovsky



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NEW MEMBERS

The Australian Institute of Emergency Services is pleased to announce the following emergency services people joined the AIES between January and March 2017.

NAME	ORGANISATION	DIVISION
Christina Alvino	SA Health	SA
Shelby Canterford	Geoscience Australia	ACT
Paul Cortese	ACT Health	ACT
Josh Gamble	VIC State Emergency Service	VIC
Glenn Jones	NSW State Emergency Services	NSW
Stephen Rook	QLD Rural Fire Service	QLD

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Submissions now open for the Autumn edition of *National Emergency Response*.

We are looking for:

- Stories or articles
- Peer reviewed papers
- Photographs

Send your submission to editor@aies.net.au by Monday 1 May, 2017.

The best submission, as voted by the AIES National Council, receives a gold pen award at each year's Annual General Meeting.



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*Both of these fees are tax deductible for people employed in an emergency management or counter disaster capacity.

Visit www.aies.net.au to join, or to find out more. Find out more about AIES membership on page 26.



FROM THE PRESIDENT'S DESK

Steve Jenkins MAIES

National President

Firstly, on behalf of the Australian Institute of Emergency Services and myself, my condolences to the family, relatives and friends on the recent passing of Alan Alder OAM LFAIES. Alan was a staunch supporter of AIES for many years. Further details relating to Alan are contained in a special segment dedicated to him in this edition of the journal kindly submitted by Alan Marshall, former President of the National Council and Victorian Division.

Welcome to 2017. As we herald in this New Year, it gives me great pleasure to announce that the Board has approved the establishment of a Western Australia Division. Phil Martin, General Manager, Event Health Services & Youth and Community Engagement, St John Ambulance, is leading the process of establishing this new Division. The Board will provide whatever assistance is required. I would like to take this opportunity to thank Phil and his Western Australia colleagues for their efforts in preparing the necessary material to initiate this process. Previously, Western Australia was included in the South Australia Division, which also includes the Northern Territory. The new Western Australia Division will soon hold its inaugural annual meeting and elect official office bearers and a Director to represent the Division on the National Board. I encourage all members in Western Australia to make every endeavour to attend this meeting and support their new leadership.

In conjunction with the 2016 annual general meeting, the National Board held a two-day strategic planning workshop, which was facilitated by Board member Brett Aimers. Brett subsequently provided his report synthesising the issues identified during the workshop. This report, the Strategic Reform Agenda 2017-20, provided numerous recommendations in relation to AIES's strategic direction for the future. In response, the National Board established a Strategic Directions Working Part to review the recommendations in the Report.

This Working Party comprised Brett Aimers, Rod Young (Victoria President) and myself as the Chair.

Over the course of a number of meetings, the Working Party segregated the recommendations in the report into categories of short, medium and long term, based on their complexity, degree of effort to implement and overall strategic implications for AIES. The Working Party reported their outcomes to the National Board.

One of the most significant outcomes related to the organisation's name, the Australian Institute of Emergency Services. Two issues were identified with this title. Firstly, it referred specifically to Australia only, and secondly the term 'Emergency Services' could be perceived as representing only the red and blue light emergency response organisations, whereas contemporary emergency and disaster management encompasses a plethora of agencies and professions from both the government and non-government sectors. These issues were subsequently considered by the National Board.

The Board has resolved to include an item on the Agenda for the upcoming Annual General Meeting (AGM) in Melbourne on 29 April 2017, to change 'Australian' to 'Australasian'. If approved, this change would be effective immediately upon appropriate advice being provided to the Australian Securities and Investments Commission. Additionally, the Board also resolved to engage with the membership over time and conduct a survey in relation to any broader name change that would reflect the broader contemporary emergency and disaster management environment. Communications about the concept of a broader name change will be disseminated in due course, after the change from Australian to Australasian is completed and bedded down.

President of the Victorian Division, Rod Young, has been quite busy in recent time organising the venue and other details for the AIES Conference 2017 to be held in conjunction with the AGM in the Vintage Room Members area,



Ladbroke Park Sandown Racecourse commencing at 5.30pm. Members wishing to attend the AGM and/or the conference will be able to do so for a special members only registration fee. Further information is available at: <https://www.eventbrite.com.au/e/aies-conference-2017-tickets-32339382965>

A reminder to all about the Australia and New Zealand Disaster Management Conference (ANZDMC) to be held at Jupiters on the Gold Coast on 22 and 23 May 2017. AIES is heavily involved in this event, which has been going from strength-to-strength each year in recent times. Further information about this conference is available at: <http://anzdmc.com.au/>

Finally, it gives me great pleasure and satisfaction to announce that the Commissioner of the Queensland Police Service, Ian Stewart APM, has accepted an invitation to become Patron of the Queensland Division. Commissioner Stewart is AIES's inaugural patron. Hopefully we can announce patrons for more divisions, and a National Patron, in the not-too-distant future.

If you, your organisation, or your work unit has been involved in anything interesting please consider drafting an article for the *National Emergency Response* Journal. Editor, Kristi High and Sub-editor, Ron Jones, President of the Tasmania Division, would be more than happy to receive your article and ensure they are included in future editions of the NER Journal. The email address for submissions is editor@aies.net.au ●

VALE

In memory of Alan Alder OAM LFAIES

On 3 February 2017, we said goodbye to a long serving member and past President of Victoria, Alan Alder, at the age of 89.

Alan lived with his wife Sally in Warrandyte, Victoria, from 1957, raising three children together.

Prior to retirement, Alan was a chemical plant engineer and plant manager with a major paint and plastics production company.

A long serving volunteer in emergency services in Victoria, Alan was the recipient of many awards, recognising his commitment to his work.

He was an active serving volunteer with the SES for 42 years. His journey started in January 1966 when he joined the Shire of Doncaster and Templestowe's Civil Defence Unit (the State Emergency Service was formed from the Civil Defence Organisation in 1975).

In 2008 Alan stood aside as the Victorian SES Controller or Officer in Charge of Doncaster, a 24-year long position he had held since April 1984.

Besides the SES, Alan's interests included the Warrandyte Historical Society of which he was the long-time Treasurer, the Warrandyte Park Orchards, Wonga Park Police Community Consultative Committee, of which he was chairman, and the Warrandyte Housing and Support Services, which he also chaired.

Alan was also a member of the Manningham Local Safety Committee and the Manningham Municipal Emergency Planning Committee.

A Life Fellow of the Australian Institute of Emergency Services, he served as Victorian President and Registrar, as well as on the national Board. In 2014, the AIES presented Alan with the Australian Institute of Emergency Services National Award of Excellence. Just last year, he was appointed the Historian for Victorian Division of AIES.

Alan was also the Vice President of the Combined Emergency Services Seminar Committee, which has presented annual seminars aimed at hands-on emergency services personnel from 1978 to 2010.

Alan's ongoing contribution to community service was recognised in 1996 with the awarding of the Medal of the Order of Australia (OAM). He was the Manningham senior citizen of the year in 2002. He received further recognition for community service being made a Rotary International Paul Harris Fellow through the Rotary Club of Warrandyte in 2003.

We take this opportunity to express our condolences to Alan's family and friends and thank him for his outstanding contribution to the AIES and the emergency services community – he lived a life to be celebrated. ●



ALDER, ALAN BERTRAM

Published Herald Sun on 07/02/2017

ALDER Alan Bertram 18.4.1928 – 3.2.2017

Loving husband of Sally (dec. Apr 25 2015). Much loved father of Deborah and Suzanne. Pop to Benjamin, Sarah, Samantha, Jessica and Orson. Great Grandpops to Angus, Cody and Mason. Dad, you were such a good Dad. We love you so much and you will be missed every day by us all. Say hi to Mum for us, Deb and Sue. Private family Service.

SUPPORTING NOTICES

Published Herald Sun on 10/02/2017

ALDER Alan B. Friends and Members of the Warrandyte Historical Society are saddened to learn of the passing of their retired Treasurer and Life Member, Alan Alder. Serving almost 40 years in the role with absolute dedication, he was ever willing to help with the many other tasks necessary to ensure the continued success of the Society. His quiet and dependable presence will be sorely missed by all. Our sincerest condolences to his two daughters, Debbie, Suzanne and their families.



Published Herald Sun on 08/02/2017

ALDER. Alan. Members of Manningham SES mourn the loss of ex-unit Controller Alan B. Alder. Alan served with the SES and supported his community faithfully for 42 years. His true leadership, experience, thoughtfulness and respect of others will be deeply missed by his unit, the service and the community as a whole. Our deepest condolences and thoughts are with his family.

Published Herald Sun on 10/02/2017

ALDER. Alan OAM. The Regional Manager, Staff and Volunteers of Victoria State Emergency Service Central Region are saddened at the passing of Life Member, Alan Alder. Alan committed outstanding service to the community for over 40 years as a volunteer member and controller with the Manningham SES Unit. Our deepest sympathies are extended to Alan's family and members of Manningham SES.





NEW WAVE OF TSUNAMI EDUCATION CONNECTING WITH THE PUBLIC

Faced with a level of community ambivalence towards the threat of tsunamis on the New South Wales coast, NSW SES turned to a location-based solution to get the message through.

Matt Mullens

Unlike many neighbouring countries in Asia or the South Pacific, modern Australia has yet to experience a truly destructive tsunami. However, in the recent past, a number of smaller marine-threat tsunamis have been experienced, which had the potential to put coastal infrastructure, property, sea vessels and even lives at risk.

The largest tsunami event recorded on the NSW coast was caused by a magnitude 9.5 earthquake off the coast of southern Chile in 1960. Most of the damage was to vessel moorings, however there were reports of people having to flee beaches and tidal rock shelves, indicating that the tsunami posed a reasonable risk to people located near the coast.

As the agency responsible for ensuring New South Wales residents are educated and prepared for tsunami threats, NSW SES has an obligation to improve community awareness on the issue. This remains a challenge though due to a general level of

misunderstanding relating to tsunami risks.

To cut through this ambivalence and help build community preparedness and resilience, the agency launched TsunamiSafe: a community-based initiative that provides the tools and information to help people make more informed decisions before and during a tsunami.

NSW SES Manager of Geospatial Intelligence, Elliott Simmons, said a central goal of incorporating mapping within TsunamiSafe was to move beyond traditional information sheets and checklists and provide valuable insights and information products that would engage the public as well as alert them to the true dangers of tsunami.

"To do this we turned to location-based analytics technology to visualise, and communicate the impact of a tsunami in an easy-to-understand format," Mr Simmons said.

NSW SES developed two location-based solutions to support the

TsunamiSafe campaign: a detailed online story map and an interactive evacuation area mapping application.

"The TsunamiSafe story map is a community engagement tool that educates the public on tsunami and the dangers they pose in NSW," Mr Simmons said. "The story map combines authoritative maps about the impacts of tsunamis in NSW with narrative text, images, and multimedia content to create an educational tool that enables the public to better prepare. This medium was chosen as an easy way to harness the power of maps and geography to tell an educational and engaging story."

The evacuation area mapping application, on the other hand, is a public-facing map that provides the community and other agencies with insights into vulnerable areas in the event of a land-threat tsunami.

"While the likelihood of a NSW coastal land-threat tsunami is low, the consequences of such an event remains high," Mr Simmons said. "The evacuation



areas map collates various data sources to display reliable information on areas likely to be affected and where higher ground can be found – insights that benefit both the community and emergency responders.”

The evacuation areas map was an Australian first-of-its-kind at a state-wide level, with similar maps previously only developed at local levels. Other states are now in consultation with the agency on how to replicate the innovation.

In addition, by simply leveraging a configurable commercial-off-the-shelf solution and utilising readily available data, the agency was able to develop the country’s first public-facing story map on tsunami history and risk.

Mr Simmons said a key advantage of both mapping platforms is that they allow users to easily relate the information to where they live, work and play. “The ability to personalise the data provides a more powerful message,” he said.

The mapping products have also allowed NSW SES to finally release tsunami information that has been held by the agency for years. “The nature of many of the data sets, surveys and modelling meant it was not suitable for previous hard-copy brochures and leaflets. But through location-based analytics technology, much of this data

is now available in an authentically usable format for the first time.”

Most importantly, the platforms were scalable enough to cope with very large peak usage which means that – in the face or wake of a disaster – access is guaranteed to anyone who needs the map in an emergency.

Furthermore, the agency has also achieved a more accurate identification of tsunami risk areas. “Priority areas of focus for communities and resourcing needed for evacuation have been better

identified; NSW SES have greater clarity on who to notify with an early warning for evacuation; and interaction with the community, sparked by the maps, has led to important feedback and further data about which areas are vulnerable.”

“The response from the public to both our story map and evacuations map has been very encouraging. People are more aware, taking action, taking note of vulnerable areas in their neighbourhoods and having a better understanding of the risk overall,” Mr Simmons said. ●

NSW SES is a 9,000-strong volunteer-based emergency and rescue service that provides support to the people of New South Wales: 24 hours a day, seven days a week.



The majority of situations the agency responds to relate to flooding and storms, however, it also provides general rescue services in the state’s rural areas, including road accident rescue, vertical rescue and rural area search and rescue.

In addition, the agency assists other New South Wales emergency service organisations during major operations, including the state’s police force, rural fire service and ambulance service.

Location-based analytics – delivered through Geographic Information System (GIS) technology – is critical to NSW SES operations and is leveraged to generate new applications and capabilities to support mitigation, preparedness, response and recovery efforts for both everyday incidents and large-scale events.

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anzdmc.com.au

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- DATE:** Saturday 29 April
VENUE: Sandown Park Racecourse
 Sandown Members Reserve, Vintage Room
 Racecourse Drive, Springvale 3171
TIME: 5.30pm
DRESS: Lounge suit or uniform. Miniatures may be worn.
DINNER: Ibis Glen Waverley, 297 Springvale Road Glen Waverley VIC 3150
 Commencing at 7.30 pm
RSVP: Please reply before April 17 via email to secretary@aies.net.au and
 note if you wish to attend the dinner.
 Free parking is provided for the AGM.



AIES VICTORIAN CONFERENCE 2017

The Victoria Division of the AIES is hosting a one-day conference for on-the-ground emergency services personnel and allied support organisations.

The conference includes multiple informative guest speakers and a display of mobile communications, command and control vehicles along with Telco emergency network equipment.

For further information and tickets, please follow the link below

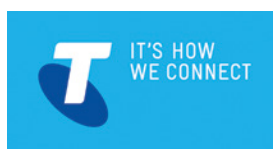
<https://www.eventbrite.com.au/e/aies-conference-2017-tickets-32339382965>

- DATE:** Saturday 29 April
VENUE: Sandown Park Racecourse
 Sandown Members Reserve, car park and Vintage Room
 Racecourse Drive, Springvale 3171
TIME: 8am-5pm

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HOW DO WE INCREASE THE CAPACITY OF STATE GOVERNMENT AND PARTICIPATING ORGANISATIONS TO FACE UNEXPECTED RISKS?

Paper presented at the 2016 Australian & New Zealand Disaster and Emergency Management Conference Gold Coast (QLD), 30-31 May 2016

Dr Antonella **Cavallo**

*Department for Communities and Social Inclusion (DCSI)
Government of South Australia*

Abstract: This paper makes a knowledge contribution to disaster risk reduction (DRR) strategic thinking.

Increasing global uncertainty and hyper-connectivity have been linked to higher exposure to unexpected risks. National and international DRR strategies have been shown to be insufficient to move countries, states, communities and individuals to prepare in a more responsible way.

This paper investigates the application of Complex Systems Thinking (CST) to DRR strategies in order to build resilience in preparation for unexpected risks. It summarises findings arising from a research project conducted between 2012-2015 in South Australia involving ten State Government agencies, the Australian Red Cross and community members from a metro and a peri-urban council.

CST offers a holistic understanding of a disaster in time and space, while appreciating the uncertainty involved in risk management. However, its implementation is encountering numerous difficulties because of the reductionist model on which DRR strategies are formulated. This paper argues that these efforts need to be complemented with systemic methods that may overcome the hierarchical structures in which current DRR strategies are conceived and implemented. This requires systems to

develop the ability to be ambidextrous, that is, to keep current DRR structures in place while extending their range to include unexpected events for which no prescribed actions exist. The question arises, how should this be done?

This paper addresses these thematic questions and advances the argument that DRR strategies and policies should be designed with an ambidextrous mindset; this will enable DRR practitioners to 'think outside the box' and to take better account of the complex systemic conditions in which disasters develop.

INTRODUCTION

It is difficult to accept that uncertainty is part of our decisions-making, planning, response to disasters and even our daily routine. Yet, despite plans and preparation, emergencies involve a number of unexpected factors for organisations and communities. Disasters such as Hurricane Katrina in the United States in 2005 and Super Typhoon Haiyan in the Philippines in 2014 are extreme examples of how natural disasters can represent a challenge full of unexpected factors. However, emergency events do not need to have the size of Hurricane Katrina or Super Typhoon Haiyan to pose unexpected challenges for the communities involved.

In Australia, the storm surge during the Queensland floods in 2011, the rapidity of the fire during Pinery in November 2015 in South Australia and

the recurrent pandemic threats are examples of emergencies that have tested or are likely to test the ability of communities and organisations to get ready for the unexpected. Reports highlight how despite the high degree of preparation of survivors, they still felt unprepared and shocked when confronted with the actual emergency situation (e.g. Feneley 2013).

In disaster risk reduction, uncertainty has been primarily explained as due to a lack of comprehension or understanding of a problem. In other words, uncertainty has been considered an epistemological question (Cavallo 2015B). This has led to the assumption that a higher level of knowledge could lead to the elimination of uncertainty and unexpected factors.

If on one hand, this approach to uncertainty has been important to tackle a series of recurring risks and situations, on the other it has not taken into consideration that there is an abundance of risks and situations in an emergency that stay largely uncovered until they are experienced during and in the aftermath of emergencies. While learning progresses – the so-called 'instructionist approach' to managing uncertainty (Loch et al. 2006), it is important to acknowledge that any large-scale emergency poses a number of unexpected factors for responding agencies as much as for the affected wider community.



Disaster preparedness strategies have allowed a higher degree of preparation and awareness in the wider community. However, a number of risks and situations are difficult, if not impossible, to anticipate by following a plan.

Imagine (unrealistically) that we were able to simulate our air transportation system and everything else relevant to how airplanes are used and maintained.

Would that capability have helped prevent 9/11?

My answer is “No.” Abbott 2007, p. 44

While preparedness plans and arrangements are fundamental to prepare well for emergencies, the higher level of complexity posed by uncertainty needs to be complemented with new approaches that allow for flexibility and quick adaptation by organisations and communities. For this reason, a new way of thinking needs to be used in disaster risk reduction strategies to ensure a higher degree of preparation for the unexpected. This problem has been addressed in the literature (Morin 2007; Berkes & Ross 2012; Aven & Krohn 2014; Cavallo 2015B) and will constitute the paper’s background.

CONTEXTUAL BACKGROUND

Resilience can be seen as a dynamic system property with two sub-properties: specified resilience, that is resilience to foreseen risks and general resilience, that is, resilience to any other risk, including unforeseen risks (Table 1, page 13). For a community to be resilient, both sub-properties need to be tackled. However, ‘the disaster management literature is definitely about specified resilience – to an earthquake, fire, flood, or landslides’ (p.17, Berkes & Ross 2012).

By leaving the definition of resilience open, that is by not defining resilience as a goal, the National Strategy for Disaster Resilience (COAG 2011) acknowledges the dynamic nature of resilience and calls on one hand for a better understanding of risks and, on the other, for more collaborative and rationalised approaches to disaster preparedness and prevention. While knowledge transfer needs to happen, it is also important to remember that good practices cannot be copy-pasted, but need to be transposed in a way that fits

the community context (Führer 2015). Working on adaptable and flexible approaches to disaster risk reduction then becomes essential to ensure appropriate response, relief and recovery processes are implemented to build general resilience.

Table 1 illustrates the two ways of thinking needed in disaster risk reduction to maximise communities’ and organisations’ preparedness levels to build holistic community resilience (Cavallo 2016). To use a Chinese saying, the key point of Table 1 is that disaster risk reduction needs to ‘walk on two legs’. In other words, it needs to be ambidextrous (from Latin *ambi* ‘both sides’ and *dexter* ‘right-handed’ meaning ‘able to use both hands equally well’). The two columns in Table 1 should be understood as intertwined rather than mutually exclusive.

The difference between complicated and complex (Snowden & Boone 2007) resides in the level of knowledge available. In both cases, at the outset it is not clear how a problem is going to be resolved. However, if a problem is complicated, a solution path will emerge before the consequences of the problem emerge. In other words, the relationship between cause and effect can be clarified prior to the emergence of the effect. For example, in the case of a flood, there is a straight-forward cause – the displacement of people due to flooding – and a well understood effect – setting up a relief centre to link affected people to emergency accommodation opportunities. The opposite is true in complex problems, where the relationship between cause and effect can only be ascertained in hindsight. For example, building community resilience is complex because there is no definitive ‘recipe’ to achieve it. Complicated problems can be broken down into smaller components under the assumption that the sum of those components will provide the

solution to the problem. In other words, complicated problems can be addressed with reductionist approaches.

In complex problems, the sum of the components would result in ‘something more and something less’ (Morin 2006) than the solution to the problem. For example, it is common that in emergencies agencies take on differing tasks from the ones originally planned to ensure an adequate service provision to the community. For this reason, different functions cannot be defined in a discrete way because the necessary overlaps and interactions would be neglected.

Systemic approaches allow having a holistic approach without decomposing the system into its subsystems. The way Government is organised can be compared to a System of Subsystems (SoSS, Gorod et al. 2008), where subsystems are not autonomous because they depend on hierarchical organisational relationships.

A System of Systems (SoS) is a network of ‘systems functioning together to achieve a common purpose’ (Shenhar & Dvir 2007). In a SoS the different organisations are autonomous, independent and geographically distributed while being interdependent, because decisions taken in one organisation can influence the actions taken in other organisations belonging to the same SoS (Cavallo 2014). For this reason, complicated reductionist approaches are more adequate to tackle identified risks, whereas complex systemic approaches are more suitable to address unforeseen or unanticipated risks for which a plan cannot be predefined (Cavallo & Ireland 2014). Therefore, complicated risks can rely on exploitation of available information, that is, the problem is assessed and a solution can be found. However, complex problems rely on the exploration of new knowledge and the experimentation of new approaches. The combination of exploitation and exploration is fundamental to release innovation (Huang et al. 2014) within the System.

The focus of specified resilience is on mitigating risks, while general resilience aims to create and maintain the conditions for a safe operating space without focusing on specific risks (Walker & Salt 2012).

continued on page 14

AMBIDEXTERITY

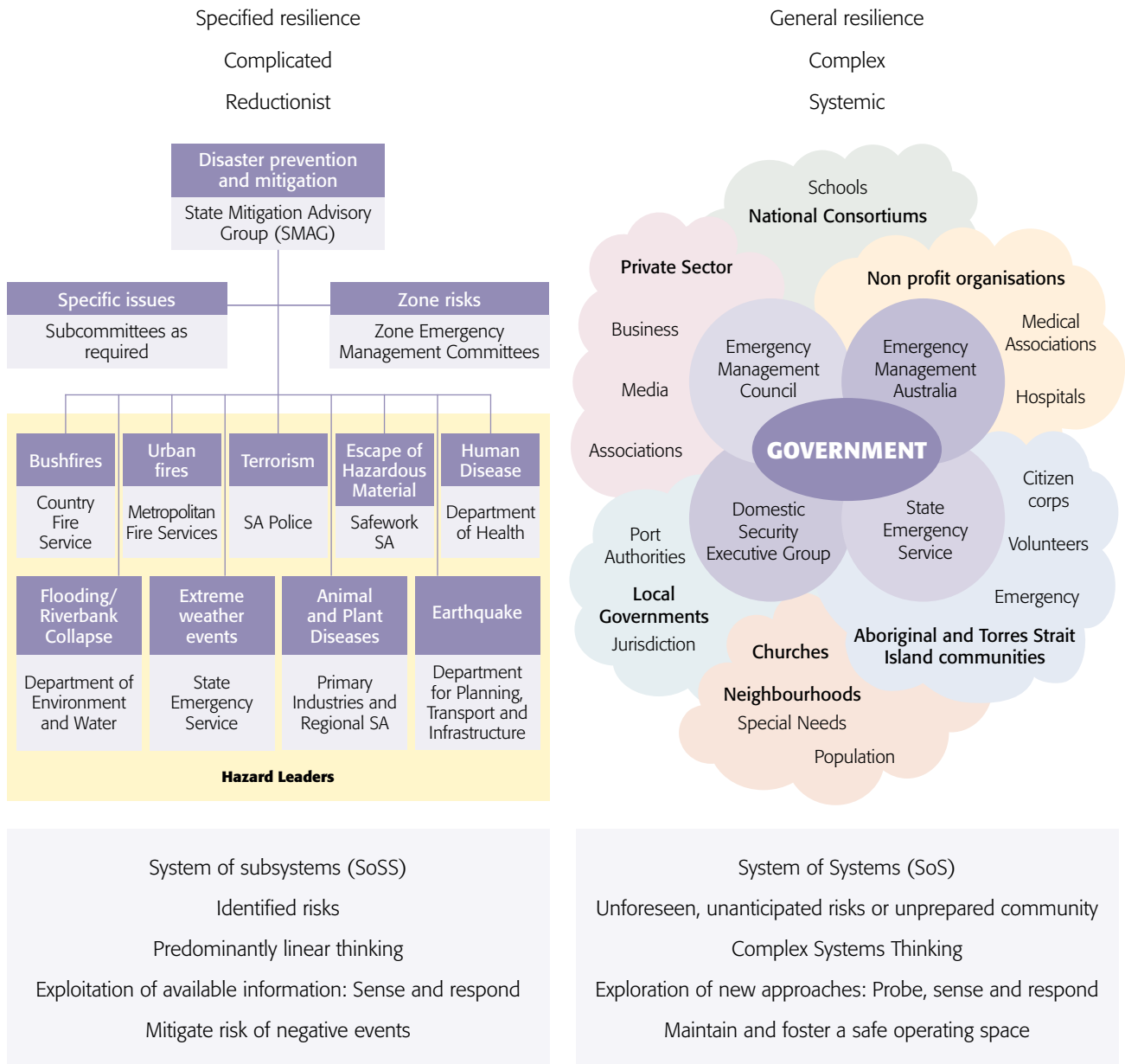


Table 1. Ambidexterity in disaster risk reduction (Cavallo 2014).

Complex Systems Thinking (CST) is used to visualise the network of relationships ('System of Systems' Cavallo 2012) that characterises preparedness, relief and recovery. In CST, Government takes a coordinating and enabling role in the network, rather than being the authority at the top of the command-control chain that is rightly typical of response strategies, which are not addressed in this paper. Available information is used to design plans, while exploratory approaches are implemented to customise DRR programs to different communities' needs.

CST takes into consideration that emergencies develop systemically. Therefore, the way we prepare for them needs to be at least in part systemic. However, this is no easy task. While research (Cavallo 2015B) showed that there is significant potential to use CST in conjunction with current frameworks and strategies, existing organisation structures and strategies are still based predominantly on reductionist principles. For example, this is visible in the hierarchical organisation charts, which characterise the vast majority of organisations involved in emergency management. As mentioned above, this configuration reflects the

need to have clear command chains in emergency response. However, in the phases preceding and following a large-scale emergency it is important to work in networks rather than in hierarchies to allow better adaptation, flexibility and customisation of programs to the needs of the affected communities. These considerations are at the basis of the effort of the Emergency Relief Functional Service in South Australia, which is implementing an inter-agency strategy to overcome gaps in relief and recovery by influencing the distribution of capabilities across the relief and recovery spectrum.



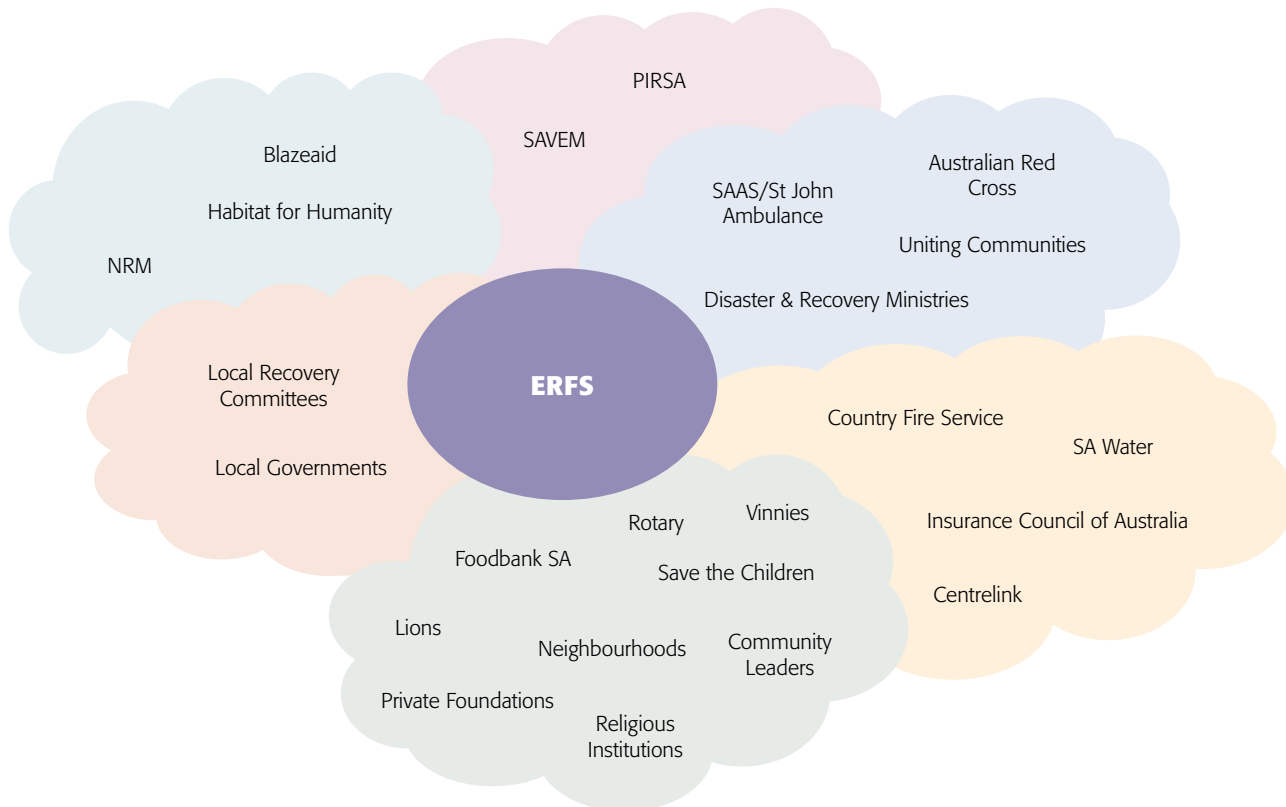


Figure 1. Relief and recovery System of Systems from the ERFs perspective.

AN INTERAGENCY STRATEGY FOR SOUTH AUSTRALIA

The South Australian Emergency Relief Functional Service (ERFS) is responsible for opening and operating relief and recovery centres following an emergency. Relief and recovery centres are 'hubs of services', where community members can gather relevant information and be connected with needed assistance available on site or on demand.

by introducing an inter-agency strategy.

During an emergency, emergency management organisations collaborate in a systemic way and are often asked to undertake more than what had originally been planned due to the specific circumstances in which the emergency develops. However, the reductionist structure at the basis of the collaboration often hinders the mutual collaboration, because organisations refer to the roles that

hierarchical top-down models, which do not allow for more organic, integrated and adaptable organisations (Weick 2005; Cavallo 2015B). For example, memoranda of understanding (MoUs) are often used to set a basis for collaboration between two organisations. However, this form of agreement has the limitation to refer to the current status quo leaving little space to move capabilities and resources throughout the vast palette of tasks to be undertaken during and after an emergency.

Following the principle of 'probe, sense and respond', the process illustrated in Figure 2 (page 16) will be used progressively to design an interagency strategy jointly with all organisations that participate to relief and recovery operations following a large-scale emergency.

The first step of the process has been completed, whereas the following steps will be completed later this year.

First, staff members and volunteers from government and non-government organisations were invited to

continued on page 16

...the reductionist structure at the basis of the collaboration often hinders the mutual collaboration, because organisations refer to the roles that had been agreed on prior to the beginning of the emergency.

ERFS collaborates with a number of government and non-government organisations to ensure adequate services are provided to the affected communities. The relief and recovery System of Systems is illustrated in Figure 1 (above).

ERFS is currently reviewing its strategy to build general resilience and capacity to face unexpected events

had been agreed on prior to the beginning of the emergency. This may happen in particular when confronted with unexpected organisational and operational challenges, which test the ability of the whole System of Systems to quickly adapt to the changed conditions.

In the literature, this problem is identified in the inadequacy of



Figure 2. Process to design a relief and recovery interagency strategy.

participate in a series of interagency debriefs following the Pinery fire in November 2015. These allowed the joint identification of strengths and areas of improvement, with a particular focus on: community engagement, safety and wellbeing of staff and volunteers, efficiency and effectiveness of operations, communication and data sharing. Learnings collected in debriefs resulted in a thematic action plan to be implemented within one year.

The second step involves an interagency workshop to identify current challenges, in particular, those that can be addressed in a more collaborative way. In this step, the System of Systems will start to take shape in a thematic network, where instead of organisations, services are represented in clusters.

In step 3, these clusters are used to identify synergies between different organisations' missions. What resources can agencies share? What are outstanding unmet needs? How can the mutual collaboration between agencies help meet them and overcome organisational obstacles? This information will be mind-mapped and translated into an operational inter-agency strategy to be discussed with all organisations involved before being released in step 4.

BUILDING GENERAL RESILIENCE IN PRACTICE

The interagency structure has a similar form to the System of Systems represented in Table 1 (page 14). It will allow for more flexibility and adaptation to the specific circumstances in which the emergency develops, because it will allow a more organic resource distribution.

In this new context, Government systematically connects different agencies and encourages them to use and exchange each other's resources to achieve better results for

context and communities involved. For this reason, solution paths need to be identified to support agencies to work together to develop plans that fit the South Australian and regional context better and that are collectively complementary. The aim is also to create enough overlap to ensure a robust collaborative structure that does not rely solely on one agency for key services and to rationalise current capabilities by encouraging the distribution of resources from areas that are over-served to areas that are under-served.

The inter-agency strategy will also help the communication with and among participating agencies. Planning together will make it easier to work together during an emergency.

the community. For example, limited volunteering capacity can be overcome by inviting another organisation in to undertake a similar role. To this end, the inter-agency strategy aims to indirectly contribute to building volunteering capacity state-wide. In this way the efficiency of relief and recovery operations, as well as their sustainability, are preserved.

Moreover, recent disasters have shown that 'off-the-shelf' services are often not appropriate for the specific

The inter-agency strategy will also help the communication with and among participating agencies. Planning together will make it easier to work together during an emergency. It will help to clarify roles and responsibilities ahead of time for both agencies and ERFs regional staff, which is only activated at the time of an emergency.

Finally, training for functions requiring interagency collaboration will be designed and run in collaboration and agreement with partnering organisations.

CONCLUSION

Emergencies are characterised by uncertainty. Plans can only address a part of the risks that may emerge in an emergency. However, disasters increasingly pose complex unexpected challenges that need to be addressed in new ways that complement current strategies and frameworks, while introducing new strategic elements to emergency management planning.

Disaster consequences are complex and systemic. Therefore, the organisational structure behind relief and recovery needs to be systemic

to be able to tackle challenges more effectively and promptly.

This paper reports how the Emergency Relief Functional Service at the Government of South Australia is taking an ambidextrous approach to planning in preparation for disasters. In particular, ERFs aims to build general resilience to face unexpected risks in emergencies by building inter-agency capacity for adaptation and flexibility to the specific circumstances of different emergencies while continuing to plan for identified risks.

The collaboration between ERFs and participating government

and non-government organisations in planning for future emergencies will allow for better communication, higher efficiency and effectiveness of operations and more cohesive inter-agency teams.

ACKNOWLEDGEMENTS

The views represented in this article are solely those of the author and may not be construed as in any way representative of the views or policies of the Government of South Australia. ●

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TASMANIAN AGM AND AWARDS NIGHT

Inc. Tasmanian RSL Emergency Service Worker of the Year Awards

Ron Jones

Tasmania Division President



Don Espie receiving the RACT accommodation voucher from Will Oakley, RACT Community Officer.

The Tasmanian Division of the Institute of Emergency Service held its AGM/Awards night at the Claremont RSL on 18 February. This will be the division's new venue for all dinner meetings and functions, and will help support one of Tasmania's local RSLs.

The AGM was held just before guests arrived, with all reports presented and confirmed.

Almost 50 members and guests attended, with many travelling from across the state to be part of the proceedings.

Chaplin and Treasurer Les Batchelor opened the evening with a prayer for all emergency services personnel, past and present, and also to their families and partners.

The first award announced went to Peter Geard, who was presented with his 30 years' long service award, which recognised his commitment to the AIES and the Tasmanian Board.

The next award went to a very surprised Marj Batchelor. Marj was made an Honorary Member of the AIES and was also presented a Certificate of Appreciation from the National Council for all the work she has done behind

the scenes supporting her husband, AIES Tasmania Treasurer Les Batchelor.

RSL Vice President David Webb gave a talk on the partnership between the Tasmanian RSL and the emergency services in Tasmania, the Affiliated RSL Membership for the emergency service personnel, both career and voluntary, as well as a brief history of the RSL award. David also gave a special thanks to the AIES Tasmanian Division for making the partnership happen and said he looked forward to it strengthening even further.

David went on to present the RSL awards. George Town SES volunteer and Tasmania Fire Service officer Andrew Taylor won this year's RSL Emergency Service Worker of the Year.

Other nominees were Tasmanian Fire Service District Officer Paul Hill from Devonport and Edward (Ted) Domeney from the Middleton Fire Brigade. The three regional winners all received an RSL engraved shield and certificate.

Andrew was presented with the RSL Perpetual Shield Personnel Trophy and Certificate.

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Marj Batchelor with her Honorary Membership Certificate and her National Certificate of Appreciation.



L-R Edward (Ted) Domeney, Andrew Taylor, David Webb RSL, Paul Hill and Ron Jones.



L-R Michael D'Alton, SES Regional Office North, Andrew Taylor RSL Award Winner, SES Director Andrew Lea, Hamish Wellard, LAFM/Chilli Radio Station Winner and Ron Jones (all SES nominees).



Gavin Freeman (middle), Deputy Chief Officer, Tasmanian Fire Service with Fire Service Nominees, L-R Paul Hill, Lucas Bryan, Gavin, Daniel Kremmer and Robert Aitkin.



PJ Parsey Award nominees. L-R Don Espie, Gail Anderson, Mark Ford, SES SAR Team, Lucas Bryan, Burnie/Ridgeley Fire Brigades, Ron Jones, Hamish Wellard, SES Campbell Town, Robert Atkin, Wesley Vale Fire Brigade, and Daniel Kremmer, Queens Town Fire Brigade.





Andrew Taylor, David Webb, RSL Vice President, South and Ron Jones.

ANDREW TAYLOR AFSM, ESM

RSL TASMANIA

EMERGENCY SERVICES VOLUNTEER OF THE YEAR AWARD – 2016, NORTHERN REGIONAL WINNER

Andrew Taylor has had a long and continuous involvement with the Emergency Services within the George Town Municipality. His engagement commenced in 1983 and has continued for the best part of 31 years. Andrew initially joined the SES in 1984. As a practising OH&S Organiser at the time he personally wrote the original operating procedures and protocols for the George Town SES Unit ie, Road Crash Rescue (RCR) call out procedures.

As an SES member, he was involved in a fund raising exercise "Highway Robbery" which raised funds to facilitate the building of the first SES RCR Unit in George Town. Whilst involved in his initial SES activities he concurrently provided similar services (including operational responses) to Ambulance Tasmania and the Tasmania Fire Service. Since the mid 1990s Andrew has held the position of Deputy Municipal Coordinator.

In 2009 when the George Town SES was facing closure, Andrew took up the challenge to secure its future, negotiating with the Tasmania Fire Service to have the SES Unit co-located to the George Town Fire Station where they now operate in support of other emergency services. Without Andrew's drive and commitment the George Town SES Unit could easily have

fallen by the wayside. His motivation and leadership skills have been instrumental in the turnaround and subsequent development of the unit.

Andrew has been recognised for his services as a member of the Tasmania Fire Service when he was awarded the Australian Fire Services Medal in 2005. He has also been awarded the SES Volunteer Medal and the TFS Volunteer Medal for 20 years' service. He received the National Medal with 20 year clasp and the George Town Fire Brigade Jubilee Medal celebrating 50 years of service to the Municipality.

Andrew's people management skills together with his OH&S skills have been a huge benefit towards the establishment, maintenance and retention of the membership of the George Town SES Unit. His influence and ongoing development of his crews, both SES and TFS has brought about a 'togetherness' which will maintain the future direction of both Emergency Services in the George Town municipality for many years to come.

Andrew received his ESM at this year's Australia Day Awards. Andrew Taylor is a very worthy recipient of this award.

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PJ PARSSEY MEMORIAL AWARD



SES SAR team members with the PJ Parssey memorial Awards L-R Don Espie, Andrew Lea, Tasmanian SES Director, Mark Ford, Gail Anderson.



7HOFM Volunteer Award Presentation to their winners SES SAR team members.

This year all nominees were winners from the Tasmanian Broadcasters Radio Station's Volunteer Emergency Service Awards.

Regional winners were Daniel Kremmer from the Tasmania Fire Service – Queenstown (7XS winner), Robert Atkin from the Tasmania Fire Service – Wesley Vale (7AD/SeaFM winner), Hamish Wellard from the State Emergency Service – Campbell Town (LAFM/Chilli winner) and Lucas Bryan from Tasmania Fire Service Burnie/Ridgley (7BU/SeaFM winner).

The Southern Region Search and Rescue Team from the State Emergency Service – Hobart (7HOFM winner) was the overall state winner. PJ Parssey Memorial Award patron Betty Parssey presented the team with the PJ Parssey Memorial Shield and their personnel award.

All regional winners were presented an AIES Shield and nomination certificate.

As part of the awards, Will Oakley from the RACT presented the team with an accommodation voucher valued at \$500 for use in any one of its resorts around the state. Thank you to the RACT for supporting the event for the sixth year running.

Volunteering Tasmania is also providing certificates to recognise

the fantastic work of the state's emergency service volunteers.

The evening concluded after many photos and words of congratulations to all the nominees for volunteer work and the support they give their respective communities. They all do Tasmania proud.

Finally, thank you to the ladies at the Claremont RSL for a fantastic meal and the staff for helping out and making us feel at home.

Thanks also to Peter Geard for organising the trophies for the night and presenting the awards with Scott Clarke, Les Batchelor for taking the care of the money side of the night, and fellow board members Neil Wright, David Paton and Roger Brown.

Special thanks must also go to the Tasmanian Broadcasters Radio Network for its continual support of emergency service volunteers through the annual awards.

We appreciate the work that the Tasmanian RSL does in highlighting the work of emergency service personnel through the award and to David Webb representing the RSL and presenting the RSL awards.

Last, thank you to all emergency service personnel for keeping Tasmania and our community a better, safer place to be.





PJ Parssey Memorial Award Winning Nomination

SOUTHERN SES SEARCH AND RESCUE TEAM

Nominator – Sergeant Paul Steane, Tasmania Police Search & Rescue Services, Hobart

I have been actively involved in Search and Rescue in Tasmania since 1980 and have watched with interest the changes in the volunteer scene. For many years Tasmania Police Search and Rescue would call on the Tasmanian bushwalking community to man the search teams during land searches. During the late 1980s and early 1990s this resource slowly dried up as the bushwalkers became older, or were less inclined or too busy to volunteer their time for possibly days on end. Police were having trouble attracting the hard young outdoors people to participate in searches and training. During this time the State Emergency Service would provide the 'orange overall' assistance which, whilst well intentioned, did not have the skill set required to actively participate on the ground in the search.

To try to address this problem in 1998 the Southern SES initiated a Search Assistance Team whose function would be to provide for police a ready and willing team of skilled, fit and equipped people to assist in Search and Rescue situations. This team is comprised entirely of volunteers. Their first volunteer leader was Mark Nelson who is now the Southern SES Regional Manager.

Initially there was little funding for the group and they used their own equipment and raised a little money from chook raffles and the like. Regular training was held two days every month and call-outs were on top of this. The group soon attracted a group of high calibre individuals, many with impressive outdoor credentials from adventures across the globe. They were always a reliable, fit, motivated and available resource which would make my job so much easier at any search.

The now SES Southern Search And Rescue Team has survived and matured until today and it has a full complement of 26 members. They are in the position to put potential skilled and willing members on a standby list due to having no vacancies. Through a succession of good and capable volunteer group managers they have been able to arrange

sustainable funding to a position where they are able to supply their members with most of the personal equipment they require on a major search.

Over the 18 years that the group has been in existence I estimate they have assisted on over 100 search operations and Police SAR exercises. The number of volunteers from the traditional walking clubs has continued to fall and the Search and Rescue Team has truly filled that gap. In addition they have contributed about 400 days of group training. It is estimated that over the team's existence, upwards of 9-10,000 person days have been committed to team activities.

The SAR Team have been involved in numerous searches throughout the years. One notable search was on Mount Anne whereby the team was dropped by helicopter into mid-winter blizzard conditions and they had to walk over the plateau under trying and dangerous conditions to locate a couple of missing walkers. Both walkers were kept warm and safe overnight and successfully walked out the next day.

The team have also successfully located missing individuals or parties in locations such as the South Coast Track, Mount Anne (again), Mount Wellington, Collinsvale, Mount Nelson, and the Central Plateau, just to name a few.


Search and Rescue in Tasmania is truly a community partnership. Organised by Tasmania Police any search is only as good as the people on the ground and it is with the unfailing help of the State Emergency Service Search and Rescue Team that Tasmania has a SAR system that is the envy of many places.

The Tasmanian Broadcasters Volunteer Emergency Services Award is a suitable way that the Tasmanian community can express its thanks to this group of people who contribute to making Tasmania safer for all of us who venture outside.

P.S. STEANE

Sergeant 1335

Hobart Search & Rescue Services ●



BLACK TUESDAY 50-YEAR ANNIVERSARY TASMANIAN 1967 BUSHFIRES

Station Road, Sorell.

In early 1967, Tasmania experienced its worst natural disaster in history.



Gore Street, South Hobart.





Fern Tree Hotel.



Lenah Valley.



Brooker Highway.

A virtual storymap is free and accessible to view online at www.fire.tas.gov.au/brn/67fires. If this experience has left you feeling distressed, please contact Lifeline by calling 13 11 14 anytime or chat online at www.lifeline.org.au/gethelp.

In its lead-up, the state had an increase in vegetation growth due to a wet winter/early spring followed by the driest summer since 1885.

On 7 February, there were approximately 110 bushfires burning in southern Tasmania.

The temperature hit 39 degrees and the Forest Index reached a rating of 128, which, on today's scale would be rated 'catastrophic'. Most of these fires were blazing due to burn-offs on the previous days, accidental causes or deliberately lit.

The fire fronts burnt through 2,640 square kilometres of land within five hours.

They claimed 62 lives, injured another 900 people, and left thousands of people homeless.

In total, 1,400 homes were destroyed and 1,700 structures lost. There was extensive damage to agricultural properties. The bushfire also destroyed 80 bridges 5,400 km of fencing, 1,500 vehicles, killed 62,00 head of cattle.

The total damage amounted to approximately \$40 million in 1967 Australian dollars.

The black Tuesday bushfires in 1967 are considered as one of the worst disasters to have occurred in Australia. ●



4 million beer bottles fused together.

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There are five categories of affiliation with the Institute that may be offered to persons who do not meet the requirements for membership:

- Associate • Student Member • Retired Member • Honorary Member • Honorary Fellow

ELIGIBILITY

Applications for membership will be considered from persons who are at least eighteen years of age and who:

- Are members of a permanent emergency service or associated service, or
- Are volunteer members of emergency or associated services.

Admission as a member may be granted if in the opinion of the General Council the applicant meets all other conditions of membership and passes such examinations and/or other tests as may be required by General Council.

MEMBERS

Our members come from

- Ambulance Service • Community Services • Emergency Equipment Industry • Emergency Management Organisations • Fire Services • Health, Medical and Nursing Services • Mines Rescue • Police Service • Safety Officers • SES • Transport Services • Volunteer Marine Rescue • Volunteer Rescue Associations



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NSW SES JOINS MARDI GRAS

Nearly 100 NSW SES members took part in one of Sydney's biggest annual events – the 2017 Mardi Gras parade – in March.

Staff and volunteers from metro and regional SES units across NSW brought energy and colour to the parade with their rainbow flag wearing orange field pants and walking with a brightly decorated rescue truck.

NSW SES Diversity and Inclusion Officer Jennifer Finlay said this was an opportunity to celebrate the diversity of our country and within the NSW SES.

"The event provided an opportunity to NSW communities to recognise the efforts of all of our volunteers, and all of the emergency services in NSW, who are ready to protect the community every day of the year," Ms Finlay said.

"The reception we received was enormously encouraging for our volunteers as the community are very grateful for the support we provide to those in need.

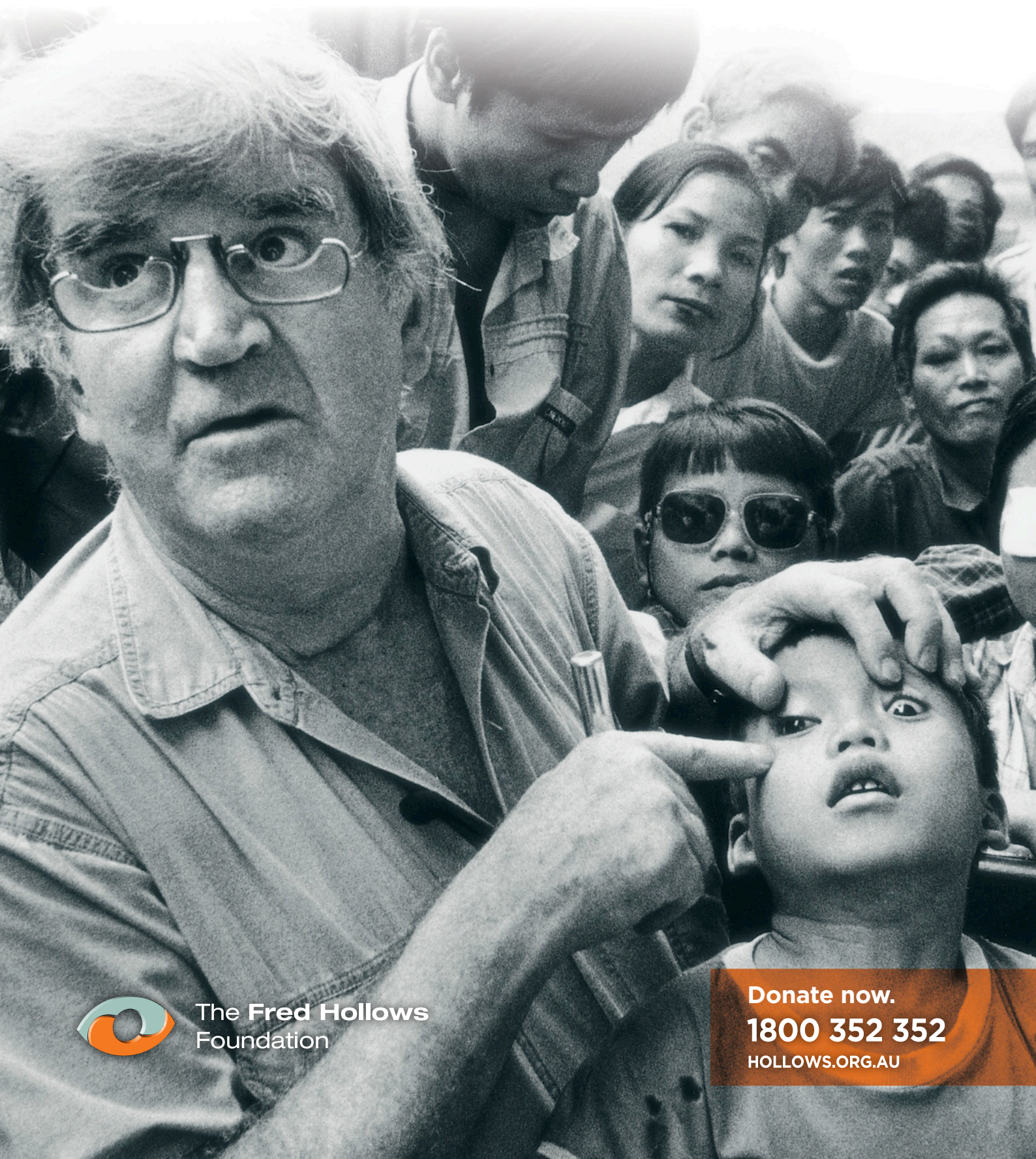
"The night also provided an opportunity for our volunteers to spread the word about flood and storm safety."

NSW SES Pride Pins are available for all members to show their support for gender and sexuality diversity, and are available by contacting the NSW SES at diversityandinclusion@ses.nsw.gov.au or call 02 4251 6595. ●



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