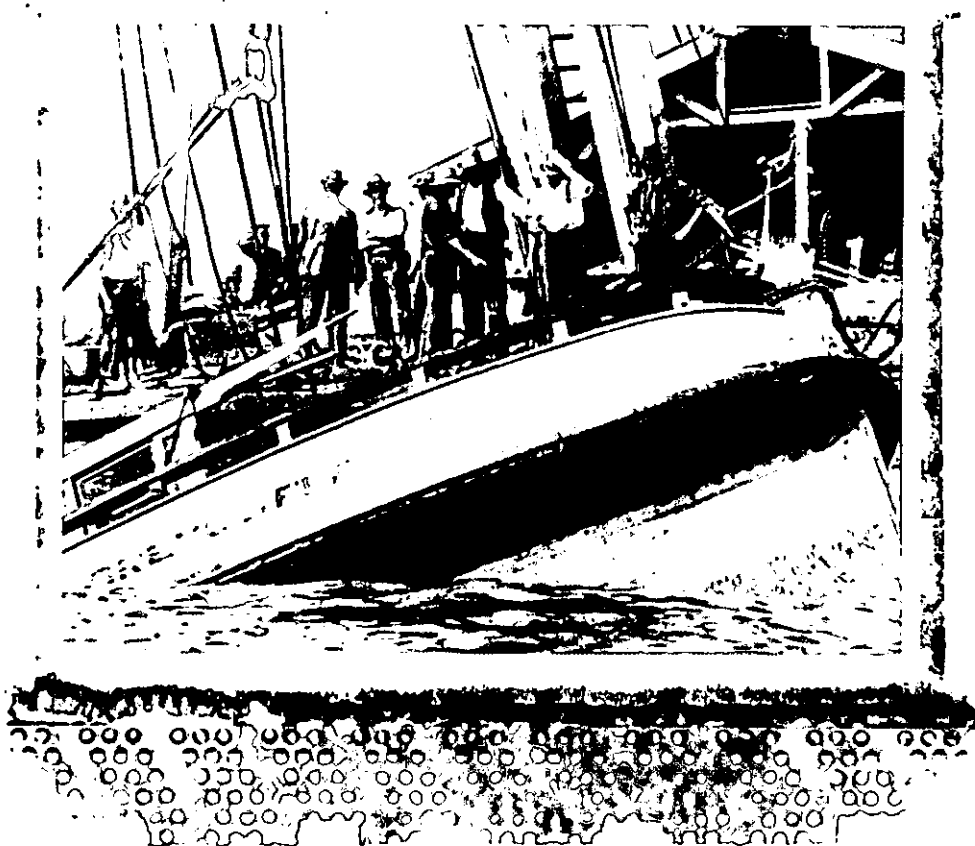Do we need to know more
about the link between
volunteers and communities?

| Are our laws protecting volunteers? | Volunteers and emergency and public health management | How do we maintain volunteer interest? |

historical snapshot

On 7 November 1927, a large section of the hull and ladies' cabin was raised by the Sydney Harbour Trust's sheerlegs. It was left hanging in its hawsers overnight, a portion of the name Greycliffe clearly visible on the hull. © Graeme Andrews Collection

Sydney Harbour's greatest maritime disaster occurred on 3 November 1927, when the Royal Mail Steamer *Tahiti* collided with the Watsons Bay-bound ferry *Greycliffe* off Bradleys Head. In mere seconds, forty people, aged from just two to eighty one, were swept to their deaths, whilst dozens more were injured.

Whilst losses were minimal in comparison to some of the more infamous maritime accidents in history, the tragedy stunned people because of its swiftness and horror. There was no storm and no swell. Visibility was clear and it was a fine, sunny afternoon.

The *Sydney Morning Herald* initially reported that the bodies of eleven people were recovered. Twenty-six were reported missing and more than fifty were injured and treated in hospital. The official death toll was finally set at forty.

Australian Government

Attorney-General's Department

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Please note that contributions to the *Australian Journal of Emergency Management* are reviewed. Academic papers (denoted by (⊚)) are peer reviewed to appropriate academic standards by independent, qualified experts.

FOREWORD

Healing the wounds of a fractured community

by Rev. Canon Howard Dillon, Executive Director of ANGLICARE

ANGLICARE, through its team of 1 500 trained volunteers, plays a key role in 'community recovery'—the restoring of social infrastructure in major emergencies

An elderly woman sits alone by a candle in darkness—she has been there for three days without power, with very little food, a leaking roof and water throughout her house.

Earlier that week – on Monday, August 17, 1998 – a severe storm hit her hometown of Wollongong. Torrents of water poured off the cliffs above the city, flooding through homes.

This was the first occasion ANGLICARE was able to mobilise trained teams of local emergency services volunteers to assist in disaster recovery.

So it was that two well-prepared ANGLICARE Emergency Services volunteers knocked on the elderly woman's door to offer help. Immediately a spark of light entered her isolated, lonely dark world.

In the years after the devastating Sydney bushfires of January 1994, ANGLICARE in Sydney had responsibility for coordinating the response and recovery effort of Anglican churches in NSW.

As a result of the bushfires and the Wollongong flooding, Emergency Services began its journey of involvement in major emergencies: to train, plan and provide volunteers and operational support for the NSW Disaster Recovery (Human Services) Plan as a Supporting Organisation,

providing relief for those directly affected.

By 2002, ANGLICARE, in partnership with the State Government, deployed 250 of its 1 500 trained volunteers from local Anglican parishes to support the victims of the January 2002 bushfires. Up to 100 volunteers were activated for the fires that continued from October.

More recently, the tragic Canberra fires of January 2003, created yet another opportunity for the local Emergency Services team in the ACT to support their community. These fires, in particular, have reinforced to us the key role ANGLICARE plays in assisting communities heal long after the flames have been quenched and the initial media attention has waned. Indeed disaster recovery is critical.

In all these operations, ANGLICARE teams continue to provide personal, pastoral and practical support to those affected by providing friendship, counselling, spiritual support, transport and distribution of donated goods plus other practical assistance.

Disasters create unique opportunities to respond with compassion, touching the lives of those affected with appropriate care and resources at a time of great need and vulnerability. The care we provide is holistic—taking into account the physical, emotional, social and spiritual needs of those we walk alongside.

We have also been involved in the provision of drought relief

assistance to NSW families in need of financial support through our *Archbishop of Sydney's Drought Appeal*; referrals to drought support staff; and participation at Farm Family Gatherings. Our collective experience has been that the direct involvement of parishes in active pastoral outreach is important to farm families and to small business families also directly affected by the economic downturn.

ANGLICARE is committed to the achievement of industry best practice in its planned response within the recovery management of major emergencies. The achievements so far underline the powerful potential of the Anglican community in responding effectively to those impacted by major emergencies and in the related recovery processes.

Effective response to emergencies is essentially about ordinary people doing ordinary things—in extraordinary circumstances. The Church is well placed to support and encourage both victims and those who seek to assist them— experience has shown that it really does work.

Rev. Canon Howard Dillon
Executive Director

ANGLICARE:
The care that changes lives

By ANGLICARE Emergency Services

Whilst Anglicans have always been involved in helping in emergencies, there was no organised Anglican involvement until 1998. The responsibility to coordinate Anglican action in this field was given to ANGLICARE in Sydney and much has been done to establish it as a reliable contributor to the overall response and recovery effort in emergencies.

Who are we?

ANGLICARE is one of the nation's largest, most vigorous welfare agencies. Established in 1856, it is at the forefront of providing care to families in need. For nearly 150 years ANGLICARE has provided an extensive range of services for families and children. Today our services include foster care and adoption, including children with special needs, counselling and services for children and youth with disabilities, emergency relief, migrant services, op shops, chaplains in hospitals, prisons and juvenile institutions and aged care.

Part of the formal process:

The State Disaster Plan (DISPLAN) details the management arrangements adopted by the NSW Government in response to major emergencies. It provides for several specialised plans and establishes the overall management arrangements.

Disaster Recovery is the coordinated process of supporting disaster-affected communities in the reconstruction of physical infrastructure and restoration of emotional, social, economic and physical wellbeing.

DISPLAN vests responsibility for the Disaster Recovery Human Services functional area in the Department of Community Services (DoCS) with input from a number of Community Partners. ANGLICARE is a key Community Partner participating with the other signatories to a formal Memorandum of Agreement which specifies the role of each agency. The focus is the provision of support and resources like accommodation, personal support, clothing and personal requisites and catering. ANGLICARE provides practical support and assistance to all the Agencies involved as part of the

Disaster Recovery (Human Services) Plan. This requires both flexibility and access to good local resources.

The role the church can play:

ANGLICARE has access to the physical infrastructure of the church in partnership with local parish communities. These are often located in close proximity to the scene of the emergency and offer a range of useful resources. ANGLICARE relies on its 1 500 volunteers who are the backbone of our ability to be of use in emergencies.

A specific role:

The particular responsibilities of our Emergency Services program include:

- the development and coordination of training materials and specialised resources appropriate to assist the volunteers;

- the provision of technical and operational support to the pastoral leadership in the management of major emergencies;

- the development of the Anglican Diocesan Emergency Plan (ADEP) for use within the State; and

- making an effective contribution as a member of the NSW State Disaster Recovery Committee.

In essence, ANGLICARE's role is to harness the resources of the Anglican Church community in providing practical support and trained personnel who are deployed in teams when a major emergency occurs. The approach works well.

Operational exposure:

ANGLICARE has participated effectively in operations including bushfires, storm, flood and drought relief, the reception of the Kosovo and East Timorese Displaced Persons and the Glenbrook train accident. More recently we were able to offer support to the ANGLICARE team in Canberra at the time of the horrific ACT fires there this year.

Volunteers: the critical resource

ANGLICARE has developed a strong commitment to training these volunteers since it is essential that those we deploy in these events:

- are well trained and fit for the task;

- know who is responsible for what and

- know just what their role is.

The training covers emergency management, disaster recovery and the flexible yet coordinated support role we play in relation to all the other agencies involved. We believe that there can be little room for enthusiastic but unorganised amateurs.

Non Government Organisations (NGOs), whether church-based or not, are most often made visible by volunteers active in a variety of ways in disaster recovery. Operational experience recognises that, very often, the excitement of the moment, the drama, the keen desire in people to assist the victims, to "DO SOMETHING", can lead to action being taken which, whilst best-intentioned, reflects a lack of planning and organisation

A small miracle in the midst of a firestorm

On Boxing Day 2001, ANGLICARE emergency services volunteer Doug Philpott was working at the Wollongong Entertainment Centre. It was full of people who had evacuated Helensburgh NSW because of devastating bush fires that were impacting their homes.

"There were horse floats outside, people with dogs, cats and other family pets, people who had just left their homes with whatever they could carry," said Doug. "In one corner there was a small medical facility set up for people who needed medical attention and for those who forgot to bring their regular medication in their hurry to leave.

"Someone from the Red Cross came up to me with a distraught man who was desperate to find his wife and child.

"The three of them had been at home while the fires were raging outside. The man had sent his wife and daughter off early while he remained to do some protective work around the house and then moved to help his in-laws. He was at their home when the final evacuation call sounded.

"He had come to the Wollongong Entertainment Centre thinking he would meet his wife and daughter there, but was dismayed to find they were nowhere to be seen.

"I spent hours with him trying to track down information and possible places they could be. The poor man was sick with worry and I tried to do what I could.

"We eventually managed to surmise they had been evacuated to Stanmore Park along the coast, but we could not find out for sure because there was no way of communicating between the two evacuation centres at that time.

"It was a small miracle to track down his wife's sister so that he had somewhere to stay for the night.

and fails to recognise the consequences of ill-considered enthusiasm. Scarce resources can be inappropriately used, critical need missed and volunteer effort made fruitless and frustrating.

Local groups of trained volunteers play a vital role in delivering practical care and assistance to those affected by disasters. Teams leaders are specifically appointed and trained in the role, both regionally and locally. They are also responsible to attend required training and refresher training for accreditation, attend Local Team meetings and understand and implement their roles and responsibilities during disaster recovery operations.

The types of training provided by Emergency Services Accredited Trainers include:

- one day Disaster Recovery workshops;
- yearly refresher training for team leaders and members;
- ADEP (Anglican Diocesan Emergency Plan) implementation training for volunteers and leaders;
- recruitment and training briefings for Regional and Local Team Leaders;
- operational briefings on potential emergency procedures for appropriate personnel.

All one-day workshop participants must complete the required assessment, provide appropriate referees and receive an ANGLICARE certificate dated for three years with allocation to a Local Team, relevant to geographical location across NSW.

This training is approved by the State Disaster Recovery Committee managed by the NSW Department of Community Services and complies with required training and accreditation standards.

These training workshops are designed to ensure that our teams are properly prepared for their

roles. Particular emphasis is given to:

- the adoption of a community development perspective
- the active participation of the affected community
- maximum reliance on local capacities and expertise
- ongoing team development using training programs and exercises.

Our experience is that this process actively strengthens the teams' resourcefulness and that training, often with people from other organisations, develops self-confidence and improves performance.

Operational exposure has taught us much about the valuable contribution which can be made by non-government organisations. The reality is that local people, properly prepared for their involvement, can make a difference, if we all work together and are effective in fulfilling our roles.

ANGLICARE was recognised at both National and State levels by the Australian Safer Community Awards in 2001 for our contribution to training and volunteer development.

Some lessons learned:

- The continuing need for the NGO contribution to be negotiated with Government as part of a planned response to the situation so as to enable the recovery process to be timely and effective;
- Effective involvement during operations depends on the negotiation of a clear and agreed role for NGOs in advance of the event;
- Successful coordination between Government and Non-Government agencies can only be achieved if it occurs in a consistent and co-ordinated way at all levels—State, Regional and Local;
- Disaster recovery operations work best when local people are involved in caring for each other, within the limits of professional and technical considerations. Operational experience confirms that people affected by high impact incidents prefer to deal with people they know, rather than alleged experts from 'away';
- The knowledge of local ways and culture, the importance of existing relationships between key individuals and organisations as well as the rich interaction between Church and civic leadership provide the best environment for effective response and recovery;

- The church is an integral part of the social infrastructure of a community and, when properly organised, can effectively address the spiritual as well as the other needs of people in these circumstances;
- Communicate: Communicate: Communicate: the process involves ears as well.

Spontaneity must be well planned:

Proper planning and preparation in anticipation of likely incidents is vital at all levels—operational, resource allocation, communication and decision-making. The effort made in advance of the critical incident has a dramatic impact on the effectiveness of the action we can take when such an incident occurs.

There is a strong correlation between the best planning and the best outcomes.

The strategic appreciation of NGO roles and responsibilities by those in key roles is of critical importance. The expectations of the public in such situations, the difficulties sometimes inherent in media coverage and the potential for litigious consequences emphasise the importance of quality assurance and a well managed response.

Effective planning and training are vital to ensure that actions taken in times of crisis respond to real needs and are operationally and pastorally effective. The key is the clarity of roles and functions—and the quality of the policy base, which supports them.

ANGLICARE's involvement in emergency services is soundly based on professional training and experience. It relies on established principles of risk analysis, on sensible anticipation of likely incidents, and on effective planning at all levels.

What works?

The philosophy of making a difference in the local community is the backbone and heart of the work of ANGLICARE volunteers within the State Disaster Recovery Plan. It is about teamwork, together in partnership within local communities with local people assisting local people when disaster occurs.

One Anglican minister made this comment following the 2001/2 bushfires:

"What is even of further encouragement to me and to our church is that a door, a wide door, of opportunities has been opened into the community because of our involvement under the banner of ANGLICARE. I am very grateful, the whole team is, for the training and authorisation we received less than 8 months prior by completing the one-day Emergency Training Day Course. God knew what was ahead and I am relieved that we picked up on the opportunity to be trained. We now look back on the training as essential, if not compulsory, ministry training for an area such as our own."

We are committed to assisting afflicted communities throughout the recovery process, supporting individuals, families and communities in the restoration and reconstruction of their lives. Our experience has been the church is well placed to help people in this way. This is about 'being there' for people in trouble in practical and appropriate ways.

We find it works: and the church has a real role to play.

For further information on ANGLICARE Emergency Services contact Terry O'Mara or Jenni Davies on (02) 9895 8000.

Protecting volunteers?

Michael Eburn discusses how the negligence
laws may impact Good Samaritans and volunteers.

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by Michael Eburn

Australian Parliaments have introduced various
provisions designed to modify the law of negligence
as it applies to Good Samaritans and volunteers.

This paper will consider the perceived need that the
parliaments were seeking to address and will
consider the impact the legislation may have on the
legal liability of people who come forward to assist in
an emergency and the liability of emergency service
organisations that have volunteer members.

Introduction

Various Australian governments have recently
undertaken major reforms in the area of tort law, and in
particular the law of negligence. In order to protect
volunteers legislation has been introduced to limit the
liability of 'Good Samaritans' and voluntary members of
community organisations. Although directed at a broad
range of people, this legislation will have significant
application in emergencies where people come forward
to assist. Some of these people will be simply at the
scene of an emergency and others will be volunteer
members of the emergency services who respond as part
of their duties.

In introducing legislation in this area, the various
parliaments were, to a greater or lesser extent,
implementing a number of recommendations of the
'Review of the Law of Negligence' by a panel of eminent
persons, headed by Mr Justice Ipp (the Ipp Committee).
This paper will consider the perceived need that the
parliaments were seeking to address and will consider
the impact the legislation may have on the legal liability
of people who come forward to assist in an emergency
and the liability of emergency service organisations that
have volunteer members.

Good Samaritans

There is, or has been, a widespread fear (Ipp 2002, 107;
Gibson 2002, 6189, Cowley-Smith 1997) that anyone,
and doctors and nurses in particular, face a great risk of
being sued should they stop to render assistance in an
emergency. This fear exists despite the fact that there are
simply no cases of anyone being sued in these
circumstances. The Ipp Committee reported that:

> ...the Panel is not aware, from its researches or from submissions
> received by it, of any Australian case in which a good Samaritan
> (a person who gives assistance in an emergency) has been sued by
> a person claiming that the actions of the good Samaritan were
> negligent. Nor are we aware of any insurance-related difficulties in
> this area. (Ipp 2002, 107)

The Ipp review, did not recommend the introduction of
Good Samaritan legislation. They said:

> ... because the emergency nature of the circumstances, and the skills
> of the good Samaritan, are currently taken into account in
> determining the issue of negligence, it is unnecessary and, indeed,
> undesirable to go further and to exempt good Samaritans entirely
> from the possibility of being sued for negligence. A complete
> exemption from liability for rendering assistance in an emergency
> would tip the scales of personal responsibility too heavily in favour
> of interveners and against the interests of those requiring assistance.
> In our view, there are no compelling arguments for such an
> exemption. (Ipp 2002, 108).

Notwithstanding this finding, Good Samaritan
legislation now exists in Queensland, New South Wales,
South Australia and Victoria.

Queensland

The Queensland legislation, originally enacted as the
Voluntary Aid in Emergency Act 1973 and subsequently as
the *Law Reform (Miscellaneous Provisions) Act 1995* is the
oldest but its operation is limited to doctors and nurses.
For the protection to apply a doctor or nurse must be
rendering assistance at or near the scene of the
emergency or providing assistance whilst a person is
being transported from the scene of the emergency to
hospital or other 'adequate medical care'. They must act
in good faith and without gross negligence and without
'fee or reward' or an expectation of receiving a 'fee or
reward'. (Eburn 2000, 66).

New South Wales

The Civil Liability Act 2002 (NSW) provides that a Good Samaritan can incur no personal civil liability in respect, of their acts or omissions (s 57), if certain requirements are met. The relevant conditions that must be met before the Act will apply there must be 'an emergency'; the Good Samaritan must be 'assisting a person who is apparently injured or at risk of being injured' (s 57); and the Good Samaritan must be acting in good faith and without expectation of payment or other reward (s 56).

The protection afforded by the Act will not apply if the Good Samaritan causes the injury in the first place, so the driver of the motor vehicle that runs over a pedestrian cannot rely on the section for protection when they provide first aid to the person they have injured; nor can a Good Samaritan rely on the section if they are intoxicated or if they fraudulently impersonate a professional rescuer (s 58).

South Australia

The *Wrongs Act 1936* (SA) protects any person who 'in good faith and without recklessness' comes to the aid of another who is in need or apparently in need of emergency assistance (s 38(2)). Emergency assistance is by definition, limited to medical assistance or other assistance to protect life and safety, not property (s 38(1)). The Act also protects a medically qualified person who, without expectation of payment, gives advice via telephone or other telecommunications device about the emergency treatment of a person (s 38(3)).

Victoria

The *Wrongs Act 1958* (Vic) is similar to the legislation in South Australia. Some key differences are that the 'advice' provision can be relied upon by any person, not just a 'medically qualified person' as in South Australia (s 31B(2)). The 'Good Samaritan' needs to act in good faith, but unlike South Australia, there is no requirement that the action be 'without recklessness'(s 31B(2)). Unlike New South Wales, the 'Good Samaritan' can rely on the legislation even if they created the emergency or accident in the first place (s 31B(3)).

Key concepts

Emergency

Although Emergency is not generally defined, the Acts are clearly directed at medical emergencies. They are intended to apply to good Samaritans who are providing first aid or medical care to a person. They will not apply to Good Samaritans who are acting to preserve property.

In terms of a medical emergency, a major accident or illness that is life threatening and requires urgent treatment is an emergency, but it is not clear whether a less drastic situation can be properly called an 'emergency'.

Good Faith

Henry (2000) has argued that what is meant by 'good faith' in statutory immunities depends on the statutory provision under consideration (Henry 2000, 11). There are two possible tests for 'good faith' the first is subjective, i.e. based upon what an individual knew or thought, the second is objective, which requires a consideration of whether the person seeking to rely on the section acted with the sort of diligence and caution that could have been expected of a reasonable person in the circumstances. Henry says:

> Numerous cases demonstrate a subjective approach to assessing good faith. An appropriate basis for application of the test is arguably highlighted in the fire services cases where an immunity is required to protect an agency from liability in relation to what might otherwise be unlawful acts. (Henry 2000, 11).

In the context of a statute aimed to protect and encourage persons who come forward to assist in a medical emergency, the subjective test of good faith will be the relevant one. This is consistent with the approach taken in California where it was said, in relating to a Good Samaritan statute, that to act in good faith was to act with 'that state of mind denoting honesty of purpose, freedom from intention to defraud, and, generally speaking, means being faithful to one's duty or obligation' *(Lowry v Mayo Newhall Hospital* 64 ALR 4th 1191, 1196 (Cal 1986). In the Australian High Court, McTiernan J, when considering a statutory immunity that applied to the New South Wales Fire Brigades, said that the concept of 'good faith' referred to an act that was done 'without any indirect or improper motive' *(Board of Fire Commissioners v Ardouin* (1961) 109 CLR 105, 115). It would appear that a person who is providing emergency assistance acts in good faith when their honest intention is to assist the person concerned.

Without expectation of payment or other reward

The requirement that the Good Samaritan be acting 'without expectation of payment or other reward' would appear to exclude professional rescuers, ambulance officers, medical teams who have been dispatched as part of a disaster plan etc. Arguably all those persons are acting with the expectation of being paid their salary to perform these tasks and are therefore not Good Samaritans. Further a doctor that bills the patient or Medicare for services provided to a patient would be outside the protection of the Act.

Duty to treat

United States cases on Good Samaritan legislation have held that the legislation will not apply where there is a pre-existing duty to treat a patient. The argument goes that if the purpose of the Act is to encourage people to act when they might not otherwise act, then it need not and should not apply to persons who are under a legal

obligation to act in those circumstances. A person who acts when under a legal duty to act is not a 'Good Samaritan' intended to be protected by this sort of legislation (*Velazquez v Jiminez*, 798 A.2d 51, 64 (NJ, 2000); Moore 1999; Jackson & Vaurio 1999; Veilleux 2002).

The US courts take a very hard line on the rule that there is no duty to rescue, so they have held that doctors working in a hospital were not under a duty to come to assist other doctors treating a patient in the same hospital let alone to treat a stranger who might be injured on the street (Jackson and Vaurio 1999; Moore 1999b). This can be compared to the position in New South Wales. In New South Wales a doctor may be guilty of unsatisfactory professional conduct or professional misconduct if they fail to provide emergency assistance when requested to do so (*Medical Practice Act 1992* (NSW), s 36(1)(l)). This statutory provision has been relied on, in part, when finding a common law duty on a medical practitioner to provide emergency assistance when a direct request was made for that assistance (*Lowns v Woods* (1996) Aust Torts Reports (81–376). Unlike the United States, an Australian (or at least a New South Wales) doctor may be under a duty to render assistance when requested and could well be found to be outside the protection of the Act on the basis that he or she is not a 'Good Samaritan' when providing care that they are duty bound to provide. This argument will not, of course, apply where the Act is specifically directed to medical practitioners such as the Queensland Act.

A similar argument could be made with respect to volunteer members of rescue and first aid organisations. These organisations are established for the very purpose of providing emergency assistance and care and so, it' could be argued, the members are not 'Good Samaritans' in the sense of a person who:

> ... comes, by chance, upon a victim who requires immediate emergency medical care, at a location compromised by lack of adequate facilities, equipment, expertise, sanitation and staff. (*Velazquez v Jiminez*, 798 A.2d 51, 65 (NJ, 2000)).

Notwithstanding this possible argument, the Premier of New South Wales said that the Good Samaritan provisions he was introducing '... will mean no liability for voluntary rescue organisations, such as surf life saving clubs, if a person is injured in the course of or in connection with a rescue' (Carr 2002, 5764). By this speech, the Premier must have intended that members of such organization are to be considered 'Good Samaritans' even if the very purpose of their organization is to provide first aid or other emergency medical care.

Volunteer members of emergency service organisations

New South Wales (*Civil Liability Act 2002*), Victoria (*Wrongs Act 1958*, ss 37–41), Queensland (Civil Liability Act 2003, ss 38–44), Western Australia (*Volunteers (Protection from Liability) Act 2002*) and South Australia (*Volunteers (Protection from Liability) Act 2001*) have introduced legislation to protect volunteer members of community organisations. In New South Wales for example, s 61 of the *Civil Liability Act 2002* says:

> A volunteer does not incur any personal civil liability in respect of any act or omission done or made by the volunteer in good faith when doing community work:
>
> (a) organised by a community organisation, or
>
> (b) as an office holder of a community organisation.

The clear objective of the Acts in Victoria, Western Australia and South Australia is to ensure that where a plaintiff alleges negligence by a volunteer, the volunteer is protected from personal liability but the organisation for which they are volunteering may still be liable. The effect of the legislation in New South Wales and Queensland is not so clear.

In New South Wales, the legislation provides that a volunteer is not personally liable but this section must be read in conjunction with the *Law Reform (Vicarious Liability) Act 1983* (NSW). (Vicarious liability is the doctrine whereby one person can be liable for the negligence of another. It is usually applied in employment situations so that an employer can be liable
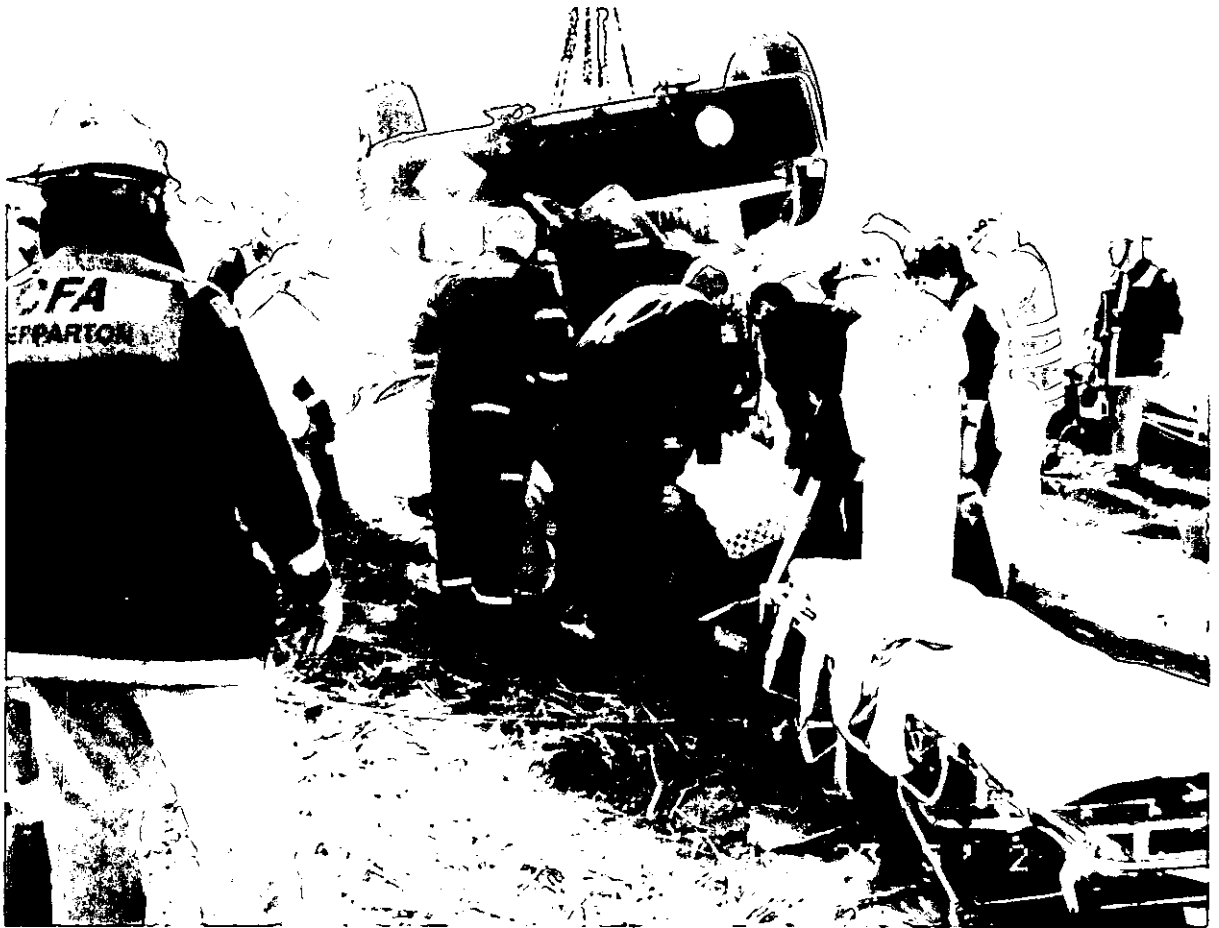
Will volunteers be protected by the new laws?

to pay compensation where the employee's negligence causes damage.) Under this Act, when considering the vicarious liability of a defendant, any exemption provision, such as that found in the *Civil Liability Act 2002* (NSW) is to be ignored. This means that if, at common law, an organisation is vicariously liable for its volunteer members, the *Civil Liability Act 2002* (NSW) will ensure that the volunteer cannot be sued, but that the organisation can be.

The Ipp review, however, doubted whether an organisation that uses volunteers would be vicariously liable for their negligence. If an organisation that uses volunteers is not vicariously liable for the volunteers, then the New South Wales Act will excuse the volunteer from liability for negligence and, there being no vicarious liability, it will leave the injured plaintiff with no remedy. This does not appear to have been the Premier's intention, as he said, when introducing the Act into Parliament, that 'It is not intended to alter the potential liability of a community organisation by providing the individual members with immunity' (Carr 2002, 5764).

On the other hand, as I've argued elsewhere (Eburn 2000), if an organisation is vicariously liable for the action of its volunteers then this Act will not change the

practical status quo, plaintiffs will still seek damages from an organisation (that can pay or is insured) rather than an individual. If that is the case, the Premier's other stated objective of ensuring '...no liability for voluntary rescue organisations, such as surf life saving clubs, if a person is injured in the course of or in connection with a rescue' (Carr 2002, 5764) will not be achieved. Where a person is injured, and can show that this was due to the negligence of the rescuer, they would still be able to sue the rescue organisation even though they could not sue the volunteer rescuer personally.

Effectively the New South Wales Premier has set the New South Wales Act two, mutually inconsistent objectives. If the New South Wales Parliament had wanted to make sure that organisations that used the services provided by volunteers was vicariously liable for the torts of those volunteers it could, and should, have simply said so, as the Parliaments in Victoria (*Wrongs Act 1958* (Vic) s 37(2)) ,Western Australia (*Volunteers (Protection from Liability) Act 2002* (WA), s 7) and South Australia (*Volunteers (Protection from Liability) Act 2001* (SA), s 5) have done.

A series of ad hoc reforms

One problem that this legislation demonstrates is the mass of reform in this area that has only served to make the law more, not less, complex. A plaintiff or a defendant must sort through a mass of legislative provisions to try and understand the law that applies in their circumstances and this will often be impossible, and could lead to more, rather than less, litigation. Take for example, an honorary ambulance officer working for the Ambulance Service of New South Wales (*Ambulance Services Act 1990*, s 14) who comes to assist a person at a car accident. Is that officer a Good Samaritan, a volunteer or is his or her liability determined by the *Ambulance Services Act 1991* (NSW) that has yet another clause designed to limit liability (s 26). Most, if not all, of the emergency services that are established by an Act of Parliament have the benefit of some clause designed to limit liability and none of them are the same (Eburn 2000).

The fact that the Parliament has passed legislation designed to cover 'civil liability' whilst leaving so many other acts still in place, with special and different rules for various members of different organisations and professions, suggests an ad hoc approach to legislative reform, rather than the Principles-based approach argued for by the Ipp Committee. In the words of the Ipp committee:

> Principle-based reform favours consistency and uniformity and requires special provisions for particular categories of cases to be positively argued-for and justified. (Ipp 2002, 30).

Conclusion

Parliaments across Australia have sought to introduce legislation to protect volunteers and Good Samaritans. Their motivation may be commendable, there is no doubt that people who come to the aid of others or voluntarily give their time to assist community organisations should be able to do so without fear of legal liability. What the Parliaments and presumably those that advocated for these reforms wanted was an absolute guarantee that deserving good Samaritans and volunteers would not be sued. The passage of legislation does not however stop litigation; it simply shifts the issues that are the subject of the litigation. Now we can foresee litigation to determine 'what is an emergency?' 'Who is a good Samaritan?', 'what is the law of vicarious liability?' etc. This series of ad hoc reforms to liability, with different rules for different classes of people and possibly many rules for one individual who may be categorised in different classes, does not lead to a principled development of the law but rather the ad hoc system of conflicting or confused rules that represent the current system of tort law reform.

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'Working with communities' to 'build social capital' — Reflecting on old and new thinking about volunteers

By Christine Fahey

Christine Fahey argues that without further research and a deeper understanding of the relationship between volunteers and society, new government volunteering policies run the risk of destroying the very thing they seek to grow.

Introduction

In recent years volunteers have received increasing recognition. The International Year of the Volunteer seems to have initiated a snowballing of accolades and awards. While the praise is richly deserved there is a tone of complacency at our nation's 'great treasure'. Researchers and social analysts point to declining trends in volunteering, while governments increasingly attempt to work with communities through volunteers. This paper explores some of the emerging debates in the literature, and points to the need for a deeper understanding of volunteering as a social phenomenon.

Despite the reliance on volunteers by many services, including emergency management services, surprisingly little is known of the core relationship that volunteers have with their communities and organisations. Recent advances in thinking have shed light on the role of social capital in supporting strong societies, and voluntary associations have been strongly promoted as builders of social capital. However, with recent government policies aiming for increasing community self-reliance, there is a danger of stressing and ultimately destroying the volunteer culture that is so highly valued.

This paper argues that without further research and a deeper understanding of the relationship between volunteers and society, government policies that push communities towards increased volunteering run the risk of destroying the thing they seek to grow. The paper explores the basis for the increasing use of volunteers and demonstrates that it is grounded in ideology not evidence.

Increasingly, governments see society "less as a source of needs ... and more as a source of energies" (Dean 1999 p.152), leading to greater reliance on strategies such as social capital and community participation to effect change. This new focus is reflected in funding opportunities, new initiatives and government strategies. This paper does not aim to criticise such concepts, but looks for the theoretical and evidence base upon which two such concepts, mutual obligation and social capital, are founded. Taken in isolation, new government policies and strategies that increase efforts to work with communities may not harm volunteering. But in the current context of a rapidly changing and threatening environment for volunteering, widespread increases in the use of such strategies may prove to have unintended consequences, as it is often overlooked that they generally require a greater volunteering effort from our society.

Defining the topic

Definitions of volunteering are debated, largely because the word has several uses, and the boundaries of volunteering blur with other activities such as helping others and community participation. Most commonly the term is used to encompass a formal setting. Theorists have long agreed that volunteering has three main functions: it is an avenue for individuals to participate in community life; an avenue for democratic representation; and a service delivery mechanism (Darvill and Munday 1984; Ware 1989).

Coleman relaunched the term social capital in 1988 with the definition "the ability of people to work together for common purposes in groups and organisations." (Paldam and Svendsen 1999 p.4). Since then there have been many definitional variations of social capital, but a core concept is that the basic underpinnings of social capital are networks, shared norms and values and that these contribute to the productivity of individuals, families and communities (Australian Bureau of Statistics 2002; Stone and Hughes 2002 p.2). Productivity is enhanced because social

capital facilitates co-operation, as for example, time is not wasted on expensive and lengthy legal contracts. Volunteers are considered an important indicator of social capital (Putnam 1993), as they represent a highly organised level of cooperation to provide mutual benefits.

The concept of mutual obligation is fundamentally a re-thinking of the role of citizens, who now no longer have only rights, but an obligation to be active and productive citizens (Roche 1992). In Australia this particularly means that while society has an obligation to help those in need, welfare recipients have a responsibility to participate in social and economic activity (Lyons 2001 p.209).

The link between volunteers, politics and social capital

Volunteers play an important role in our society and are spoken of highly. The Police Commissioner, Brian Bates exemplified the type of language used about volunteers when he said "the ...volunteers performed extraordinary tasks under extraordinary conditions, showing their dedication, initiative and courage in conditions not made for the faint-hearted (Northern Territory Police Fire and Emergency Services Media Unit 1998).

Increasing interest in volunteering appears to be based on evolving political theories and concepts such as social capital and mutual obligation. Political scientists

historically have studied the political theories that explain or influence government's roles. During the 1900s the main theories to influence Australian governments were those of the Liberals and Social Democrats (Labor). The roles of the three main sectors: the state, the markets, and the voluntary, or Non-government sector (NGO), have formed a central part of traditional political theory analysis and debate.

Debate has often polarised around either too much state or too much market. Typically, a social democrat position explains that the state has the most important role as too much market involvement threatens democracy, and the NGO sector is not given a prominent role. Conversely, a typical liberal position explains that too large a state sector crowds out the role of communities and markets, and that volunteer activity should fill gaps left by government (Stretton and Orchard 1994).

Studies of governmentality however, focus on analysis of the methods and strategies of governing, and recently point to a 'new politics of community' (Rose 1996). In this analysis, neo-liberal governments see individuals as active members of a range of groups, which are all expected to participate in a diversity of government strategies (Dean 1999 p. 171). In an analysis that considers methods of government; self-esteem, empowerment and community consultation are considered as techniques for managing a range of

activities such as health promotion, community development and environmental protection (Dean 1999 p.168).

Risk management provides a good example of this development, one that can be readily understood by the emergency management sector. Attention has turned towards communities as a resource for managing risk, as evidenced by papers at the recent Emergency Management Australia 2003 Australian Disaster Conference 'safer sustainable communities' (Emergency Management Australia 2003). Risk management is now seen not only as the responsibility of experts and agencies, but also as the responsibility of communities, and a subsequent theme of 'working with communities' has emerged. Implicit in this approach is the need for community members to participate, and volunteer time and effort.

The convergence of the Third Way and social capital

These new political strategies have evolved to deal with the perceived problems of globalised economies, and disenfranchised local communities, and are often referred to as the 'Third Way'. These policies, popularised by Bill Clinton and Tony Blair, attempt to reintroduce the societal values of reciprocity, social justice and community that are believed to have suffered from the effects of modernisation and globalisation, while providing the flexibility to adapt to change (Giddens 1998). A key factor in this approach is the role of the citizen, who is now seen to have responsibilities as well as rights. At the heart of this approach is the belief that the elevation of rights above responsibilities has led to excessive welfare benefits, vandalism, crime, and excessive government intervention (Roche 1992).

Governments believe they must wind back service provision to allow community groups to deliver services, resulting in increases in social capital and a new citizen ethos of responsibility.

Putnam popularised the concept of social capital and used membership of associations as a key indicator of social capital. In his theory individuals develop the ability to cooperate and feel involved in the public-sphere through group association (Putnam 1993 p.89–91). Groups that share common values are more likely to trust others in their group, a direct result of being able to feel confident of the likely response of other members in any situation. So in this theory group association builds trust and hence social capital.

The concept of mutual obligation, outlined in the McClure report, also has been increasingly used; it now underpins the welfare policy in Australia. The McClure report maps out a vision of the responsibilities of government, business and NGOs, with the NGO contribution named as: assisting representation; partnering with business; delivering local services; and "fostering social entrepreneurship" (McClure 2000 p 45). The Mutual Obligation Initiative is a requirement that those receiving income support in Australia must undertake activities other than job seeking to receive entitlements. Community and volunteer work are two of the listed activities (Family and Community Services 2003).

These factors have increased government's focus on volunteering. Peter Costello stated that "One of the positives of limited government is that it allows the non-government associations to develop and prosper and deepen social relationships in a community" (Shanahan and Saunders 2003). This statement highlights the

thinking of the Howard government about the role of the NGO sector being greater than the previous three accepted roles of representation, participation and service delivery. Now NGOs can also build up our communities and increase social capital.

A new responsibility for volunteers?

These policy and strategy developments impact on volunteerism, because of the expectation that volunteers will build trust and provide an avenue for community participation and reciprocity. However, these ideologically driven changes are generating some disquiet as they are occurring in a volunteer policy vacuum (Warburton and Oppenheimer 2000 p.1), with little supporting research or theory development.

One of the key threats posed by this approach is the inconsistencies and gaps between the expectations on volunteering and what is known about volunteering. As outlined, new expectations of volunteering include: increasing involvement and responsibility for local service provision through NGOs; building social capital thereby decreasing society's health and welfare problems; and providing an avenue for individuals to meet their welfare recipient obligations.

Evidence base for the new direction

Some of the key unknowns from the new expectations of volunteering are: do NGOs have the capacity to increase service delivery?; how does volunteering generate social capital?; and will volunteering provide an avenue for meeting mutual obligation requirements? I argue that we do not know the answers to these questions, and that current knowledge provides contradictory evidence, making it difficult to understand the role of volunteering in our society.

Will NGOs increase responsibility for service provision?

Evidence does not support the assumption that if governments fail to provide services then NGOs will take up the slack where they perceive the need. Statistically, the NGO sector increases in size when the government sector increases, the greatest increase in Australia's third sector occurred during the welfare state years, post 1945 to mid 1970s (Lyons 2001 p.206). Similarly, during the 1980s cuts to services in the United States, communities did not replace services through volunteering (Phillips n.d p.9). Ware highlights too, that in the United Kingdom (UK) NGOs operate in similar fields to government, and do not thereby fill gaps (Ware 1989).

Another inconsistency is that theories about volunteering focus on citizen participation and representation, and yet many of the current expectations are based on increased service provision. Economists theorise that volunteer service provision arises due to

government failure because a minority, who are not satisfied with the type or level of public good provided, will support a volunteer association that provides the service they want (Weisbrod 1988). This theory explains a mutual benefit type of association, but does not adequately explain the more altruistic public service volunteering, or risk management volunteering.

Even if NGOs attempt to take up the provision of services left by government, or extend into new areas such as risk management, it is questionable whether they can recruit enough volunteers. Though volunteering is increasing (Australian Bureau of Statistics 2001) there is a decline in volunteer numbers within traditional NGOs, as volunteers seek short, intermittent volunteering experiences (Pusey 2000). Services such as emergency services that require high levels of commitment are having difficulty in recruiting volunteers. Those who are volunteering are contributing more hours (Lyons and Hocking 2000; Institute for Volunteering Research 2003) increasing the potential risk of volunteer burnout, particularly in rural areas where individuals volunteer more than their urban counterparts (Australian Bureau of Statistics 2001).

Others point out that families and informal volunteers bear the burden when governments cut funding to service provision. Darvill and Mundy showed that in 1983 conservative governments in the UK, while expounding the need for increased provision of services by the voluntary sector, actually cut grants to voluntary organisations. They comment "In this context it is clear that families (women especially) will be expected to bear the burden of a so-called 'community care' policy ..." (Darvill and Munday 1984 p.9). Ironmonger highlights the shift to hidden care in Australia, which is burdening families. Between 1992 and 1997 he found that a 24.4% increase in volunteering hours (including informal volunteering) "seems to be a result of Australians, particularly women, spending more time providing physical and emotional support for elderly, sick or disabled adults." (Ironmonger 2000 p.60). These women will have less time available for the type of community work that so many sectors are beginning to want, such as increased parental involvement in schools, or for formal forms of volunteering such as ambulance work.

Does service provision volunteering build social capital?

Social capital provides a framework that may help understand the nature of the link between volunteering and our culture, but while there is agreement that social capital is a complex concept related to supporting group action, there is little agreement about what it is (Australian Bureau of Statistics 2002). Empirical evidence is based on measuring group associations, exchange of information, trust, tolerance, and connectedness to others. However, there is confusion

about which of the measured factors are causative factors, outcomes or a form of social capital.

Group association is often treated synonymously with volunteering. However, Wollabeck and Selle's research suggests that the role of volunteering in building social capital may have been overstated, but the role of group association has not. They found that belonging to multiple groups is a more productive source of social capital than active volunteering in one group, and that volunteering for one organisation "does not contribute much to the extension of networks", or trust (Wollebaek and Selle 2002 p.46-48). According to this research, a committed emergency services volunteer does not necessarily contribute to social capital.

In the rush to embrace social capital many have overlooked its dark side. Cox recently revisited the socialist discourse on how volunteering can lead to increased inequalities or at best, maintain an unjust status quo (Cox 2000 p.143). Wilkinson and Bittman similarly suggest that the links between social capital and volunteering become tenuous if the volunteering is government driven and based on winding back welfare, and that instead "relations of power and dependency [will be institutionalised] at another level" (Wilkinson and Bittman 2002 p.7).

To date the links and connections between volunteering and social capital are not clear. Current research shows that NGOs contribute to building social capital but that there is little consensus on how this occurs, and which type of organisations and management styles build or destroy social capital (Lyons 2002 p.184).

Will volunteering provide an avenue for meeting mutual obligation requirements?

There are too many unexplored issues around welfare recipients undertaking forced volunteering for this paper to deal with comprehensively, and so it will focus on how the current demographics of Australia's volunteers suggests there may be difficulties for welfare recipients wishing to volunteer. Formal volunteering in Australia is the domain of white, married, middle-aged, middle to upper-class, employed individuals with high levels of education (Australian Bureau of Statistics 2001). There is likely to be both cultural and resource barriers to more marginal groups participating in volunteering.

Volunteers identify closely with the philosophy and work of the organisation they volunteer for (Fahey and Walker 2002). As the cultural and value systems of society, and of the organisations that utilise volunteers, impact on volunteer recruitment and retention, then it is likely that volunteering attracts those from the dominant culture. The power of word-of-mouth recruitment will work to reinforce the participation of the dominant middle-class Australian culture and minimise

participation from marginal groups. Existing group members too, may fear the discord that comes with a less homogenous group and subtly provide a less than warm welcome.

Less access to resources may also hinder the participation of welfare recipients in volunteering activities. Volunteers identify that volunteering costs time and money, with transport costs, meal costs and training costs providing a barrier to those with lower incomes (Fahey and Walker 2002). Volunteering also creates costs for the NGO in training, supervision and insurance, which may explain why the larger NGOs are less likely to use volunteers (Lyons 2001).

In summary there is a mismatch between expectations and capacity to deliver. There is uncertainty about how NGOs deliver social capital, and whether they will fill the service gaps left by government, doubts too about whether fulfilling a mutual obligation requirement is as simple as government policy implies. What is known is that it is increasingly difficult to recruit long-term volunteers, that the NGO sector grows or shrinks in the same direction as government and that most evidence of the relationship between social capital and volunteering is with group association, not service provision.

What can be done?

I argue that volunteering is facing a new challenge in addition to the more obvious difficulties of volunteer recruitment and retention. That threat is in the form of new government expectations of the role of volunteers, through both NGOs and communities, evidenced by strategies based on concepts of social capital and mutual obligation. I have highlighted several areas where the current evidence does not support this expectation that volunteers are capable of an expanded role. This paper does not aim to dismiss concepts as important as social capital and mutual obligation, as they may prove to be vital to a thriving society. Instead my argument is that increasing expectations and the use of government strategies that require volunteering, such as the expectation that volunteering can and should be responsible for generating social capital and assisting mutual obligation policies, may stress and damage the culture of volunteering.

Governments must think more strategically about how their policies affect volunteers and volunteering. Volunteers need to be understood in a way that captures the diversity of the volunteering experience and that places it within a broad socio-historical picture. We should not ignore, nor abuse, the caring and altruistic side of volunteering if future policy directions are to ensure the ongoing support of volunteers in the provision of services. We need to find the heart of volunteering and understand how it works, so that government policies and strategies can support and strengthen a volunteering society.

Authors Note

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Volunteers in public health and emergency management at outdoor music festivals

Earl, Stoneham and Capra report on a study undertaken involving volunteers
at an outdoor music festival in Queensland.

| *By Mr Cameron Earl, Dr Melissa Stoneham and*
| *Dr Mike Capra*

This article will report on a study undertaken
involving volunteers at an outdoor music festival in
Australia. The study was designed to assess the
volunteers' knowledge and skills in emergency
management. The findings are based predominantly
on self-report data. Findings from the study indicated
that a major proportion of the volunteers in the
study expressed some level of confidence in dealing
with an emergency situation within their work
locations at the festival. This level of confidence was
associated with volunteer training and knowledge of
public health and emergency management. However,
less than half of the study participants had
knowledge of emergency and public health
management for the festival. Furthermore, less than
one quarter had knowledge of the festival's
emergency management plan. It was evident that
there was a need to increase the number of
volunteers with knowledge of public health and
emergency management for the festival. All these
findings support continued volunteer training
programs to improve emergency and public health
management at the festival.

Introduction

In Australia, many communities are prone to natural
hazards such as tropical cyclones, floods or bushfires
and manmade hazards such as industrial accidents and
hazardous substances spills (Dunn (1983) cited in
Cronan 1998). The safety of the public during these
times is managed by emergency services. These services
in turn rely on community members to operate (Enders
2001) and generally, this involvement is voluntary. These
emergency service volunteers come from all walks of life
and their contributions include localised service delivery
through to strategic roles such as membership of boards

and committees (Summers 2001). However, emergencies
are not the only activities for which these volunteers
become involved. They also contribute to many aspects
of community life including regeneration projects
(e.g. Land Care), police investigations and a range of
roles at entertainment events (mass gatherings)
including Outdoor Music Festivals (OMFs).

This article will report on a study undertaken involving
volunteers at a specific OMF in Australia. The study was
designed to assess the volunteers' knowledge and skills
in emergency management. From this study
recommendations will be made to enhance the
volunteers' capacity in public health and emergency
management for that festival. Public health and
emergency management are intrinsically linked, sharing
many features including a focus on prevention using
a systems approach. It is for this reason that both these
paradigms are considered concurrently in this study.
The festival to be discussed in this article from this point
on will be known as the 'study festival'.

Volunteering at OMFs

Volunteers have a long history with OMFs both
internationally and in Australia. The most common use
for volunteers at OMFs in Australia is through
organisations such as the St John Ambulance Service,
Rural Fire Services and the State Emergency Service.
These organisations are used for a variety of roles
including staffing first aid stations, providing fire safety,
supporting security operations and managing vehicle
movements.

Volunteers have additional roles in the management of
other public health hazards at OMFs. These hazards
include providing clean, safe toilets and camping areas,
managing areas for recovery and rest, and reducing the
impacts of alcohol and social drug consumption.
Volunteers also contribute to managing easy and safe
access to and from events for patrons (EMA 1999;
Earl & Van Der Heide 2001).

An important management issue is not to exceed the
capacity of volunteers at OMFs. For example, crowd
management roles given to volunteers at a specific OMF

in Europe resulted in increased risks for patrons and concern for OMF management (CMS 2002). Increased training resulted in improvements to crowd management operations, but Wertheimer (cited in CMS 2002), a crowd safety expert, considered the volunteers still lacked experience and had been given responsibilities that should have been left to highly skilled, trained professionals.

Many OMFs have attracted negative media attention in recent years due to crowd safety issues including riots, injuries and deaths to patrons (CMS 2002). The festivals reported most often have aggressive musical performances and considerable homogenic patronage with a considerable male bias. Predominantly, injuries are the result of high-risk behaviours such as 'moshing', 'stage diving' and 'crowd surfing' (Commons, Baldwin & Dunsire 1999). Commonly, the specific crowd related factors are homogeneity, excessive movement, physical and environmental limitations and crowd pressures generated (Ministry of Culture 2000; Fruin 2002).

The Study Festival—a description

None of the high-risk conditions discussed earlier were evident at the study festival making the study festival low risk in relation to crowd safety issues (Fruin 2002; Ministry of Culture 2000). Other public health hazards related to the disposal of sewage, provision of a water supply, the safe storage and preparation of food, and all types of injuries, fatal or otherwise. Such injuries are possible at any OMF events and include snake or insect bites, bone breaks, deep lacerations and heart attacks. There were planned management strategies in place to address these issues at the study festival.

To operationalise these planned management strategies involves the use of volunteers in both short and longer-term roles. These volunteers undertake tasks such as managing the water treatment and sewage facilities, cleaning of ablution blocks, carrying out waste management, general administration and traffic management. As a result, volunteers have considerable influence on the success and safe functioning of a festival. The volunteers involved in the study were recruited from the volunteers in longer-term roles, Rural Fire Services (RFS) and the State Emergency Service (SES).

The Study

A cross-sectional design was utilised for this study (Morton, Hebel & McCarter 1990, Protney & Watkins 1993) involving a survey methodology for the collection of self-report data from the study participants. The study was conceptualised as an exploratory study and as such no formal hypothesis testing was conducted. The results have been presented in a descriptive form in tables showing counts and percentages.

Sample

For the purpose of collecting data, the study festival was divided into three components. These included the main festival, the camping area and the performer area. Study participants were recruited through a central location where volunteer activities were coordinated in each of the three areas. Volunteers were encouraged by key festival staff and the researchers to participate in the project. For logistical reasons it was not possible to sample the entire volunteer population or acquire a random sample. Consequently, convenience sampling was utilised for this project (Portney & Watkins 1993).

Survey Questionnaire

The questionnaire used in the study was developed to collect data on the knowledge and skills of emergency management among volunteers at mass gatherings. Prior to the study the questionnaire was piloted with a small sample of volunteers (n=5) and modified before its use. An expert group of environmental health practitioners and researchers also contributed to the questionnaire development.

The questionnaire was designed for completion within 5 to 10 minutes, and was composed of three sections. The first section related to demographic information. This included age, gender, number of times the respondent had volunteered at this and other festivals and their usual occupation. The second section of the questionnaire related to the identification of public health hazards, management strategies used and their role in managing these hazards at the festival. The final section of the questionnaire related to emergency management planning and the volunteer's confidence in emergency situations.

Statistical Methods

As this was an exploratory and descriptive study, little statistical testing was employed. The associations between variables were summarised in tables showing counts and percentages. Only findings that are statistically significant or have notable associations (greater than a difference of 10.0% in figures within tables) have been discussed in this article.

Representativeness of the sample

A total of seventy-five (75) volunteers agreed to participate in the study. Basic demographic data were collected from section one of the questionnaire. The data collected on age and gender were compared with data from a patron survey from the 2000/2001 festival to determine the representativeness of the sample. The survey data was considered appropriate as anecdotal evidence indicated that the volunteer demographic should correspond with the festival demographic. The gender distribution for the study cohort was representative when compared to the patron survey data. The age distribution for the study cohort was

Table 1: Age and Gender Distributions

Gender	Study Data (number and %)	Festival Patron Survey Data (% only)
Females	55.0% (n=41)	55.0%
Males	45.0% (n=33)	45.0%
Age		
20 years and younger	19.0% (n=14)	7.0%
21 to 30 years	28.0% (n=21)	30.0%
31 to 40 years	26.0% (n=19)	24.0%
41 to 50 years	15.0% (n=11)	26.0%
51 years and older	12.0% (n=9)	13.0%

similar to the patron survey data, however there was over-sampling in the youngest age group (20 years and younger) and under-sampling in the 41 to 50 years age group (Table 1).

Volunteer's employment history and volunteering background

The study findings indicated a variety of working and volunteering backgrounds. There was a considerable portion of blue-collar (19.0%; n=13) and white-collar (25.0%; n=17) workers and students / unemployed (36.0%; n=24). Only 7.0% (n=5) of the overall sample group had full time experience in the field of health or related industries. Over one third (36.0%; n=27) of the study participants indicated they had some level of experience in the areas of emergency and public health management. This experience ranged from emergency management training (44.0%; n=12) through to first aid certificates (33.0%; n=9).

Twenty-five percent (25.0%; n=19) of the study participants had previously volunteered for Australian (Evolution Arts, Down to Earth & Lismore festivals) and international festivals (Reading [UK], Wildwood [Germany], Greenbelt [Scotland] & Des Infants [Canada]). Fifty percent (50.0%; n=37) of the study participants had volunteered previously at the study festival.

Public Health Management

Hazards Identified

Seventy-one percent (71.0%; n=53) of the study participants identified hazards that they considered would impact on the health of the patrons at the festival. For the study participants who did not indicate a public health hazard the most common reason given was 'there are no issues'. Identified hazards were summarised into themes and then placed into more specific sub-themes. Each volunteer had the opportunity to offer more than one hazard.

Roles in Public Health Management

Results showed that of the study participants who identified public health hazards, 62.0% (n=33) also had knowledge of management strategies for the festival and their roles within these strategies. The roles identified by the study participants varied considerably, including both formal and informal being and related to positions within the festival organisation. The following provide examples of volunteer's roles at the festival specific to sun exposure— 'make patrons comfortable and advise about the symptoms of dehydration and if necessary contact the festival doctor'; 'encourage people to dress appropriately (e.g. not to remove their shirts as they will get sunburnt)'; and 'assist by providing first aid'.

Table 2: General Hazard Categories identified by the Volunteers

Hazard Categories	Number and %
SYSTEMS (includes themes such as Emergency Management, Vehicle Safety, Waste Management, Camping Safety and Communication)	n=39 (28.0%)
INFRASTRUCTURE (including themes such as Drainage Problems, Uneven Ground, Amenities, Trip Hazards, Electrical Safety, Construction Hazards and Sun Safety)	n=39 (28.0%)
ENVIRONMENTAL (including themes such as Sun Exposure, Water, Insects and Snakes, Trip Hazards and Biological Hazards)	n=39 (28.0%)
PUBLIC (including themes such as Vehicle Safety, Personal Safety and Fire Safety)	n=20 (16.0%)

Table 3: Experience with Public Health

Knowledge of PH	Volunteering at the Study Festival		Volunteering at other festivals		Training		Totals
	Yes	No	Yes	Yes	No	Yes	
Knowledge	21 (72.0%)	10 (43.0%)	8 (73.0%)	23 (56.0%)	12 (60.0%)	19(59.0%)	31 (60.0%)
No Knowledge	8 (28.0%)	13 (57.0%)	3 (27.0%)	18 (44.0%)	8 (40.0%)	13 (41.0%)	21 (40.0%)
Totals	29 (100%)	23 (100.0%)	11 (100%)	41 (100%)	20 (100%)	32 (100%)	52 (100%)

Missing Data = 23

Specific Training

From the study participants who indicated a hazard, 36.0% (n=27) also advised they had received specific training either through the festival (e.g. briefing of duties) or from other sources (e.g. RFS, SES, First Aid Instruction, Nursing etc).

Knowledge, Experience and Training in Public Health Management

Table 3 indicates the association between experience of volunteering, training and knowledge of public health management. There were notable associations between experience gained volunteering at the study festival or other festivals, and improved knowledge of public health management. However, the association between training and improved knowledge of public health management was much less.

Emergency Management

Emergency Management Plan

Approximately one-quarter of the study participants (24.0%; n=18) indicated knowledge of the study festival's emergency management plan (EMP). The remaining study participants indicated one of three

Table 4: Knowledge of EM by Experience

Knowledge of EM	Volunteering at the Study Festival		Volunteering at other festivals		Training		Totals
	Yes	No	Yes	Yes	No	Yes	
Knowledge	21 (64.0%)	12 (33.0%)	8 (44.0%)	25 (49.0%)	13 (50.0%)	20 (47.0%)	33 (48.0%)
No Knowledge	12 (36.0%)	24 (67.0%)	10 (56.0%)	26 (51.0%)	13 (50.0%)	23 (53.0%)	36 (52.0%)
Totals	33 (100%)	36 (100%)	18 (100%)	51 (100%)	26 (100%)	43 (100%)	69 (100%)

Missing Data = 6

Sun exposure was considered a significant public health issue for the festival

responses. These were that there was no EMP (20.0%; n=15) that they were not aware of an EMP (48.0%; n=36), or they offered no comment (8.0%; n=6). From the study participants with knowledge of the emergency management plan, 61.0% (n=11) had knowledge of their responsibilities within that plan.

Coordination of Emergency Responses

Forty-four percent (44%; n=33) of study participants were able to correctly identify a coordinator for emergency activities within their work area. The coordinators at the study festival according to the volunteers in this study included workplace supervisors, department heads, fire wardens, SES, the site manager and the police.

Knowledge, Volunteering and Training in Emergency Management

Table 4 details the associations between experience volunteering, training and the volunteer's knowledge of emergency management for the study festival. There were no significant or notable associations between training, experience gained at other festivals and emergency management for the volunteers. There was however, a notable association between experiences gained volunteering at the study festival and knowledge of the emergency management plan.

Confidence Dealing with Emergency Situations

The study participants were asked to indicate a level of confidence (ranging from 'not confident' to 'very confident') with regards to their responses to an emergency situation in the areas where they worked.

Factors Affecting Level of Confidence in Volunteers

There were no significant or notable associations between volunteer experience and volunteer level of confidence. However, there were notable associations between volunteer training and confidence and knowledge of public health/emergency management and confidence. Eighty percent (80%; n=19) of study participants with training expressed some level of confidence. This compared to sixty-seven (67%; n=28) of the study participants who had no training. Seventy-eight percent (78%; n=14) of the study participants with knowledge of public health/emergency management

indicated some level of confidence in an emergency situation. This compares with only fourty-two (42%; n=5) of the study participants without this knowledge. Also this included thirty-nine (39%; n=7) of the study participants with knowledge indicating they were very confident compared no study participants without this knowledge.

Discussion

Less than half of the study participants had knowledge of either public health hazards at the festival (43.0%; n=32) or emergency management at the festival (44.0%; n=33). Not surprisingly, volunteers with previous experience at the study festival also had good knowledge of public health and emergency management for the study festival. Volunteers with training and experience from other festivals also had a higher level of knowledge of public health management. However, this was not the case for knowledge of emergency management. Based on research findings, only experienced volunteers from the study festival indicated knowledge of emergency management for the study festival site.

For this study, knowledge of emergency response coordination within individual work areas was considered the minimum knowledge of emergency management required by volunteers. Less than half of the study participants were able to identify a coordinator for their work areas. At a more strategic level, less than one-quarter of the study participants (24.0%, n=18) were aware of the study festival's emergency management plan and the volunteer's roles within that plan. This finding can be assimilated to the wider community's knowledge of emergency management as found by Dyer, Neller & Neller (2001). In addition, Smith (cited in Dyer et al. 2001) indicated that for an emergency management system to be effective, all members of the community need to be aware of these plans and associated strategies, and it is this finding which could be applied to the volunteers at the study festival. Consequently, based on these findings, there is a need to increase the volunteer's knowledge even at a basic level.

Awareness of emergency management was higher for members of emergency organisations (SES and RFS) at the festival as would be expected (Dyer et al. 2001). However, a number of the RFS volunteers responsible for fire safety in the patron camping areas at the study

Table 5: Distribution of Confidence Levels

Not Confident	Undecided	Confident	Quite Confident	Very Confident
6 (9.0%)	13 (20.0%)	15 (23.0%)	12 (18.0%)	20 (30.0%)

Missing Data = 9

Seventy-one percent (n=47) of the study participants considered they would respond with some degree of confidence if an emergency situation arose in the areas they worked.

The most common use for volunteers at OMFs is through organisations such as the St Johns Ambulance

festival indicated that they were not aware of evacuation assembly areas or routes of escape through the festival. Paton & Flin (1999) suggest that effective emergency management plans are based on a detailed and comprehensive analysis of operational demands, and the identification of at least one area where current emergency management planning is deficient for operational demands for this study festival and the potential for other issues to exist, is an area of concern. This indicates that a review of the current emergency management processes is required.

Only one-third of the study participants (32.0%; n=24) indicated they had been given training to assist with the management of public health hazards at the study festival. This specific training ranged from limited (pre-briefing before the festival) to extensive (training associated with the RFS) sessions. This group indicated significantly higher knowledge of both public health and emergency management than those who had no training. These findings support continued on-site training by the event managers and the recruitment of volunteers with existing skills and training.

Seventy-one (71.0%; n=47) of the study participants expressed some level of confidence in dealing with an emergency situation within their work locations at the festival. Level of confidence was notably associated with volunteer training and knowledge of both public health and emergency management at the festival. Surprisingly, the level of confidence was not associated with previous experience volunteering at this or other festivals, even though volunteering experience was associated with knowledge of public health management. These findings support the provision of volunteer training programs that include information on both emergency and pubic health management for the events.

Implications for Volunteers

Findings from this study indicated that increased confidence in dealing with emergency situations at the festival was associated with volunteer training and knowledge of emergency and public health management at the festival. However, less than half of the volunteers in the study indicated having this knowledge, and even less had volunteer training. Most notably, knowledge of emergency management and planning was especially low within the study participants even when compared to knowledge of public health management. Only 44% (n=33) of the study participants could identify a coordinator responsible for emergency response within the organisation, the most basic of emergency management knowledge that all volunteers should have.

Clearly, findings from the study support continued volunteer training programs at the study festival. Additionally, there needs to be an increased focus on training for public health hazards and especially emergency management within these programs.

Limitations of the study

Limitations in this study included the difficulty in determining the representativeness of the sample due to a lack of available, accurate demographic data on the volunteers at the festival, the small numbers within the sample collected and the use of a convenience sampling method as opposed to a random sampling method (Portney & Watkins 1993).

Conclusion

A major proportion of the volunteers in the study expressed some level of confidence in dealing with an emergency situation within their work locations at the festival. This level of confidence was associated with volunteer training and knowledge of public health and emergency management. However, less than half of the study participants had knowledge of emergency and public health management for the festival. Furthermore, less than one quarter had knowledge of the festival's emergency management plan. It was evident that there was a need to increase the number of volunteers with knowledge of public health and emergency management for the festival. All these findings support continued volunteer training programs to improve emergency and public health management at the festival.

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Background to the Authors
This article is reporting on a study undertaken at a festival in Queensland. This study involved looking at volunteers and public health management at the festival. The principle investigator was Cameron Earl, a staff member of the School of Public Health at Queensland University of Technology. The other authors are also staff members and all the authors teach within the Environmental Health program at the School. It is hoped that the article once published will be included in a research portfolio for a Doctor of Health Science for Cameron Earl.

Volunteers as a learning bridgehead to the community

Hughes and Henry review recent volunteer retention research with the
Country Fire Authority (CFA).

By Lewis Hughes and John Henry

This paper reviews recent volunteer retention research within the CFA. Reflection is invited upon the possibility of a relationship between making the most of what a volunteer knows and can do and the criticality of emergency services working in a strongly bonded manner with communities. There is a win/win outcome as volunteers bring much from their life's experiences and gain much additional knowledge and skill from their volunteering. The conscious valuing of this expanding individual and collective volunteer knowledge and skill base beckons as a foundation from which emergency services can reach to, and engage with, the wider community.

Introduction

In July 2003, Emergency Management Australia (EMA) undertook to fund a research project addressing the ₄ issue of making the most of what volunteers know and can do. This research, which to a degree is still underway, has been hosted by the Country Fire Authority (CFA) and the emerging model will be capable of extrapolation to wider emergency management application.

The research is in support of the EMA/CFA objective of recruiting and retaining volunteers. The notion that CFA volunteers bring much knowledge and skill to the CFA, and add considerably to their personal capability through their CFA learning experiences, is the core idea of the research. Accordingly, the research has been based upon the perspective that recruiting and retaining volunteers has some relationship to the manner in which the broad outcomes from the lifelong learning of volunteers is valued, drawn upon, and strengthened by the CFA experience.

We suggest that our research is relevant to both the *working with communities and managing and developing our people* streams of the **Safer Sustainable Communities** conference[1]. The substantial number of emergency service volunteers is a significant numeric base from which to build a community bridgehead. The efficacy with which this bridgehead connects emergency services and the broad community has a direct relationship to the motivations and capacity of volunteers to so participate in emergency service work.

In the course of our research, CFA members remarked upon the worth of building partnerships within their communities. Remarks have also been made regarding the variability of current engagement ranging from the brigade being the community glue in some rural communities through to apathy in more urban environments. It is also evident that volunteer differences exist regarding enthusiasm for working with communities versus attending incidents. And there are some profound broader membership issues relating to recruitment, training, drawing upon what volunteers know and can do, and motivation to remain as volunteers associated with strengthening and expanding, at the local level, the practices of an emergency service in the direction of working with communities. The outcome of our research is an indicative model that has relevance to the challenges emergency service organisations face in responding to the potentialities of this 'working with communities' development.

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1. This paper was presented at the 2003 Australian Disaster Conference which focused upon Safer Sustainable Communities.

The Research Project – Volunteers: making the most of learning

The research project was designed around four phases.

Phase 1. Initial interviews

Interviews with key CFA personnel were undertaken. The data gained from these interviews were analysed for major themes that by the consistency of mention, and comparison with other research data and informal contact with volunteers, were judged to be a sound base upon which to proceed to the scoping workshops.

These open-ended interviews were an exploration of understanding of the nature of lifelong learning, how outcomes from lifelong learning might benefit the individual, the CFA and the community and the factors that aid and inhibit application of what a volunteer knows and can do.

Phase 2. Scoping workshops

Three scoping workshops (each conducted over a three hour period) were undertaken as the preliminary stage of developing the objectives of the future action learning projects (Phase 4). The workshops were also an opportunity for further testing and expanding the indicative themes identified from the interview data, and, importantly, an evidentiary platform from which to develop the indicative model relevant to facilitating volunteer recruitment and retention (Phase 3).

These scoping workshops – Geelong, Ballarat and Charlton – were forums for regional and brigade level members of the CFA to share views regarding:

- The nature of the retaining of CFA volunteers issue as it might relate to making the most of what volunteers know and can do.
- Aids and barriers to making the most of the diverse range of knowledge and skill possessed by CFA volunteers.
- How to best use the outcomes from the above sharing of views in a series of action learning initiatives.

Phase 3. Development and reporting of an indicative model

This third phase involved the development of a model based upon the CFA environment and, by extrapolation, having wider application within the EMA network. The model as reported here has been developed using the data analysis of Phases 1 and 2. The relationships of each phase of the project are illustrated in Figure 1.

### Phase 4. Progress to specific action learning projects

Consequent upon outcomes from the scoping workshops, and again with the guidance of CFA, five action learning projects are in the process of being convened. Each action learning project will have up to 10 set members and will run for four months, or a shorter period as is appropriate to achieving a useful outcome. These set members are to be drawn from volunteer and career members at a local CFA regional level, according to their interest in participation.

As indicated later in this paper, the five action learning projects have different contexts of application, but will have a common focus upon volunteer recruitment and retention. Within this common focus, each action learning project will identify a specific issue for change with respect to current brigade practice. This focus on volunteer recruitment and retention (and on a specific issue) by each action learning project will provide an opportunity for the trialling and further refinement of the indicative model while achieving tangible outcomes at brigade level.

Data analysis—Interviews and workshops

The data analysis identified three sets of core themes. These core themes reflect the *generality of view* as expressed by CFA personnel in interviews and workshops. This *generality of view* includes, in particular, agreement that volunteer retention is a function of firstly, making the most of what a volunteer knows and can do in the context of the local brigade and secondly,

Figure 1: Project elements informed by and informing relationships
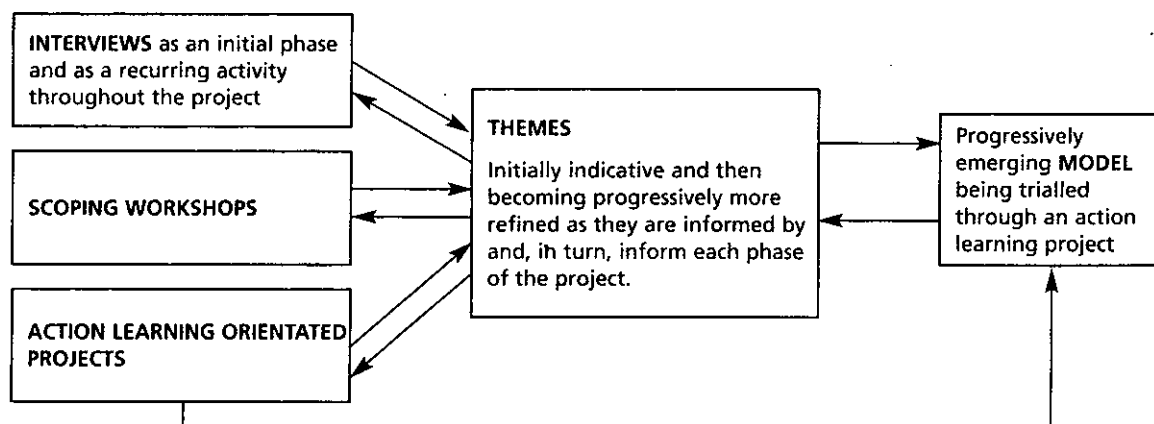
the degree to which a volunteer is getting satisfaction from the volunteer commitment.

This generality of view has been given further structure using a three dimensional framework deduced from the full database of the project to the completion of phases 1 and 2. Each of these dimensions was then succinctly defined according to the foci of this research project.

Generality of view Dimension 1: Valuing learning outcomes

Valuing of what a volunteer knows and can do (their learning outcomes) has the potential of being an aid to retention.

There are two parties to this valuing of learning outcomes—the volunteer as an individual and the brigade as a unit. Both of these parties must value the outcomes from learning and recognise that the other reciprocates. If the volunteer values his/her outcomes from learning, but the brigade does not, then dissatisfaction and frustration are probable outcomes leading to quitting the brigade. It could be the case that the volunteer is keen to contribute in an expanded (beyond conventional/minimal) manner, but the brigade is disinterested. It is also possible that a brigade may have a high level of valuing learning outcomes, but the volunteer may feel threatened or not even recognise that they have much to offer. Under these circumstances the brigade must take steps to assist the volunteer to recognise that he/she does indeed have much to offer. In the absence of this nurturing of the volunteer, the volunteer may leave because of perceived threat or a feeling of just not fitting in.

Generality of view Dimension 2: Valuing the culture of the brigade as conducive to learning

The brigade exhibiting and valuing a culture that nurtures making the most of what a volunteer knows and can do.

Again, there are two parties to this valuing—the volunteer as an individual and the brigade as a unit. Both of these parties must value the culture of the brigade as a culture that nurtures learning and recognise the reciprocating nature of the relationship between the values of the individual and those of the brigade. There is the potential for a significant mismatch where a volunteer might have a negative view of the brigade culture whereas the brigade as a unit feels that the culture is fine. Under such a circumstance it is incumbent upon the brigade to recognise and respond to this mismatch by assisting the volunteer to value the brigade culture and/or to remedially address deficiency in the brigade culture.

It is interesting to reflect upon the potential recruitment and retention outcomes of a brigade seeing a volunteer as a lifelong learner and intentionally adopting a stance of contributing to this learning journey. Such a brigade culture would be in marked contrast to only valuing fire

fighting skills and possibly even having some resistance toward contemporary formal training and competency assessment. On a positive note, anecdotes of volunteers growing in unexpected ways – to themselves and others – abound, and beg the question – "Have CFA brigades long been nurturers of learning, beyond their consciousness?"

Generality of view Dimension 3: Valuing of the level of motivation:

The volunteer being satisfied that the commitment to the brigade is delivering something of appropriate personal value.

Once again, the volunteer and the brigade as a unit are the two parties to this valuing of motivation. The volunteer needs to be individually satisfied and the brigade as a unit needs to be satisfied with the return from the commitment of its volunteers. It is important that the brigade, as a unit, is alert to the degree of satisfaction that exists individually and collectively, and is responsive to feedback along this dimension. It is also important that the individual volunteer has a conscious personal valuing of motivation and is sensitive to the needs of others in this respect.

In considering this dimension, it is important to keep in mind that the reasons volunteers have for joining and remaining are broad in nature and range from contributing to the community, through excitement and adventure, to proper self-interest. However, there is a knowledge and skill base underpinning the capability to be a fire fighter, a leader, or to fulfilling other roles at brigade level. No matter what the motive, it is unlikely that these roles will be performed competently without drawing upon the outcomes of learning that volunteers have brought into the CFA, acquired through the CFA, and transferred from the CFA to other aspects of their lives. The effectiveness with which volunteers are able to access their lifelong learning from across these registers of experience is a measure of the levels of motivation volunteers express and, in turn, the degree to which brigades are able to nurture and maintain high motivational levels amongst their volunteer members.

Emergence of the LCM model

The full argument supporting the indicative model arising from this research project is included in the Report to EMA (Henry & Hughes, 2003). A brief summary only is included here.

The Model: its dimensions as qualities of experience

The model is directed at CFA brigade level and is focused upon three dimensions as discussed above. These dimensions can also be understood as shaping the qualities of brigade life as experienced by volunteers. From this perspective these dimensions can determine the quality of a volunteer's participation in the activities

and practices of a CFA brigade. Accordingly, the qualities to be embedded in the model are:

L Quality: valuing the learning outcomes of a volunteer

C Quality: valuing a brigade culture that is conducive to learning

M Quality: valuing addressing the motivations of a volunteer.

The Model: qualities of experience and retention

The model holds that CFA volunteers are more likely to remain as volunteers when they feel valued as learners, when they are comfortable with the brigade culture as a learning culture, and when they continue to experience personal motivation from remaining as a volunteer.

Retention is understood from this proposition as a very individualistic (personal) matter at the level of each volunteer, but as a collective responsibility at the brigade level. This construction of the retention matter for the CFA, as an emergency service, poses particular challenges.

For example, given the critical nature of the protective and response service that the CFA provides to the community through its primarily volunteer-based membership, it may be something of a challenge to deliver individual attention to members in order to enhance the retention performance of a brigade while at the same time necessarily functioning in a disciplined command and control mode, and especially so during emergency events.

In addition, in seeking to operationalise strategies aimed at addressing the volunteer retention from an acceptance of the above proposition there is the issue that, according to this research project, a volunteer's relationship with his or her brigade is far more important than the relationship with the CFA

as a corporate entity. A further complication in meeting the challenge of volunteer retention relates to the differences between brigades, arising from local need, tradition, and community demographics.

However, recognising fully the complexities of the organisational environment that characterises the CFA, it is claimed that there is usefulness in focusing upon the valuing of the outcomes of volunteer learning in terms of what a person brings into the CFA and as acquired as a consequence of being a CFA member. This claim is made, notwithstanding that it is not common for people to overtly think in these terms. However, having pride, albeit at a somewhat subliminal level, in what "I know and can do" is an abiding factor in our self-image and, according to the research of this project, impacts upon the decision of individuals to remain as a CFA volunteer.
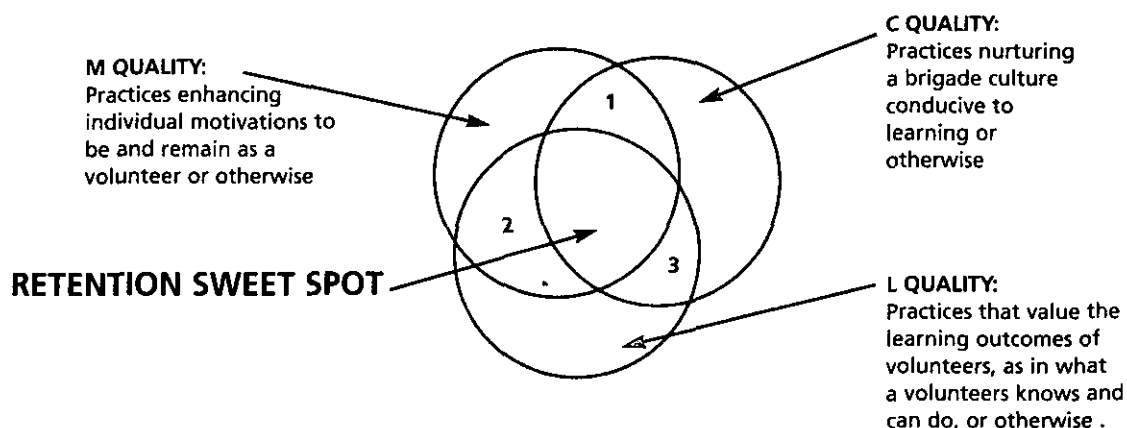
The Model: expanding the retention sweet spot

The concept of a retention sweet spot is introduced in the diagrammatic representation of the indicative model below (Figure 2).

It follows from this construction of the model that retention enhancing actions inherent in the model will function to diminish the intersection areas labelled "1", "2" and "3" in Figure 2 and thus expand the *retention sweet spot*. That is –

- Area 1 diminishes – along with expansion of the retention sweet spot – when a volunteer is predisposed to apply more of what he/she knows and can do.
- Area 2 diminishes – along with expansion of the retention sweet spot – when the brigade culture is more conducive to learning.
- Area 3 diminishes – along with expansion of the retention sweet spot – when a volunteer's motivation to remain as a volunteer strengthens.

Figure 2: The Indicative Model

M QUALITY:
Practices enhancing individual motivations to be and remain as a volunteer or otherwise

C QUALITY:
Practices nurturing a brigade culture conducive to learning or otherwise

RETENTION SWEET SPOT

L QUALITY:
Practices that value the learning outcomes of volunteers, as in what a volunteers knows and can do, or otherwise .

It should be noted that when one of the above occurs alone, the model presents the other two areas to brigade members as activity areas of additional opportunity for further expansion of the retention sweet spot. This observation is consistent with the research findings that all three qualities (L, M & C) are important agents of retention and are most powerful when integrated.

Trialing the LCM model

While the model has been developed with a stand-alone value of strengthening retention of volunteers, it has potential as an embedded tool within specific projects, which do not necessarily have retention as an end in itself. Accordingly the trial action learning projects now being undertaken as the fourth phase of this research are applying the LCM model in the context of:

- Adding value to the CFA New Member Induction Program—Barwon/Corangamite Area.
- Better "selling" training to CFA volunteers— Midlands/Wimmera Area
- Strengthening CFA brigade sustainability—North West Area
- A project relating to retaining and strengthening brigade proficiency—Yarra Area
- A project relating to supporting leadership development and application—Westernport Area

These projects couple working with communities with managing and developing our people, as foreshadowed in the streams of this Safer Sustainable Communities conference. In reinforcing this point we briefly consider, in conclusion, one integrated project drawing upon the LCM model.

Strengthening brigade sustainability in the North West Area

The account of this project is limited by the early stage of the work being undertaken (and by the required page limit), but the intention is clearly to build capacity to work with communities.

Project objective

The objective of this project is to put in place a local brigade process that will contribute to other initiatives directed at recruiting volunteer CFA members and retaining these members.

Project participants

The people joining the project group are a combination of volunteer and career members joining the group as a consequence of their interest in the project.

Taking action to strengthen brigade sustainability

The Charlton workshop outcomes were identified as major themes and potential actions. In each case the relationship to the qualities of the LCM model were also

identified. One of the five major thematic categories is included below as an example.

With respect to getting interest to join:

- Appropriately and sensitively promoting the community and self-interest reasons for being a CFA volunteer member. (C, M)
- Assist potential volunteers to understand that the CFA does much more than fight fires and therefore there is a valued place for everyone. (C)
- Assist potential volunteers to recognise that they have much knowledge and skill of value that they might bring to the CFA and there is much that they can add to their knowledge and skill from the CFA. (L)
- Promote the community "glue" attribute of the CFA that applies even in times when there isn't imminent threat. (M)

Moving beyond initial planning to initial action

The local brigade-level action learning project will begin with an initial action step informed by one or more of the themes identified. The project will be a relatively small-scale project that can be quickly acted upon within presently available means and with an immediate outcome.

Placing a strategic focus upon working with communities

From this brief account of the background to a local brigade-level action learning project, it is clear that a connection exists between what is instrumental for recruiting and what may potentially work for community 'influencing'. The reasons for joining, and remaining, as a volunteer resonate strongly with the reasons for why a community should value its CFA brigade and other emergency services and how there can be a strong partnership with the community that is served.

With this partnership-building objective in mind, the four dot points listed above as thematic components are worthy of closer consideration. It is very probable that innovative actions by a CFA brigade (and other community services) will arise from responding to the

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question "How might this getting interest to join theme work also as a community influencing approach?"

For example, raising awareness and responsiveness to the issue that the CFA does much more than fight fires might be a significant step toward working more strongly with the community. Arising form this, the *valuing of what you already know and can do* might encourage joining as a CFA volunteer member or, alternatively, contributing more toward building a safer sustainable community as a member of the community—but not necessarily as a CFA volunteer.

In terms of the community-influencing leverage to be gained from the formal volunteer base, there are already a substantial number of volunteers to be drawn upon. Furthermore, these volunteers have a high level of commitment and are directly connected to their own networks within the community. As a learning bridgehead to the community, volunteers can draw upon an expanded quantum of knowledge, skill and other attributes that is an aggregation of what they bring to their volunteering and what they gain from their volunteering as illustrated in Figure 3. It may be that many volunteers have not had it in mind to deliberately use their expansive knowledge as an asset to influence their community in its development toward sustainable safety.

Figure 3 foreshadows that the actual degree of engagement with the community is an outcome that can be designed and managed in a planned manner. It is suggested that the nature and quality of this engagement with the community is influenced by the degree to which volunteers are assisted to recognise and value what it is that they have to offer, and the deliberate nurturing of motivations to engage in a community-influencing manner. Volunteer influence at the broader community level can be conceptualised in terms of

'leverage from numbers'. It is suggested that there are already sufficient volunteers to directly influence a substantial proportion of the community by directly engaging, in a learning bridgehead way, with their personal networks. A cascade of change towards building safer sustainable communities could be the outcome.

Conclusion

In consideration of the above action learning project, a volunteer may well bring more to their emergency service volunteer role, and add more knowledge and skill to their personal repertoire as a consequence of their service, than what might at first be recognised. In so doing they derive personal satisfactions beyond what was initially foreseen. It is very probable that an emergency services volunteer's capacity to work with communities is more than is initially apparent, and initially valued. It is not only through their weight in number that volunteers present as a potential learning bridgehead to the community, it is also through their commitment and direct connectedness. These are powerful attributes, the development of which can be facilitated through attention to the LCM model.

Reference

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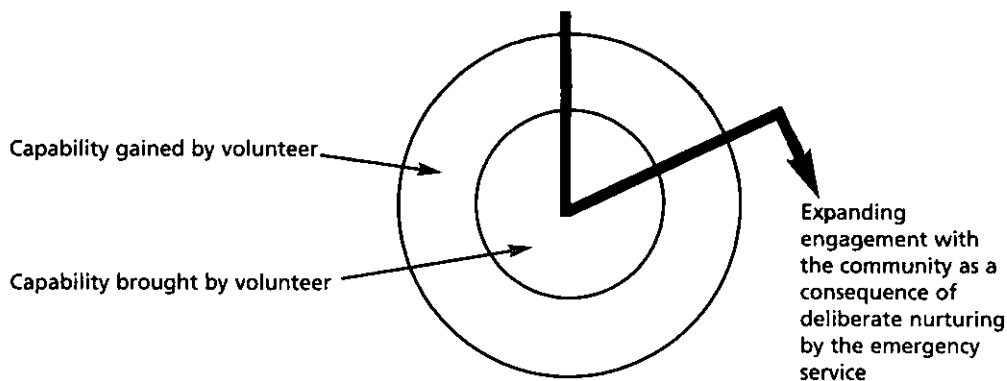
Authors
Lewis Hughes is the Director of Enviro-sys Pty. Ltd learning and resource management consultancy and Deakin University PhD candidate.
John Henry is the Director, Research Institute for Professional and Vocational Education & Training, Deakin University.

Figure 3: Volunteers as a learning bridgehead to the community

Capability gained by volunteer

Capability brought by volunteer

Expanding engagement with the community as a consequence of deliberate nurturing by the emergency service

Volunteerism in emergency management in Australia: directions and developments since the national Volunteer Summit of 2001

By Maj. Gen. Hori Howard

Late in 2001, Emergency Management Australia hosted a *Volunteer Summit* to provide an opportunity for volunteers in the emergency services to get together, discuss their common problems and identify ways of solving them. The Chair of the Australian Emergency Management Volunteer Forum, Maj. Gen. B.W. Howard, presented a paper at the *Australian Disaster Conference* in Canberra in September on what has happened since the Summit. This is a lightly edited version of his presentation.

Introduction

The Volunteer Summit organised by Emergency Management Australia in 2001, as Part of the United Nations sponsored International Year of the Volunteer, was as far as I know the first real opportunity for all the major volunteer groups from the emergency sector to come together to discuss common problems. In order to provide some structure to the Summit, the Steering Committee had to come up with some major themes. Those chosen were:

- Recognition
- Funding

- Legal issues (including protection)
- Training

While these themes were set in advance of the Summit, the Steering Committee that decided on them was representative of almost all of the organisations in the volunteer emergency sector, and the Summit included sufficient workshop sessions to allow everyone to be heard. As would be expected, a larger number of sub-themes emerged, particularly recruiting and retention, but overall, the four major themes selected were accepted as being appropriate.

The world of the volunteer emergency sector has moved on since the Summit, and hopefully will move further soon—and in the right direction. So what I would like to do today is to provide you with a report on what is going on, and some thoughts for the future.

Outcomes from the Summit

The majority of the delegates accepted that the four themes encompassed most of the main problems currently faced by government and non-government organisations alike. Many were surprised to discover that the problems across the sector were remarkably similar. The mainstream emergency services discovered that there were organisations in the

sector which were significantly less well off than they were, and there were bonds formed between organisations which have led to better communication and mutual assistance, which continues today.

The attention given to the four themes at the Summit has paid off in many ways. For example it has given all the organisations a focus in their dealings with their State and Territory governments. There has been a degree of consistency of approach that has never been evident previously. There are numerous examples of progress in the areas covered by the themes, which show that the Summit was well worthwhile and should be repeated at some time in the future.

The themes from the Summit have also provided the basis for a section on volunteers in the Report commissioned by the Council of Australian Governments into natural disasters in Australia. This report should be released shortly, and will provide further credibility for our cause.

The Australian Emergency Management Volunteer Forum

But by far the most significant outcome from the Summit was the formation of the Australian Emergency Management Volunteer Forum (AEMVF). The desire for

a national peak body dominated proceedings, and thanks to the support provided by Emergency Management Australia, it has become a reality. The current members are:

- Adracare
- Anglicare
- Australian Assembly of Volunteer Firefighters
- Australian Council of State Emergency Services
- Australasian Fire Authorities Council
- Australian Red Cross
- Australian Volunteer Coast Guard
- Emergency Management Australia (Ex-Officio)
- Royal Volunteer Coastal Patrol
- St John Ambulance
- State Emergency Service Volunteer Association
- Surf Life Saving Australia
- Volunteer Ambulance Officers Association
- Volunteering Australia
- Volunteer Rescue Association

The Forum has defined itself as 'a national forum representative of the volunteer emergency management sector, to facilitate better communication between the organisations within it and to provide advocacy for the sector as a whole and its members'.

The Objectives of the Forum were determined to be:

- To foster communication between emergency service organisations and with the government.
- To share information
- To provide advocacy, particularly on behalf of the non-government members

To focus on recognition, training, legal issues (including protection) and funding.

The Forum has met regularly since the Summit, and is gradually finding its feet. We are trying to

establish ourselves as a responsible and non-threatening partner in the business of volunteerism within the emergency sector. We are taking care to ensure that we are not seen to be interfering in State and Territory business, because at this stage we have no formal acknowledgment from the States and Territories that we have a role, and this will be fundamental to our survival. Hopefully a recent agreement at the Australian Emergency Management Committee that we can provide a brief report to each meeting will help us achieve the recognition we require if we are to play a proper role.

We are currently working on a number of projects. We have recently collected information on what volunteers have to pay for their personal protective clothing and safety equipment, and we are about to work out what it costs to be a volunteer. We will also soon collect details of insurance costs, including who pays the insurance and how much the premiums have increased over the last couple of years. This information has not to my knowledge been collected nationally, and it will provide us with authoritative information on some of the issues that are faced by the sector. We are always looking for suggestions for new projects and would welcome your input.

Recent developments

There have been a number of significant developments in the volunteer emergency sector since the Summit, which have already or will have significant effects on many of the volunteers. The first is of course the insurance debacle. Many of our members do not have their insurance paid by Government, and they have faced real difficulties in providing cover for their organisations and their volunteers. Public liability has been a particular problem. I am pleased to advise that all organisations have been able to obtain the insurance cover they require, but for some it

has not been easy. We consider that Governments have a responsibility here to look after their volunteer organisations if they are an integral part of their emergency management systems.

The other issue is the Charities Definition Inquiry and the proposed new charities legislation, due to take effect in mid 2004. The indication is that the government emergency services could lose their charitable status. This is likely to affect the bush fire services, the state emergency services and the volunteer ambulance services, but there is also a deal of uncertainty amongst some of the other organisations due to the degree of government control which characterises the emergency sector. Government control is of course fundamental to effectiveness in managing emergencies, and the notion that it should be the main criterion in determining charitable status is not logical for the emergency sector.

Because of the requirement for Government control over emergencies, there may be a risk that this approach may extend to the whole volunteer emergency sector. This would of course be disastrous, as I know of no volunteer emergency organisation which is fully funded by government, and which is not required to raise additional money to survive. This is by no means certain at this stage, but it should sound a note of warning to everyone, about how we are viewed by the Commonwealth Government. Our sector has no special status in their eyes, despite occasional claims to the contrary.

We should be conscious of a possible outcome of the progressive integration of the volunteer emergency sector into government service provision. As the range of safety services required by the community has increased, governments have found them increasingly costly to deliver,

so they have been only too happy to accept the services of the volunteer sector. These services are no longer ' add ons ', but are now core business of governments. The volunteers have generally welcomed this approach, as they feel more relevant. However, the channelling of the spirit of volunteerism to meet government objectives appears to have coloured the way their efforts are recognised. I would argue that they are now being taken largely for granted, and their services are demanded without, necessarily, the proper level of recognition or other support.

The Future

The Forum is seeking membership of a Third Sector (Volunteer) Council, which, we understand, is to be formed under the sponsorship of the Commonwealth Department of Family and Community Services. Unfortunately it appears that the organisers of this Council do not want the emergency sector to be represented. However, we will continue to exert pressure, if necessary at political level, to be accepted as a member.

There are encouraging initiatives from the Australian Bureau of Statistics to improve the quality and quantity of information about volunteers. Initially we were excluded from their discussions, but now that they know of our existence we will be included in future.

I mentioned the Council of Australian Governments review of

natural disasters, and the inclusion of the volunteer emergency sector in it. Once the report is released, it will provide us with the opportunity to advise our political leaders of the existence of the Forum, and that we can assist in providing information about the sector from a national perspective. This is the main reason we are currently collecting information.

The Christmas bushfires are worthy of a mention, as they were disastrous, particularly in the ACT. The community reaction was predictable, that is, they needed to blame someone and the emergency services were closest. We should accept that this is normal, and not be too sensitive. We should not expect any concessions because we are volunteers. Those days are over. What was most pleasing was that the ACT and Commonwealth Governments stood by the emergency services in the face of considerable pressure. This is the key, not whether there is criticism or not. The Forum and several individual members called on the government to support their emergency services, and this may have helped. We will certainly be there for all the organisations in future.

Conclusion

The volunteer emergency sector has an integral role to play in the safety and wellbeing of the Australian community, and due to demands for more and better services, is likely to face increasing pressure. If the sector is to be in a position to

respond, there will need to be a complementary improvement in support from governments. Many of the organisations in the sector face serious problems with training, legal matters, (including protection) and funding. However, I think it is fair to say that all organisations suffer from problems of recognition. Many of the services provided by the sector are taken for granted because they are standard government services, and the sector is increasingly being treated as just another arm of government. If this tendency continues and the uniqueness of the contribution of the volunteer emergency sector goes inadequately unrecognised, the extremely high levels of service delivery will not be maintained over the long term.

This situation means that we all have work to do. We must speak with one voice in our efforts to gain proper recognition. If we can achieve this, the rest will surely follow.

We are currently building an interactive website to help you stay in touch. It is at www.emergencyvolunteersforum.org

Acknowledgment

Authors
Maj. Gen. Hori Howard, AO, MC, ESM (Retd.) is Chair of the Australian Emergency Management Volunteer Forum.

NEW ATTORNEY-GENERAL SWORN IN

His Excellency the Governor-General Major-General Michael Jeffery AC CVO MC on 7 October 2003 swore in The Hon Philip Ruddock MP as Attorney-General of Australia.

Mr Ruddock's appointment was announced by the Prime Minister, The Hon John Howard MP, on 29 September 2003 in significant changes to the Ministry.

Mr Ruddock, formerly Minister for Immigration and Multicultural and Indigenous Affairs, replaces The Hon Daryl Williams QC AM MP, who was recently appointed as Minister for Communications, Information Technology and the Arts in the revised Ministry.

OAM TO ROB OF EMA

Rob Cameron (right) with team member Alex Boland in EMA's Canberra Operation Centre.

For leadership of the team that provided vital links between agencies after the Bali bombings, Rob Cameron, Acting Director Planning and Operations at Emergency Management Australia, has been awarded the Order of Australia Medal.

The honour was announced following the national remembrance ceremony in Canberra to mark a year since the 12 October 2002 devastation in Bali.

It was a particularly emotional service and it was the first time that Rob had seen families and survivors en masse. "Profound grief and loss were still very evident," Rob said. "It's very important that we continue to meet the ongoing recovery needs of these people. Responding to disasters is the start of a long ongoing, evolving process."

Rob pointed out that the initial transfer of the 66 people from Darwin to southern hospitals was a herculean effort by EMA, in particular by former staff Rod McKinnon and Mark Sullivan, with Peter Channells from the Department of Health and Ageing, who is now with the PSCC.

Rob and his team played a pivotal role in facilitating the repatriation of the remains of those who were killed. They have since coordinated a review of the multi-agency involvement to identify the positives of the operation and any gaps in consequence management arrangements.

"It wasn't just an EMA operation," said Rob. "It was a whole-of-government response and should a similar emergency occur in the future, the lessons learned will be invaluable," he added.

"I'm proud of the way the team acted with great sensitivity for the families of those who died in the bomb blasts," said Rob. "At all times we were conscious of the shock, the anguish and the hurt being experienced by relatives and friends of those who lost their lives, and the need to have their loved ones returned speedily.

"The EMA team – drawn from Mt Macedon and from the Canberra offices – were required to work in an essential support role for DFAT, and closely across several other jurisdictions, with medical specialists and with Coroners in each State and Territory."

Rob said it was one of the most intense working periods of his life.

COLLABORATION HIGHLIGHTED IN SAFER COMMUNITIES AWARDS

DGEMA David Templeman congratulates the winners of the Research category Pre-Disaster, Dr John Rollo and his PhD student Sam Honey, of the School of Architecture and Building at Deakin University's Geelong campus. They have used wind tunnel and fluid mapping tests in tracking flying embers to help fire protection with better building design.

With the Attorney are Mr Chris Tudor, headmaster of St Philip's College, Alice Springs, and senior student Vanessa Vaughan a member of the school's newly commissioned Emergency Cadet Unit, the formation of which won them the Pre-Disaster award in the Private Sector category.

The high degree of collaboration between emergency management organisations, government agencies, private bodies and the community, has been a feature of the entries in the 2003 Australian Safer Communities Awards, promoted by Emergency Management Australia (EMA).

"The most evident element across the range of entries was how services talked to each other and cooperated with planning and execution of emergency service programs," said the judges.

The Attorney-General, Philip Ruddock, presented the 12 final recipients with their awards at a special ceremony in Parliament House, Canberra on the 6 November.

This year's Safer Communities awards, promoted by EMA to foster excellence in emergency management, saw 33 entries from around Australia adjudicated in the six different categories. This is the fourth year that EMA has run the awards.

The Attorney-General said Australians can feel secure in the knowledge of the collaborative and innovative work taking place across all levels of government, the private sector and most importantly, the community to help better manage emergencies.

"In a year in which Australians have been called upon to cope with great adversity as a result of devastating disasters,

it is more relevant than ever to highlight achievements in emergency management," Mr Ruddock said.

The Attorney-General paid particular tribute to volunteers in the emergency arena, as well as to the professionals who manage emergencies.

"Many people probably have the mistaken idea that emergency services only spring into action when disaster hits," said Mr Ruddock. "But the bulk of work in emergency management is done well out of the public gaze every day of the year.

"Without these wiling and dedicated people, the emergencies – especially those that are of natural causes – might result in much worse damage, loss of life and economic hardship," he said.

The Director General of Emergency Management Australia, David Templeman, said that sadly disasters often drive the work of so many people in the emergency management sector world-wide.

"Though challenges just keep coming, we in Australia are becoming better prepared, our emergency services are more aligned, and our communities are being protected to a greater degree," said Mr Templeman.

SAFER COMMUNITIES AWARDS – continued

Commenting on the Awards the Director General said that each year the standard of entries continues to rise. "They present strong cases for recognition, with some projects being very complex, but all – small and large – are helping to make our communities safer."

At the presentation of awards Mr Chris Tudor, the Headmaster of St Philip's College in Alice Springs—which won the national Private Sector Pre-Disaster award for establishing an Emergency Services Cadet Unit, responded on behalf of all the award recipients. He expressed his firm belief in communities being prepared.

"There will be times when we need a powerful helping hand," said Mr Tudor. "These people are there ready tonight the chaos caused by the unexpected, the emergency, the disaster. They have built the sinews and muscles of their helping hands to ensure that our communities remain safe, protected and have a fighting chance against whatever comes."

Among other national award winners were the Royal Darwin Hospital for Post-Disaster work following the Bali bombings; the ABC studios in Canberra for the efforts of staff to keep Canberrans informed during last January's bushfires; a local government council in WA for developing home safety audits for people with disabilities; another council – in NSW – for supporting a resident-filmed video highlighting the fear that families experience in a firestorm; a research project into wind-blown burning embers; and the Ambulance Service in South Australia for a Community Responder first-aid-style training course for remote Indigenous communities.

EMA says planning for the 2004 Safer Communities Awards has already begun. Information for coordinators in the States and Territories will be available in December.

Volunteer Organisation

Winner – Pre-Disaster category: SA Ambulance Service – the Murra Murra Community Responder Course for Point Pearce

Highly Commended – Post-Disaster category: Chapman Residents' Action Group, Canberra, ACT – Community assistance and support coordination

Private Sector

Winner – Pre-Disaster category: St Philip's College, Alice Springs, NT – Emergency Service Cadet Unit establishment

Winner – Post-Disaster category: NRMA Insurance, ACT office – Help Expo aids Canberra bushfire recovery

Research

Winner – Pre-Disaster category: Deakin University, School of Architecture & Building, Geelong, VIC – Wind tunnel research into ember attacks

Local Government Stream

Winner – Pre-Disaster category: Blue Mountains City Council, NSW – Bushfire awareness training video 'Our Christmas'

Combination Stream

Winner – Pre-Disaster category: Emergency Service Bureau, ACT, the GeoInsight Committee and the Technik Group – the GeoInsight spatial data project

High Commended – Pre-Disaster category: City of Gosnells Council, WA Police Service, Fire and Emergency Services Authority – Home safety/security audits project

Winner – Post-Disaster category: Towong Shire Council, the Victorian Department of Primary Industries and other partners, VIC – Towong cooperative drought response project

Federal/State Government

Winner – Pre-Disaster category: Fire and Emergency Services Authority WA – the AWARE (All West Australians Reducing Emergencies) partnership program

Winner – Post-Disaster category: Australian Broadcasting Corporation, Canberra, ACT – Emergency broadcast response and recovery January 2003 bushfires.

- High Commended – Post-Disaster category: Royal Darwin Hospital, NT – '36 defining hours' – triage and stabilising of injured victims after the Bali bombings.

Queensland Police Service Library Service

The Queensland Police Service (QPS) employs approximately 12,000 personnel (8500 police officers; 3500 public servants) dispersed across 8 police regions, 25 districts and 332 police stations (figure includes police beats and police beat shopfronts). The Service operates across a diversity of multi-disciplinary squads and sections that specialise in various fields such as:

* Academy
* Legal Services Branch
* Forensic Services Branch
* Accident Investigation Squad
* Dog Squad
* Public Safety Response Team and

Corporate funding injected into the QPS libraries in 1997 enabled the acquisition of a state-of-the-art library information management system This system has underpinned our long-term strategy for the on-line delivery of library services. Structured within

Police Recruits studying in the Oxley Academy Library

the Information Resource Centre, the Library has 4 primary functions:

1. support compulsory education and training of police officers (compulsory) and public servants (non-compulsory) as well as continuous professional development requirements
2. support the operations and services of the QPS
3. support and provide research services with an emphasis on pro-active policing activities
4. rationalise corporate expenditure on information resources

These functions are provided by 13.5 equivalent full-time library personnel designated across 3 different branches including:

* Headquarters Library (Brisbane): key collection strengths—corporate, law, scientific, information technology
* Oxley Academy Library: key collection strengths—policing, criminology, management, sociology, psychology, health and fitness

Mrs. Janet Hodge assisting Inspector Greg Denning and Inspector Gary Hickey in the HQ Library

continued from the previous page

- Townsville Academy Library: key collection—
  a mini-hybrid of HQ and Oxley Academy Library
  resources.

One of the biggest challenges facing the QPS Library
Service is in the provision of equitable and timely
information resources to all personnel within a cost
effective manner. The primary vehicle deployed to
meet this challenge is the Virtual Library database,
accessible from any networked QPS computer.

The Virtual Library provides access to over 40,000
records spanning across a diversity of subjects and
formats including videos, journals, books and legal
judgements. Internet access via the secure gateway
also entitles personnel access to over 15 (Internet)
databases including:

- LexisNexis (law)
- Emerald (management)
- Forensic NetBase (forensics)

A number of new Virtual Library initiatives currently
being progressed include:

- Single point of access to QPS training programs
  including full-text course materials and readings
- Case law databases to meet police prosector
  operational requirements

- Copyright registration database
- Regional acquisition, evaluation and recording of
  information resources located throughout the
  Service with an emphasis on specialist collections
  including:
- Drug and Alcohol
- Forensics
- Information Technology

The advent of the state-wide Virtual Library enables
clients to independently undertake research
irrespective of geographical location or time. This is
a particular advantage when officers are rostered to
work shifts outside of library operating hours.

In 2003, the QPS welcomed the invitation to join
ALIES (Australian Libraries in Emergency Services)
and have benefited from the cooperative spirit and
camaraderie. The ability to share resources and
network initiatives and challenges is instrumental in
the provision of best practices in emergency and
policing agency libraries.
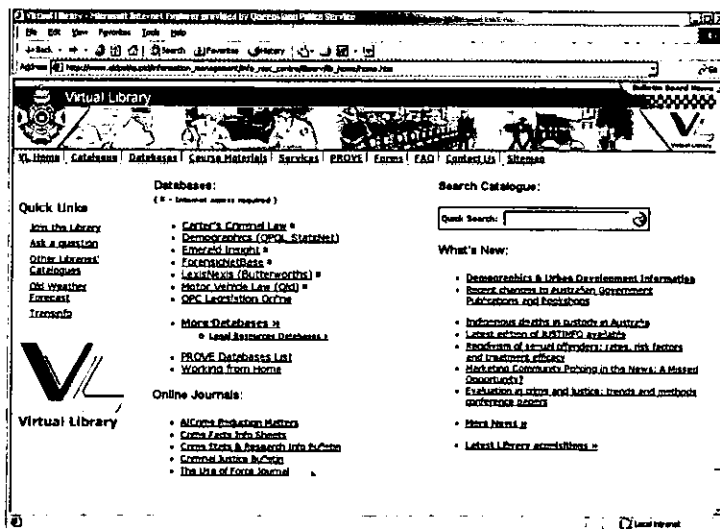
The Queensland Police Service Virtual Library Database

BOOK REVIEW
The Big Shift

by Bernard Salt

Review by Neil Head and Peter Arnold, Development Group, Emergency Management Australia (EMA).

In a lively and entertaining account, Bernard Salt charts the course of Australian society since European settlement, correlating the shifts in population and demographic distribution with cultural changes, and making some astute observations about the likely future for this country.

In The Big Shift, Salt postulates "The push from the bush", a rural population decline occurring at the same time as the growth of suburbia during the 20th century, followed by the emergence of a shift to provincial coastal communities—largely by lifestyle-seeking baby boomers, now occurring in the 21st century. There have thus been three cultures in Australian history: first the bush, then suburbia and the third culture of the beach, which has emerged over the last 20-odd years and will continue to develop.

Salt's hypothesis examines two key factors behind demographic change – population and culture – drawing on Australian Bureau of Statistics (ABS) data.

The population of Australia reached 19 million in 2001 and is expected to increase to 25 million by 2051, before stabilising around that number for the rest of the 21st century. The reason for the stabilisation is due to a combination of a drop in the number of children per family and the decrease in the older age "hump" through natural attrition. The significance of the big shift however, is not how big the

population will be, but what will be the distribution of people and that will reflect the Australian culture.

Though Australia has always had a large urban population, the relative rural population (rural to urban) was high (52% in 1901). Then throughout the 20th century, the capital city suburbs grew strongly. The trend to suburbia peaked in the 1980s, when the concept of urban sprawl rose, then a trend to high density inner city living developed (though not enough to over-ride suburbia as a cultural force). However, together city-dwellers dominate the Australian culture and the rural culture – the image of the bush – is now marginalised.

Over the last 20-odd years, Salt has identified a third Australian culture, that of the beach. Of 642 local government areas (LGA) in Australia, 157 have some sort of beach frontage. The population of these LGAs was 6.7 million in 2000. In many cases this is nothing new; 34 of these LGAs are also city suburbs. However, 123 are provincial coastal communities with a 2000 population of 3.6 million, an increase of 1.4 million over the last quarter of the 20th century.
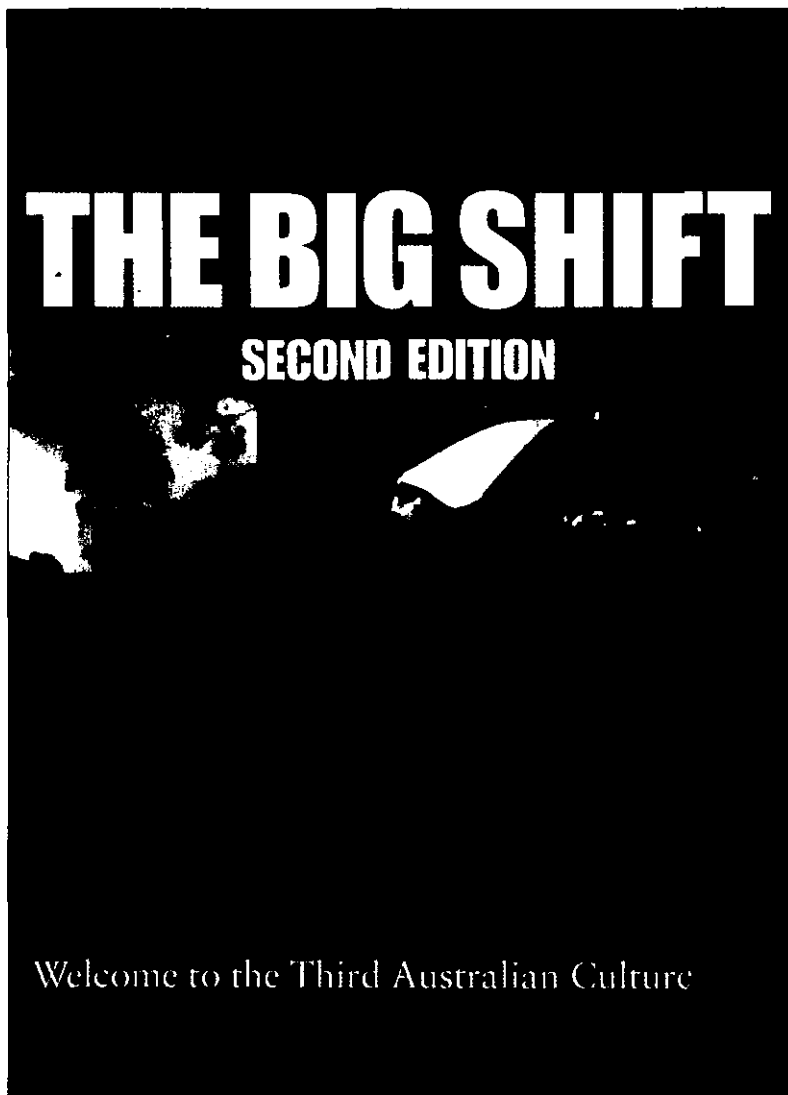
Salt correlates the shifts in Australian culture to the three acknowledged "generations". The "baby boomers" are those born between 1946 and 1961, in the expansion years after World War Two. Then there is "Generation X" (born between 1961 and 1976), in the years of rapid technological development and a degree of social dissolution. Finally there is "Generation Y", also called "Generation Dotcom", born between

1976 and 1991, to whom the computer and the Internet are a natural part of life. The third culture largely (but not uniquely) rests with the baby boomers, who are looking for a certain lifestyle in the latter years of their working life and in retirement.

This correlation of generation to culture, as well as Salt's examination of "quirky Australia" are the heart of his hypothesis and naturally lead to his thoughts for the future. He sees the shift to the coast as continuing, but suburbia will still determine the "national Mood" and while the bush will grow slightly in real terms it will decline relatively and remain marginalised.

The Bernard Salt Report, The Big Shift, has its focus on business. Where should business people focus their energy and finance in the likely future Australia? For these people, The Big Shift has some very strong insights.

Then there are the people issues. Many of the people shifting to the rural-urban fringe or to the coast bring with them an urban mentality; they have little or no experience of natural hazards, they are used to and expect provision of services (including, perhaps especially, emergency services) and they have little concept of personal responsibility for safety and sustainability. Raising community awareness with this population will be a major challenge.

Emergency management in Australia is totally reliant on volunteers. The implications of The Big Shift are apparent: the aging population, the decline in the rural population and the shift of the population to the coast will all affect volunteering. How can the young be attracted to volunteer – and will Dotcomers have appropriate skill sets? While the boomers in the provincial coastal communities may find it "fashionable" to volunteer, will they be willing and/or capable to do the "dirty" and physical work that is the part of the emergency service volunteer.

All these issues, and more, will need to be addressed by emergency managers as part of The Big Shift. As part of this assessment, EMA plans to conduct, in association with State & Territory agencies, some scoping exercises on this subject in 2003/4, so readers please feel free to make contact if you have an opinion or want to participate, contact Neil Head on neil.head@ema.gov.au

Emergency Management

However, what are the implications of The Big Shift for emergency management? A number of issues are apparent. For the inner city environment, the trend to high density living has obvious ramifications, especially with respect to fire or structural collapse (urban search and rescue). For the urban-rural fringe, which continues to border bushland or push into flood-plain areas, the problems of fire or flood are self-evident. The move to the coastal settlement is significant, since that is a move to a naturally hazardous area. The coast is subject to severe storms (the East Coast Lows), including problems such as hail and flash flooding, and many of the provincial settlements are on flood plains and have problems with coastal erosion, while the northern coastal areas are in the cyclone belt.

NOTES FROM THE FIELD

Emergency Management Australia (EMA) is delighted over 700 participants from all parts of Australia, together with representatives from New Zealand, Fiji, Samoa, Solomon Islands, Thailand and Switzerland attended the "Safer Sustainable Communities 2003 Australian Disaster Conference' at the National Convention Centre in Canberra, 10–12 September 2003.

Between the official opening, by Hon Daryl Williams, then Australian Government Attorney General, to the closing address by Ms Dianne Coon from the Australian Emergency Management Volunteers Fourm (AEMVF)— Tasmanian Volunteer Ambulance Association, speakers gave over 130 presentations on a broad range of subjects from the fields of community safety and sustainable development. Included in the presentations were several impressions from the January 2003 ACT Bushfires and a keynote address on Leadership from the Chief of the Defence Force, General Peter Cosgrove.

EMA thanks all our speakers for sharing their time and knowledge with participants. Feedback has focused on the high quality and diversity of the Conference papers and presentations, many of which have been published on the Conference website: www.ema.gov.au/disasterconference. Daily reports from the Conference featuring the key points identified from each session are also available on the website, and will be co-ordinated into a Summary Report in due course.

In his 'Reflections on the Conference', Mr John Norton, Director, New Zealand Ministry for Civil Defence and Emergency Management neatly summarised the spirit and focus of the Conference on collaboration, coordination, cooperation and communities. EMA is pleased that the 2003 Australian Disaster Conference has gone some way to building the networks and information-sharing which are so important to effective community safety and sustainable development.

The next edition of this Journal will be devoted to the Conference. This will include a Conference summary and a selection of papers presented at the Conference.

EMA Director-General, David Templeman would like to thank the Conference Steering Committee and also the literally hundreds of people who contributed to the success of the Conference. EMA is particularly grateful to the Conference sponsors: Geoscience Australia, Commonwealth Bureau of Meteorology, Department of Transport and Regional Services, Insurance Australian Group and Critchlow Associates, and AusAID for their financial support to Pacific delegates.

Jonathan Abrahams
Conference Program Chair
EMA

EMA Update

Emergency Management Australia provides national leadership in the development of measures to reduce risk to communities and manage the consequences of disasters. EMA Update keeps AJEM readers abreast of the courses and activities that assist in this aim.

KNOWLEDGE MANAGEMENT & BUSINESS

AUSTRALIAN DISASTERS DATABASE (EMATrack)

The redeveloped Australian Disasters Database went live on AGD servers in August, 2003. Figures for October show the Database averaging 17,000 hits, 573 visits per month, approximately 5.3% of all web traffic. This indicates strong interest from our users and some anticipation for its release. Enhanced reporting capability is being planned for the next quarter. Discussions have been held with stakeholders regarding partnerships and development, data standards, cost assessment, networks, GIS, and synergies with the development of AusDIN. A workshop may be held early 2004 to progress the major issues, particularly round questions of data standards, interoperability and assessment methods. The outcomes will feed into a Strategic Plan for the future of the EMA Disasters Database.

For further information contact John Laurie
Phone: 03 54 21 5280; email john.laurie@ema.gov.au

EMA WEBSITES:

The EMA websites continue to build their audience and provided a strong web presence for the 2003 Australian Disaster Conference in September, with daily summaries and comprehensive information pages. All the papers and presentations from the Conference are now available on the website. The Extranet is being further developed with the CBR section being expanded and the Education & Training section soon to include an interactive Bulletin Board.

Recent EMA involvement in the Science Festival featured an online competition and several online surveys have been conducted over the past 3 months. Figures show 444,000 hits for the month, 30% from overseas and 17,500 visits. The client base remains steady with an overall increase of 26% in website activity for the quarter. The EMA Intranet continues to demonstrate applied knowledge management in streamlining business activity across the two sites, and the range of available business functions continues to grow. An evaluation and design review is planned over the next quarter.

For further information contact John Laurie
Phone: 03 54 21 5280; email john.laurie@ema.gov.au

COMMUNITY AWARENESS ACTIVITIES

EMA is undertaking a review of the entire suite of magnetised Action Guides with the assistance of State and Territory agencies. A committee was formed and met late August to discuss the format and content of the series. A template for the format and content has now been developed. As a result of feedback from stakeholders, the new guides will not have quite as much text and focus more on a particular aspect of the event. The new Action Guide series will be available for distribution by the end of February 2004.

For further information contact Cate Moore
Phone: 03 54 21 5296; email cate.moore@ema.gov.au

AUSTRALIAN EMERGENCY MANUAL SERIES

EMA in collaboration with the States and Territories convened a workshop in Canberra on the 13th of November. The purpose of the workshop was to discuss the views and recommendations of the States and Territories as to the future of the Skills Manuals component of the series. Discussions also centred on hard copy versus electronic availability and access to the manuals.

Community Development in Recovery from Disaster
'The guidelines for Community Development in the Disaster Context have been developed to assist in developing effective post-disaster community development activities. They incorporate and expand information and knowledge previously available in two EMA publications, Disaster Recovery and Community and Personal Support Services.'

For further information contact Cate Moore
Phone: 03 54 21 5296; email cate.moore@ema.gov.au

LIBRARY

There has been a slight delay in implementing the new library management system for clients external to EMA. All available efforts are being made to ensure Web access as soon as possible. The new catalogue will appear as a link from the Library section of the EMA website.

Also located on the EMA Web page is a list of free online journals and a comprehensive selection of web sites grouped into subject areas.

KNOWLEDGE MANAGEMENT & BUSINESS CONTINUED

The EMA Library staff were pleased to meet many of their clients face-to-face at the 2003 Disaster Conference in Canberra. The Internet Café operated by Library staff was a popular gathering place for delegates. Both of these activities allowed the Library staff to add to their friendships in the emergency management community and increased their knowledge of the relevant issues in their field.

For further information contact Linda Hansen
Phone: 03 54 21 5224; email linda.hansen@ema.gov.au

AUSTRALIAN DISASTER INFORMATION NETWORK (AUSDIN)

The first AEMC endorsed AusDIN Steering Committee met in Canberra on the 1st October, chaired by the Director General EMA David Templeman. Nearly all States and Territories were represented and several speakers noted the growing convergence between national security, consequence management, spatial data initiatives and networking.

Among some of the issues discussed were governance and cross-jurisdictional arrangements. A presentation on the Australian Libraries in Emergency Services (ALIES) was well received and partnership opportunities were explored. The issue of the AusDIN internet portal was discussed and this development will be overseen by the subordinate AusDIN Portal Group. The possibility of a new name for AusDIN was discussed and suggestions were invited. The meeting confirmed the significance of AusDIN in the whole-of-government approach to emergency management and to the new directions post September 11.

For further information contact Kim Fitzgerald
Phone: 02 6266 5617;
email kim.fitzgerald@ema.gov.au

EDUCATION & TRAINING

EMERGENCY RISK MANAGEMENT (ERM)

The ERM review has commenced with a meeting of the national committee convened by EMA. The review will include the alignment of ERM materials with changes to the national Risk Management Standard AS/NZS 4360 and the inclusion of best practice examples in the new suite of publications.

For further information please email
cathy.phelps@ema.gov.au

The second edition of the Critical Infrastructure Emergency Risk Management Handbook is nearing completion and will be posted on the EMA web site by mid November. Hard copy publication will be co-ordinated with the release of the revised Risk Management Standard AS/NZS 4360 in 2004.

For further information please email
michael.tarrant@ema.gov.au

EMERGENCY MANAGEMENT COMPETENCY STANDARDS REVIEW

During 2003 EMA worked with the Emergency Management Sector Working Group to review the national industry competency standards for emergency management. The process involved workshops with emergency management practitioners in all states and territories and an extensive validation process. The consultations confirmed the importance of emergency risk management as core competencies and identified additional competencies in the area of emergency planning, leadership/teamwork and liaison with other organisations. The outcomes are currently with the Australian National Training Authority for endorsement.

For further information www.psitab.org.au

ADVANCED DIPLOMA IN PUBLIC SAFETY (EMERGENCY MANAGEMENT)

EMA delivers programs aligned to five units of competency from the Advanced Diploma in Public Safety (Emergency Management). Competency in eleven units must be demonstrated for the award of this qualification. The Emergency Management Sector Working Group is investigating the likely demand for the full qualification with a view to encouraging other training providers to deliver it.

If you are interested in completing this qualification you are encouraged to access our on line survey at www.ema.gov.au

COMPETENCIES FOR WORKING WITH CHEMICAL BIOLOGICAL AND RADIOLOGICAL EMERGENCIES

A 3 day national workshop involving CBR content experts from all operational sectors was held at EMA Mt. Macedon in late October. The object of the workshop was to identify the competencies required for working with CBR emergencies across all levels and sectors and expose any gaps. Workshop participants also reported on current training provision in their jurisdictions. An issues paper outlining a draft CBR competency profile will be one outcome of the workshop. The issues paper will be

EDUCATION & TRAINING CONTINUED

circulated to a broader change of stakeholders and further national consultations will be held to gain input and refine the profile.

For further information please email
colin.fiford@ema.gov.au

FLEXIBLE LEARNING

Research and consultation with the emergency management field in 2002 specified a need for more flexibility in the delivery of EMA programs. Generally respondents supported face to face learning with on-line support. Full distance learning was only seen as appropriate for introductory programs. A CDROM to support the Course in Introduction to Emergency Risk Management has been developed in consultation with a state and territory steering committee. The CDROM is designed to support distance or face to face learning and is currently being piloted.

Users of this well-researched and engaging resource will be able to learn about the topic through a variety of activities. These include case studies with photos and maps, which can be used to work through emergency risk management exercises with follow-up questions for reflection on the process. There is also a self-testing quiz, links to relevant websites and a formal assessment. The CDROM is important in increasing access to emergency risk management programs provided by EMA as the Course in Emergency Risk Management is a pre-requisite for other EMA emergency risk management programs.

For further information email fred.ritman@ema.gov.au

GRADUATE CERTIFICATE IN EMERGENCY MANAGEMENT—ENHANCING EMERGENCY MANAGEMENT PRACTICE

In many occupations, from criminology to nursing, there is a strong move to base professional practice on evidence relating to what works best, rather than just "doing things like we've always done them".

This concept underpinned development of EMA's Graduate Certificate in Emergency Management. EMA developed this qualification after widely consulting the field. The program has been designed to be dynamic in content so that participants can engage with topical themes, contemporary issues and current research agendas in emergency management.

Access to this program is through state/territory Nominating Authorities with an additional selection process to meet the specific entry requirements for Graduate Certificate programs. Nominations have closed for the first intake in 2004. It is anticipated that there will be one intake per annum. Delivery of the accredited and nationally recognised program will commence in May 2004.

More information can be found at
(htpp:// www.ema.gov.au).

DEVELOPMENT

Australian Emergency Management Volunteer Forum (AEMVF)

The Volunteer Forum met in Sydney on 22 October and examined issues such as the Charities Definition Inquiry, the Public Safety ITAB, tax incentives for volunteers, possible representation of emergency management volunteers on a Third Sector Council, insurance issues, the 2003 Australian Disaster Conference, casual or spontaneous volunteers, research into the cost of being a volunteer and the timing of the next Volunteer Summit.

As one of the main objectives of Forum quarterly meetings is the sharing of information, this meeting saw the introduction of a different format, with presentations being given on Tax Issues Surrounding Volunteers and the Liability Law Reform Program by Rebecca Jensen from the Australian Tax Office, and Dallas Booth from the Insurance Council of Australia, respectively.

Planning has commenced for a second Volunteers Summit which is proposed for Canberra in March/April 2005. A Steering Committee is being established shortly the AEMVF will be utilised to provide guidance on this major event. Regular updates will be provided through the AJEM.

For further information contact David Winterburn
Phone: 02 6266 5009
Email: david.winterburn@ema.gov.au

Emergency Management Projects Program 2003/2004

The EMA Projects Program is aimed at fostering projects that help improve Australia's capabilities for preventing or dealing with natural or technological hazards and disasters. Currently EMA are funding 10 projects for the 2003–04 financial year, which are outlined on the EMA website. .

The projects encompass a wide range of topics including school education and research projects.

Products of the 2002–2003 EMA Projects Program are available from the EMA website www.ema.gov.au or from the EMA Library at Mt Macedon.

The program for 2004–2005 is proposed to be broadened to the "EMA Research and Innovation Program". More information on this will be provided in the next edition of AJEM.

For further information contact Rheannon Nicholson
Phone: 02 6266 5497
Email: rheannon.nicholson@ema.gov.au

ALGA—EMA Local Government Emergency Management Capability Development Program

EMA has partnered with the Australian Local Government Authority (ALGA) to provide the Local Government Emergency Management Capability Development Program to fund projects at the Local Government level to enhance emergency management capability in the States and Territories.

Project proposals from the States and Territories must develop relationships between emergency management agencies and Local Government Associations, must provide deliverables at the LG level and encourage Local Government to adopt sustainable Emergency Risk Management processes.

Projects have commenced, or are soon to, in each of the States and the Northern Territory.

One of the products to be developed from the program will be a web site that can be accessed by Local Government Councilors and staff to learn about emergency management.

For further information contact Paul McAlonan
Phone: 02 6266 5438
Email: paul.mcalonan@ema.gov.au

Senior Women In Management (SWIM)

EMA is providing guidance and support to a Senior Women In Management (SWIM) Team who are undertaking a project to "Identify, document and analyse issues covering collection of post disaster economic loss data and promote the benefits of a nationally consistent approach to post disaster data collection of relevant material to improve future disaster mitigation strategies".

The SWIM Team has undertaken stakeholder consultation with agencies with an interest in post disaster data collection including Department of Transport and Regional Services, Geoscience Australian and EMA. Consultation meetings have also been held with a range of stakeholders, in Victoria, South Australia and Queensland.

The SWIM Program is a prestigious and unique Australian Public Service (APS) senior officer development program designed by the APS Commission. The SWIM program provides already competent and high achieving officers with the opportunity to focus on further development through a program that combines high quality coursework with challenging work placements and Learning Set group work.

For further information contact Paul McAlonan
Phone: 02 6266 5438
Email: paul.mcalonan@ema.gov.au

Review of Australian Emergency Manual: Safe and Healthy Mass Gatherings

EMA is undertaking a review of the Australian Emergency Manual: Safe and Healthy Mass Gatherings and is seeking input to the review from any interested parties.

DEVELOPMENT CONTINUED

This particular manual provides guidance to a wide range of personnel on the management of risks associated with conducting events, often involving large numbers of people.

Since its publication in 1999, Australia has had significant responsibilities for organising a wide range of events which attract small and large crowds, but none bigger than the Sydney 2000 Olympic Games. EMA would like to incorporate the knowledge gained from these experiences in the new version of the manual. Another issue to be considered in the review is the implication of Australia's changed security environment for event safety and management.

An electronic copy of the manual is able to be downloaded from the EMA website, www.ema.gov.au in the publications section.

For further information contact Paul McAlonan
Phone: 02 6266 5438
Email: paul.mcalonan@ema.gov.au

2003 Australian Safer Communities Awards

The 2003 Australian Safer Communities Awards ceremony will be held at the Mural Hall, Parliament House, Canberra on Thursday, November 6, 2003. The Attorney-General, the Hon Philip Ruddock will announce the national winners of the Awards at the ceremony.

The Awards recognise best practice and innovation that help to build safer communities. They cover organisations and individuals working in risk assessment, research, education and training, information and knowledge management, prevention, preparedness, response, and recovery. Details of the awards including information on past years' winners are also available on the EMA website— www.ema.gov.au

For more information contact Li Peng Monroe
Phone: 02 6266 5408
Email: lipeng.monroe@ema.gov.au

PLANNING & OPERATIONS GROUP

Retirement of Rod McKinnon

EMA Director of Planning and Operations Rod McKinnon retired from EMA after nearly eight years in this key position. In farewelling Rod, Director General David Templeman warmly praised Rod's contribution to the development of emergency management capability in Australia and wished him a rewarding and relaxing retirement in Queensland. Mr Templeman added that Rod's strategic perspective and operational management skills, well honed by 33 years service in the Royal Australian Engineers, would be missed by all in EMA.

National Counter Terrorist Exercise "Fastball"

EMA participated in the National Counter Terrorist Investigation and Consequence Management Exercise (ICMEX) codenamed "Fastball" in Brisbane in early October. The exercise, hosted by the Queensland Police had several components and included managing the consequences of a radiological dispersal device in the context of a mass gathering, a deliberate chemical release on public transport facilities, and an urban search and rescue scenario.

For further information contact Rob Cameron, Acting Director Planning and Operations, 02 6266 5525, email robert.cameron@ema.gov.au.

CBR Enhancement Program

The first tranche of equipment in the Australian Government's Chemical Biological and Radiological Enhancement Program (CBREP) was delivered to States and Territories in September. The first phase of the CBREP saw each jurisdiction take receipt of a range of personal protective, detection and CBR operational support equipment valued at $900,000. The second phase of the CBREP, acquisition of distribution of deployable mass casualty decontamination systems is underway and progressing as per project planning.

For further information contact Matt Smith, Acting Assistant Director CBR Enhancement Program, 02 6266 5474, email matthew.smith@ema.gov.au.

PLANNING & OPERATIONS GROUP CONTINUED

Plan SPRED Trial

In late November 2003 in Townsville, EMA will coordinate a trial of the Australian Contingency Plan for Radioactive Space Debris Re-Entry (AUSCONPLAN SPRED). The trial involves representatives from the Incident Response Regiment, the Australian Radiation Protection and Nuclear Safety Agency, the Australian Nuclear Science and Technology Organisation, the Defence Science and Technology Organisation and 5th Aviation Regiment. The trial will consist of a series of activities to confirm Standing Operating Procedures that would be used during an incident involving re-entry of radioactive space debris. The trial will be conducted over two and a half days and will focus on Ground and Helicopter search operations.

For further information contact Don Patterson, Assistant Director Special Capabilities, 02 6266 5165, email don.patterson@ema.gov.au

National CBR Working Group

The National Chemical Biological and Radiological Working Group met at Mount Macedon during 15–17 October. Some 30 persons attended including representatives from Commonwealth agencies as well as the Chairs of State and Territory CBR committees. The meeting focussed on the ongoing work of the CBR Enhancement Program in which CBR equipment is being provided to State and Territory response agencies. Further refinement of the National CBR Coordination Arrangements is expected to be forwarded to the Australian Emergency Management Committee for endorsement early in the new year.

For further information contact Don Patterson, Assistant Director Special Capabilities, 02 6266 5165, email don.patterson@ema.gov.au.

NRIS Exercise Murphy 03

Exercise Murphy 2003, the annual National Registration and Inquiry System Exercise was conducted on 22 October 2003. State and Territory Red Cross agencies participated in the exercise to register, process inquires and match persons using the NRIS Local and NRIS National Web based system. The exercise was based on a cyclone impacting on Darwin and involved Southern states assisting in the registration process. Exercise Murphy is conducted annually to ensure NRIS is fully functional. NRIS can be used by States and Territories to register displaced persons in any emergency.

For further information contact Don Patterson, Assistant Director Special Capabilities, 02 6266 5165, email don.patterson@ema.gov.au

Emergency Management Sector Critical Infrastructure Protection Working Group

A meeting of the Emergency Management Sector Critical Infrastructure Protection Working Group (EMCIPWG) is planned for November 19 and 20 2003. State and Territory departments and agencies and Industry continue to strongly support the activities of this group and recognise it as an important, broad information sharing forum for critical infrastructure protection issues. The proposed meeting has two aims:

* To share information on a range of risk assessment and risk management tools, methodologies and approaches to CIP currently in use by stakeholders with CIP responsibilities from both government and industry, and

* To scope the requirement for the establishment of an Emergency Services/Public Safety Industry Assurance Advisory Group (IAAG) as part of the national Trusted Information Sharing Network (TISN)

Attendees at the meeting will be State and Territory emergency managers, representatives from first minister's departments, police, State and Territory CIP review groups, representatives from industry including some chairmen of the established IAAGs and Australian Government departments and agencies.

For further information contact David Morton, Assistant Director Civil Defence and National Support, 02 6266 5328, email david.morton@ema.gov.au

CONFERENCE DIARY

2003
November

November 1–4

Location: Orlando, Florida

Title: Annual Meeting of the International Association of Emergency Managers (IAEM).

Enquiries: IAEM, 111 Park Place, Falls Church, VA 22046; (703) 538-1795; fax: (703) 241-5603; email: info@iaem.com; WWW: http://www.iaem.com/.

November 2–5

Location: Seattle, Washington

Title: Geological Society of America (GSA) Annual Meeting.

Enquiries:: GSA, P.O. Box 9140, Boulder, CO 80301-9140; (303) 447-2020 or (800) 472-1988; fax: (303) 447-0648; email: meetings@geosociety.org; http://www.geosociety.org/.

November 3–6

Location: Boulder, Colorado

Title: Campus Fire Forum 5.

Detail: This fire safety forum will focus on developing effective university-municipality working relationships, working with the media, anticipating riots, evaluating the effectiveness of fire safety programs, preparing for the unthinkable, and more.

Enquiries:: Campus Firewatch, P.O. Box 1046, Belchertown, MA 01007; (413) 323-6002; email: forum5@campus-firewatch.com; http://www.campus-firewatch.com/forumv/.

POSTPONEDNovember 4–7

Location: Washington, DC

Title: GDIN 2003.

Detail: Conference themes include emergency telecommunications, disaster manager needs, the UN International Strategy on Disaster Reduction, information management (including homeland security), urban search and rescue, and many more.

Enquiries: GDIN, 26128 Talamore Drive, South Riding, VA 20152; (202) 647-5070; email: gdin2003@hotmail.com; http://www.gdin.org/.

November 6–9

Location: Sunrise, Florida

Title: Building Alliances Through Resonant Leadership.

Detail: This conference will focus on leadership skills and other issues with the goal of providing a proactive network that supports, mentors, and educates current and future women chief officers.

Enquiries:: Terri Wallace; email: terri.wallace@ci.greensboro.nc.us http://www.womenfireofficers.org/events.htm.

November 10–14

Location: Honolulu, Hawaii

Title: 30th International Symposium on Remote Sensing of Environment (ISRSE): Information for Risk Management and Sustainable Development.

Detail: The overall theme of this conference is the *use of Earth observation systems in* understanding and managing our planet's environment with particular emphasis on natural hazards and suststainability.

Enquiries: ISRSE, c/o Office of Arid Lands Studies, University of Arizona, 1955 East Sixth Street, Suite 205, Tucson, AZ 85719; (520) 621-3816; email: isrse@email.arizona.edu; http://isrse.pdc.org.

November 11–13

Location: Washington D.C

Title: Contingency Planning and Management Conference East.

Details: This conference is geared toward those who work with developing, maintaining, and implementing business continuity plans. Educational sessions, disaster simulation exercises, and networking opportunities are included.

Enquiries: CPM, 84 Park Avenue, Flemington, NJ 08822; (908) 788-0343; http://www.contingencyplanningexpo.com.

November 12–13

Location: Orlando, Florida

Title: 2003 IBHS Annual Congress "Taking the Lead in Property Loss Reduction."

Detail: This congress on natural hazard loss reduction brings together professionals in the insurance industry, emergency management, government agencies and academic institutions, for the purpose of discussing the latest developments in natural hazard mitigation.

Enquiries: IBHS, 4775 East Fowler Avenue, Tampa, FL 33617; (813) 286-3400; http://www.ibhs.org/congress/.

November 13–14

Location:	Tokyo, Japan
Title:	First International Conference on Structural Health Monitoring and Intelligent Infrastructure (SHMII-1).
Detail:	The conference will address progress in the development of building, transportation, marine, underground, energy generating, and other civilian infrastructures that are periodically, continuously or actively monitored.
Enquiries:	SHMII-1 2003 Secretariat, c/o the Department of Urban and Civil Engineering, Faculty of Engineering, Ibaraki University,Nakanarusawa-cho, 4-12-1, Hitachi, Ibaraki 316-8511, Japan; tel: +81-294-38-5172; email: shmii-1@mx.ibaraki.ac.jp; http://www.civil.ibaraki.ac.jp/shmii/.

November 14–16

Location:	Pilani, India
Title:	Second Conference on Disaster Management-Case Histories of Disasters.
Detail:	The focus of the conference will be on earthquakes, floods, cyclones, and drought. Conference organizers are accepting contributions of case histories of disaster management for presentation through July 15, 2003.
Enquiries:	Satyendra P. Gupta Civil Engineering Group, BITS, Vidhya Vihar Campus, Pilani, Rajasthan, India, email: spgupta@bits-pilani.ac.in or spguptaus@yahoo.com; http://www.bits-pilani.ac.in/.

November 15–19

Location:	Orlando, Florida
Title:	Annual Meeting of the International Association of Emergency Managers (IAEM).
Enquiries:	IAEM, 111 Park Place, Falls Church, VA 22046; (703) 538-1795; fax: (703) 241-5603; email: info@iaem.com; WWW: http://www.iaem.com.

November 16–19

Location:	Norfolk, Virginia
Title:	Emergency Preparedness and Prevention Conference: Stay the Course.
Detail:	This conference will focus on training, networking, and continuing education for a variety of emergency management issues.
Enquiries:	Katrina Harris, 2003 Conference, c/o General Physics Corporation, 500 Edgewood Road, Suite 110, Edgewood MD 21040; (800) 364-7974; http://www.2003conference.org/.

November 16–20

Location:	Orlando, Florida
Title:	The 2nd International Wildland Fire Ecology and Fire Management Congress held jointly with the 5th Symposium on Fire and Forest Meteorology.
Detail:	This conference includes sessions on fire ecology, wildfire management and suppression, fire technology, social aspects of fire, remote sensing and fire, and more.
Enquiries:	AMS, 45 Beacon Street, Boston, MA 02108-3693; 617-227-2426; email: amsmtgs@ametsoc.org; http://www.ametsoc.org/AMS/meet/FAINST/5fire2fireeco.html.

November 17–21

Location:	Las Vegas, Nevada
Title:	HazMat Explo 7.
Detail:	This conference approaches Hazardous Materials from a variety of perspectives, such as first responders, emergency and industrial planners, medical practitioners and many others. Explo focuses on networking, education, and sharing state-of-the-art hazardous materials equipment.
Enquiries:	Brent R. DeCracker, Destination Media and Marketing, 10056 Gold Thorn Street, Las Vegas, NV 89123; (702) 768-0887; email: brent@hazmatexplo.org; http://www.hazmatexplo.org/.

November 19–20

Location:	Moreton-in-Marsh, U.K
Title:	The 8th Annual Research Event of the Fire Service College.
Details:	The event brings together an audience of researchers and practitioners interested in issues related to fire and emergency management.
Enquiries:	Anne Eyre; tel: (01926) 427939; email: anne.eyre@traumatraining.com.

November 19–22

Location:	Leon-Guanajuato, Mexico
Title:	14th Mexican National Conference on Earthquake Engineering.
Detail:	The theme for the congress is "challenges for earthquake engineering in the twenty-first century." The conference is directed toward professors, researchers, students, practitioners, building officials, institutions from the private and public sectors, and all others working with topics directly related to earthquake engineering research, teaching, design and construction.
Enquiries:	Angelica Mendoza-Reyes,Camino Sta. Teresa No 187, Local 9, Col. Parques del Pedregal, Delegacion Tlalpan, 14 020 Mexico; tel: (52-55) 5606-1314; email: smis@mx.inter.net; http://www.smis.org.mx.

December

December 7–10
Location: Baltimore, Maryland

Title: 2003 Society for Risk Analysis (SRA) Annual Meeting.

Detail: The theme for the meeting is "bridging risk divides," and it will highlight building links among risk disciplines and sectors such as academia, industry, government, and nonprofits.

Enquiries: SRA, 1313 Dolley Madison Boulevard, Suite 402, McLean, VA 22101; (703) 790-1745; email: sra@burkinc.com; http://www.sra.org.

December 8–9
Location: La Jolla, California

Title: 2003 International Conference on Seismic Bridge Design and Retrofit.

Detail: Topics to be discussed at this conference include new seismic design approaches, effects of vertical accelerations on bridge response, evaluation and application of seismic response modification devices in bridge design and retrofit, and more.

Enquiries: Phyllis O. Erebor, AGI, P.O. Box 9094, Farmington Hills, MI 48333; (248) 848-3784; email: phyllis.erebor@concrete.org; http://www.concrete.org.

December 16–18
Location: Bandung, Bali, Indonesia

Title: Construction (EASEC-9).

Detail: The conference theme is "embracing the challenges of the 21st century," with a focus on the use of information technology, training and education, distance partnerships, digital communication, and more.

Enquiries: Muhamad Abduh, Department of Civil Engineering, Institut Teknologi Bandung, Jl. Ganesa 10, Bandung 40132, West Java-Indonesia; tel:(62)-(22)-2510715; email: easec9@si.itb.ac.id; http://www.si.itb.ac.id/easec9/home.php

2004
January

January 7–9
Location: Berkeley, California

Title: 11th International Conference on Soil Dynamics and Earthquake Engineering (ICSDEE).

Detail: This conference will provide a platform for communication and dissemination of ongoing advances in both research and practice, with the aim of encouraging continued efforts at advancing practice in all regions. Themes include: seismicity, ground motions and site effects, soil liquefaction, lifeline earthquake engineering, codes, policy issues, insurance, and standards of practice, observations for recent earthquakes, and much more.

Enquiries: The Secretariat, c/o Integrated Meeting Specialist Ltd. 1122A Serangoon Road, Singapore 328206; tel: 65 6 295 6790; email: sdee@inmeet.com.sg; http://www.sdee-ege.org/.

February

February 4–8
Location: Los Angeles, California

Title: EERI Annual Meeting 2004.

Enquiries: EERI 499, 14th Street, Suite 320, Oakland, CA 94612–1934; (510) 451-5411; email: eeri@eeri.org; http://www.eeri.org.

February 9–11
Location: Memphis, Tennessee

Title: 4th National Seismic Conference on Bridges and Highways.

Detail: This conference is a forum for information exchange about current national and regional practices and research for seismic-resistant design and retrofit of new and existing bridges and highway systems in all seismic zones. It will focus on advances in engineering and technology that provide increased seismic safety of highway bridges, other highway structures, and highway systems in the new millennium.

Enquiries: Wendy Pickering, (217) 333-2880; email: wpickeri@uiuc.edu; http://www.conferences.uiuc.edu/conferences/conference.asp?ID=281.

February 16–19
Location: Cairo, Egypt

Title: Seventh International Conference on the Geology of the Arab World.

Detail: This conference will address new research contributions from the earth sciences and their environmental, industrial, and development applications in the Arab world. There will be a session on environmental hazards.

Enquiries: The General Secretary, Geology Department, Cairo University, Giza, Arab Republic of Egypt; tel: 002 02 567-6858; email: gaw7@hotmail.com or melsharkawi@hotmail.com; http://gaw7.netfirms.com/.

February 16–20
Location: Philadelphia, Pennsylvania

Title: EC04 Conference.

Detail: Relevant sessions include slope stabilization, community and government partnering, and natural disaster recovery.

Enquiries: IECA, P.O. Box 774904, Steamboat Springs, CO 80477; (970) 879-3010; email: ecinfo@ieca.org; http://www.ieca.org.

February 19–21
Location: New Delhi, India

Title: World Congress on Natural Disaster Mitigation.

Details: Plenary sessions for this multidisciplinary congress include the global and regional dimensions of natural disasters, their implications for national development, capacity building and public education and awareness of natural disasters, the role of government, mapping, vulnerability and much more.

Enquiries: Organizing Secretary General, Engineer Bhawan Bahadurshah Zafar Marg, New Delhi-110002 India; tel: 91-11-2270168; email: tmcwec@del3.net.in; http://www.wfeo-cee.org/ndm.htm.

March

March 5–6
Title: Asia Conference on Earthquake Engineering.

Detail: This conference aims to provide a venue for dialogue and cooperation among scientists, engineers, researchers, and planners addressing the issues of earthquake engineering practice and research, and seismic hazards and loss mitigation in "earthquake countries", from both highly and moderately seismic regions in Asia.

Enquiries: ACEE 2004 Secretariat—ASEP Association of Structural Engineers of the Philippines, Inc. Unit 713 Future Point Plaza Condominium, Panay Avenue, Quezon City, Philippines; tel: +632 4118603; email: acee_2004@yahoo.com.

March 26–29
Location: Washington, DC

Title: GDIN2004.

Detail: Conference themes include: emergency telecommunications, disaster manager needs, the UN International Strategy on Disaster Reduction, information management (including homeland security), urban search and rescue, and many more.

Enquiries: GDIN, 26128 Talamore Drive, South Riding, VA 20152; (202) 647-5070; email: gdin2003@hotmail.com; http://www.gdin.org

March 29–31
Location: Crete, Greece

Title: SUSI (Structures Under Shock and Impact) 2004.

Detail: Conference topics include Aircraft and missile crash against high-rise buildings, Seismic engineering applications, and Software for shock and impact. Papers are invited on the topics of the meeting, or falling within the scope of the meeting.

Enquiries: Conference Secretariat Rachel Green, Conference Secretaria SUSI 2004, Wessex Institute of Technology, Ashurst Lodge, Ashurst, Southampton SO40 7AA, UK; tel: +44 (0) 238 029 3223; fax +44 (0) 238 029 2853; email rgreen@wessex.ac.uk; http://www.wessex.ac.uk.

March 30–April 1
Location: Melbourne, Victoria, Australia

Title: Safety in Action 2004.

Detail: Presented by Safety Institute of Australia (Vic. Division) Inc. Streams include OHS Professionals and Engineers, Human Error in Occupational Safety, Chemical Management the Next Step, and Rail Safety.

Enquiries: Safety in Action 2004 Organiser, Australian Exhibitions & Conferences Pty Ltd, PO Box 82, Flinders Lane, Melbourne VIC 8009; tel: +61 3 9654 7773; fax: +61 3 9654 5596; email: safety@aec.net.au; http://www.safetyinaction.net.au.

March 31–April 2
Location: Crete, Greece

Title: Damage and Fracture Mechanics 2004.

Detail: Conference topics include Failure analysis, Environmental effects, Advanced analysis methods, and Behaviour at high temperature.

Enquiries: Conference Secretariat Rachel Green, Conference Secretaria Damage & Fracture 2004, Wessex Institute of Technology, Ashurst Lodge, Ashurst, Southampton SO40 7AA, UK; tel: +44 (0) 238 029 3223; fax +44 (0) 238 029 2853; email rgreen@wessex.ac.uk; http://www.wessex.ac.uk.

April

April 13–17
Location:	New York
Title:	New York Fifth International Conference on Case Histories on Geotechnical Engineering.
Detail:	This meeting will provide a forum for geotechnical professionals from around the world to present their research findings.
Enquiries:	http://web.umr.edu/~eqconf/5thCHConf/.

April 15–18
Location:	Kansas City, Missouri
Title:	Midwest Sociological Society Annual Meeting.
Detail:	The theme for this meeting is "the discipline of sociology in a post-disciplinary age: developing strategies for dialogue with fields near and far."
Enquiries:	Department of Sociology, Drake University, 2507 University, Des Moines, IA 50311; (515) 271-4108; email: mss@drake.edu; http://www.themss.org/.

May

May 16–21
Location:	Biloxi, Mississippi
Title:	Lighting the Way to Floodplain Management.
Detail:	This conference will showcase the state-of-the-art techniques, programs, resources, materials, equipment, accessories, and services to accomplish flood mitigation and other community goals. Non-profit, government, business and academic sectors will share how they successfully integrate engineering, planning, open space, and environmental protection.
Enquiries:	ASFM, 2809 Fish Hatchery Road Madison, WI 53713; (608) 274-0123; email: asfpm@floods.org; http://www.floods.org.

June

June 24–July 4
Location:	Rio de Janeiro, Brazil
Title:	IX International Symposium on Landslides.
Detail:	Practicing and consulting engineers, geologists, researchers, construction managers, government officials, product suppliers, and others are invited to attend and present their recent experiences and developments in the field of landslide hazards.
Enquiries:	Secretariat 9 ISL-Rio 2004, Programa de Engenharia Civil COPPE-UFRJ, P.O. Box 68506, CEP 21.945-970, Rio de Janeiro?RJ?Brazil; tel: 55 21 562-7200; email: 9isl@geotec.coppe.ufrj.br; http://www.quattri.com.br/isl/interior.html.

July

July 27–31
Location:	Los Angles, California
Title:	Geo-Trans 2004.
Detail:	This conference will focus on geotechnical engineering for transportation projects such as bridges, tunnels, underground structures, rail and highway corridors, and systems engineering. Seismic design, risk assessment, geographic information systems, and retaining structures are among the topics to be presented.
Enquiries:	ASCE, 1801 Alexander Bell Drive, Reston, VA 20191; (703) 295-6350; email: conf@asce.org; http://www.asce.org/conferences/geotrans04/.

August

August 1–6
Location:	Vancouver, British Columbia, Canada
Title:	13th World Conference on Earthquake Engineering (13WCEE).
Enquies:	http://www.13wcee.com/, or http://venuewest.com/13wcee; or contact: 13th WCEE Secretariat, c/o Venue West Conference Services Ltd., #645-375 Water Street, Vancouver, British Columbia V6B 5C6, Canada; (604) 681-5226; fax: (604) 681-2503; email: congress@venuewest.com.

August 15–22 2004
Location:	Florence, Italy
Title:	32nd International Geological Congress (IGC).
Detail:	The 32nd IGC includes a Topical Symposium on "Natural Hazards and Mitigation of Geological Risks".
Enquiries:	32igc@32igc.org; or Chiara Manetti, Universita degli Studi di Firenze, Dipartimento di Scienze della Terra, Via La Pira, 4 50121 Firenze, Italy; tel/fax: +39 055 2382146; email: cmanetti@geo.unifi.it; WWW: http://www.iugs.org/iugs/news/igc32-02.htm.

August 20–28
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Location:	Florence, Italy
Title:	The 32nd Session of the International Geological Congress.
Detail:	The conference has been designed as a forum for a broad debate of the most significant advances in the geological sciences, as well as to promote discussion of the congress theme: "from the Mediterranean area toward a global geological renaissance—geology, natural hazards and cultural heritage."
Enquiries:	Chiara Manetti, Borgo Albizi, 28, 50121 Firenze, Italy; tel: +39 055 2382146; email: casaitalia@geo.unifi.it; http://www.32igc.org/default1.htm.

Interesting websites
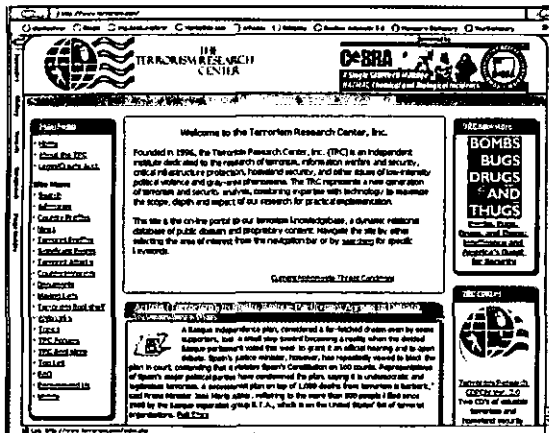
Terrorism Research Center

www.terrorism.com/

The Terrorism Research Center is dedicated to informing the public of the phenomena of terrorism and information warfare. This site features essays and thought pieces on current issues, as well as links to other terrorism documents, research and resources. This site also contains book reviews and recommended reading for various aspects of terrorism.
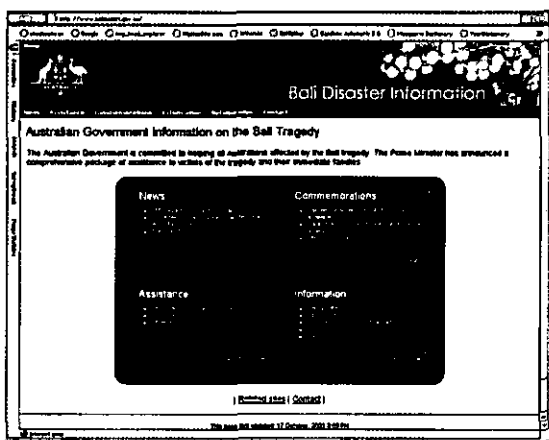
Australian Government Bali disaster website

www.baliassist.gov.au

The Australian Government has developed a web site where people affected by the Bali disaster can find out about the assistance, support and other services available to them. The site is to become a dedicated communication channel ensuring there is ongoing relevant information available to the community. They are also developing a series of fact sheets and frequently asked questions.
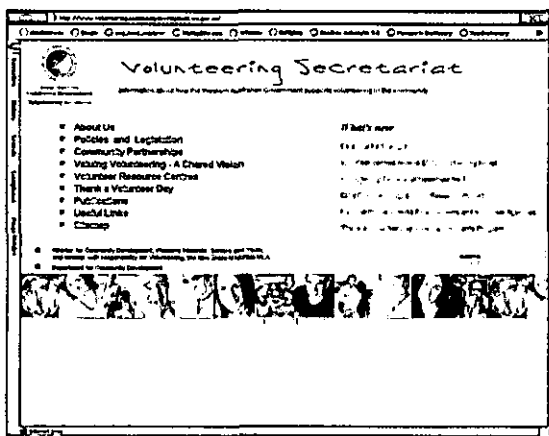
New website for volunteers in WA

www.volunteering.communitydevelopment.wa.gov.au

The Western Australian Government supports volunteering in the community by providing information on this new web site. The role of the Volunteering Secretariat is to implement the Western Australian Government's Valuing Volunteers policy initiatives and to ensure across-government and across-community coordination for the volunteering sector.
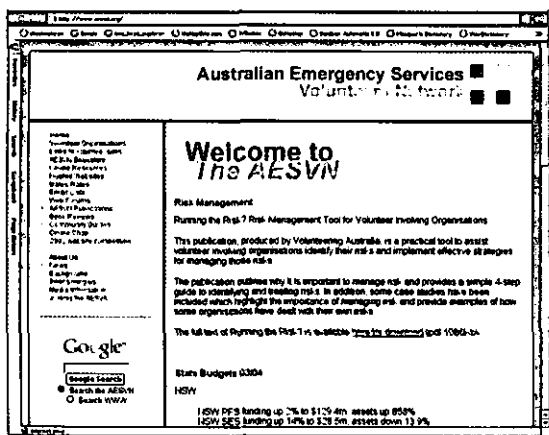
New Emergency Services website

www.aesvn.org

The Australian Emergency Service Volunteers Network web site is dedicated to the 300,000+ men and women who freely volunteer their services to assist their fellow Australians and help keep this country safe.

AESVN is dedicated to helping Emergency Services personnel to share information, resources, ideas, thoughts and comments. The recent National Summit of Emergency Service Volunteers in Canberra highlighted the need for this service.

COMING SOON...

The March 2004 Australian Journal of
Emergency Management

The special 2003 Australian Disaster Conference issue.