

**LEGISLATIVE ASSEMBLY FOR THE
AUSTRALIAN CAPITAL TERRITORY**

**INQUIRY INTO THE PROPOSED RESTRUCTURING OF THE A.C.T.
EMERGENCY SERVICES**

Report No. 4 of the Standing Committee on Legal Affairs

June 1997

Resolution of Appointment

The following general purpose standing Committees be established to inquire into and report on matters referred to them by the assembly or matters that are considered by the committee to be of concern to the community ...

... a Standing Committee on Legal Affairs to examine matters related to administrative law, civil liberties and human rights, censorship, company law, law and order, criminal law, and consumer affairs.

Legislative Assembly for the A.C.T., *Minutes of Proceedings*, 1995, No. 1, 9 March 1995, p 7

Terms of Reference for the Inquiry that is the Subject of this Report

Notwithstanding the resolution of the Assembly of 9 March 1995 establishing general purpose standing committees, this Assembly refer the proposed restructuring of the Australian Capital Territory Emergency Services (ACTES) to the Standing Committee on Legal Affairs for inquiry and report, with particular reference to the effect that this will have on the Services':

- (a) operational capabilities;
- (b) roles, management, training and responsibilities of volunteers and staff;
- (c) efficiency and management (including equipment);
- (d) operational budget; and
- (e) any other related matter.

Legislative Assembly for the A.C.T., *Minutes of Proceedings*, 1995-96, No. 76, 12 December 1996, p 555 as amended by No. 85, 10 April 1997, p 642

Committee Membership

Current Committee

Mr Paul Osborne, MLA (Chair)

Mr Harold Hird, MLA (Deputy Chair) (appointed 18 February 1997)

Mr Bill Wood, MLA (appointed 18 February 1997)

Former Members

Mr Trevor Kaine, MLA (Deputy Chair) (discharged 18 February 1997)

Ms Rosemary Follett, MLA (discharged 12 December 1996)

Mr Andrew Whitecross (appointed 13 December 1996 - discharged 18 February 1997)

Secretary: Ms Beth Irvin

Administrative Officer: Mrs Kim Blackburn

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Summary of Recommendations

5.11. Recommendation 1.

The Committee recommends that the Government improve its consultative mechanisms with volunteers in the ACTES and A.C.T. Bushfire Service, taking account of the strong views expressed during the Committee's inquiry. Further, the Government should make a statement in the Assembly on its new consultative mechanisms later in 1997.

5.22. Recommendation 2.

Given the concern about ACTES roles and responsibilities, loss of identity and confusion about who the lead combatant is for assistance to the community for storm and tempest, the Committee recommends that the ACTES be given lead combat responsibility for storm damage and flooding within the A.C.T.

5.26. Recommendation 3.

The Committee recommends that the Government utilise the kitchen facilities at the former Belconnen Emergency Service Unit by establishing a Food Preparation Unit of ACTES volunteers.

5.30. Recommendation 4.

The Committee recommends that the Government, in consultation with ACTES volunteers, investigate the possible purchase or hire of more appropriate vehicles to meet the needs of the ACTES.

5.35. Recommendation 5.

The Committee recommends that the Government include the roles and responsibilities of the ACTES in the Emergency Management legislation expected to be introduced in the Assembly during 1997. Such legislation should also include indemnity provisions for ACTES volunteers against liability for damage or personal injury.

5.39. Recommendation 6.

The Committee recommends that the Government introduce a system whereby ACTES and A.C.T. Bushfire Service volunteers are recognised for their contribution to the community after five and 10 years service.

Chapter 1. Background

Reference by Assembly

1.1. On 12 December 1996 the Assembly (on the motion of Mr Paul Osborne, MLA) asked the Committee to inquire into and report on the proposed restructuring of the Australian Capital Territory Emergency Services (ACTES). The Committee was asked to particularly investigate the effect the proposed restructuring will have on the Services':

- (a) operational capabilities;
- (b) roles, management, training and responsibilities of volunteers and staff;
- (c) efficiency and management (including equipment);
- (d) operational budget; and
- (e) any other related matter.¹

1.2. In moving his motion Mr Osborne also asked that:

no structural changes are implemented until such time as the report is presented to the Assembly.²

1.3. Ms Follett, MLA argued that the Government should proceed with the implementation of the restructure. She commented that:

I think it would be extremely disruptive to an already very difficult and contentious process to stop that implementation. But I do believe that, through the committee process, it is appropriate to give groups of people who feel that they have not been properly consulted and who are not satisfied with the process that the Government has in place an opportunity to place formally on the record their objections, and to oblige the Government to respond, again on the record, to those objections. I do accept that there is at least one major group involved in emergency services which does not feel satisfied with the way the process has been developed and the way it is continuing to be implemented and which does not have a great deal of confidence in the ability of the current process to deliver a fair hearing to them. It is my view that they deserve a fair hearing but that that hearing should be more in the nature of a conciliation, a mediation or a response to their concerns ...³

1.4. During the debate that followed Mr Humphries, MLA (Minister for Police and Emergency Services) gave the following undertaking:

¹ Mr Paul Osborne, MLA, *Hansard*, 12 December 1996, p 4,777

² *ibid*

³ Ms Rosemary, MLA, *Hansard*, 12 December 1996, p 4,784

the Government does give a commitment that, if the committee, having inquired into the matter, recommends that the process is inappropriate and should be either scrapped wholesale or modified significantly and the Assembly shares that view of the committee, the Government will implement that change.⁴

1.5. The Assembly did not agree to the second part of Mr Osborne's motion that: no structural changes be implemented until after this report is presented to the Assembly.

1.6. The Committee was originally asked to report to the Assembly by "the first sitting day in May 1997".⁵ However, on 10 April 1997 the Assembly amended the Committee's reporting date and gave the Committee permission to report out of session.

Conduct of Inquiry

1.7. The Committee advertised its inquiry in *The Canberra Times*, *Chronicle* and *Valley View* and asked for public comment to be lodged by 28 February 1997. The Committee continued to accept submissions after the original closing date. Seventeen submissions were received by the Committee. A list of submissions is at Appendix A.

1.8. During March the Committee visited the headquarters of the Emergency Services Bureau at Curtin, the Rivers Volunteer Bushfire and Emergency Service Brigade and the proposed resources centre at Belconnen where the Belconnen Emergency Service Unit was located. The Committee found these visits invaluable as they enabled members to see first-hand the facilities, equipment and volunteer training.

1.9. The Committee held a public hearing on 2 April 1997. The persons and organisations who appeared at the hearing are listed in Appendix B.

1.10. Another public hearing was held on 18 April 1997. The second public hearing was arranged to provide an opportunity for Committee members to ask further questions of the Government witnesses. Many issues were raised during the first public hearing and the Committee felt it was necessary to recall the Government witnesses to clarify those issues.

Acknowledgment

1.11. The Committee expresses its appreciation to those who attended the public hearings as witnesses and took the time to lodge written material.

⁴ Mr Gary Humphries, MLA, *Hansard*, 12 December 1996, p 4,793

⁵ Mr Paul Osborne, MLA, *op cit*, p 4,777

Associated Publicity

1.12. The Committee is aware that an out-of-order petition was presented to the Assembly by Ms Lucy Horodny, MLA on 26 February 1997.⁶ The out-of-order petition was signed by 4,000 residents and asked that:

we the undersigned, demand that the A.C.T. Government not break up the A.C.T. Emergency Service from its current structure and location at its Belconnen and proposed Gungahlin depots, and that the volunteer Territory Emergency Service remain in the Canberra metropolitan area.

We believe that this will be detrimental to the current levels of safety and welfare provided by this volunteer organisation to the community.⁷

1.13. On 22 February 1997 a large advertisement entitled “Lost to the North Canberra Community 200 Trained Volunteers!!!” was placed in *The Canberra Times*. The advertisement appeared on page 12 and was authorised by Mr Peter McEncroe from the Volunteer ACT Emergency Service. Concerned people were asked to write to the Secretary of this Committee by 28 February 1997.

1.14. The restructure received publicity through the local print and television media. An article entitled “EMERGENCY! Restructure will slow down rescues” also appeared on page 100 of the Sydney *The Sun Herald* on 20 April 1997.

Layout of the Report

1.15. The following chapter provides an overview of the history of the ACTES, its roles and responsibilities and details about its training and organisation.

1.16. Chapter 3 outlines the Government’s proposal and summarises the Government’s submission to the Committee. Chapter 4 summarises the main points of each submission made to the inquiry. The final Chapter of the report analyses the information provided to the Committee. It contains findings and makes a number of recommendations.

⁶ *Minutes of Proceedings*, 1995-96-97, No 81, 26 February 1997, p 604

⁷ Out-of-order petition presented to the Assembly on 26 February 1997 by Ms Lucy Horodny, MLA

Chapter 2. ACTES - Its History, Roles and Functions, Training and Organisation

History

2.1. The ACTES originally formed part of the Australian Directorate of Civil Defence which was created in 1949.⁸ The Directorate was part of the Commonwealth Department of the Interior and functioned in a similar manner as the civil defence organisation which operated in Britain during World War II.

2.2. In 1962 the Directorate was expanded to include a cell which was responsible for civil defence within the Territory. In 1974 this cell was transferred to the newly established Natural Disasters Organisation within the Department of Defence. As a result of a change in emphasis from civil defence to natural disasters planning the ACTES became a separate entity during 1974 but continued to be under the umbrella of the Natural Disasters Organisation.

2.3. The ACTES was transferred to the then Department of the Capital Territory in 1976. The Service has remained with the Department of the Capital Territory in its many guises to the present day where it now resides as part of the Emergency Service Bureau.

Role and Functions

2.4. The ACTES has no “lead combat role”⁹ as defined in legislative or administrative processes. Nor is the ACTES a “lead combatant”¹⁰ - which means that the Service is always in a support role. Its role is to:

train, and provide when requested, organised groups of volunteers to back up the Australian Federal Police, the A.C.T. Fire Brigade, the A.C.T. Bushfire Council and the A.C.T. Health Authority [now the Department of Health], when an emergency or disaster is beyond their capabilities.¹¹

2.5. The Committee was advised that the ACTES operational roles and support functions include:

- **support** to search and rescue operations (including the provision of search teams and emergency power and lighting, supporting field headquarters and

⁸ ACTES, *Australian Capital Territory Emergency Service*, Advocate Press Pty Ltd, Melbourne (brochure), annexed to Ms D. McEncroe’s submission

⁹ “Lead combat role” and “lead combatant” derive from the definition from “Lead Agency”. A Lead Agency is the agency designated to combat and co-ordinate the provision of emergency relief and supply. Lead Agencies in the A.C.T. are the AFP, A.C.T. Fire Brigade, A.C.T. Bushfire Service, A.C.T. Ambulance Service, Department of Health and the A.C.T. Parks and Conservation Service.

¹⁰ See definition above.

¹¹ *ibid*

communications, transfer of casualties to ambulance/medical and coordination of field catering);

- **support** to storm damage operations (including support to rescue from structures, assistance with mitigation of structural damage, tree lopping/felling, protecting people from electrical hazards and dissemination of warnings);
- **support** to flood operations (including assistance with flood rescues, levee construction, evacuations and road patrol and closures due to flooding, mitigation of structural damage, dissemination of warnings and coordination of field catering);
- logistical **support** to field operations (including provision of liaison officers, power/lighting and first aid services, coordination of logistical support and field catering, acquisition, preparation and delivery of stores, transportation of people and stores and transportation/portioning of fuel dumps). An example of this support would be a bushfire where the ACTES provides logistical support which allows the lead combatant (in this case the Bushfire Service) to concentrate its effort and resources to contain and extinguish the fire;
- **support** to operational field communications requirements (including provision of field communication equipment, trained field operators, liaison officers and field communication advice). An example of this support would be a bush search and rescue. The forward communications unit (a Toyota Landcruiser equipped with sophisticated communications equipment) is located at the field command post (in this case in the bush). The unit is staffed as required (usually round the clock) by ACTES volunteers. It co-ordinates on-ground radio communications and provides the main communication link to the control centre (either the Winchester Centre or Emergency Service Bureau at Curtin);
- **support** to emergency care arrangements (including the provision of first aiders, liaison officers, emergency power/lighting, access to untrained personnel and ambulance support teams including establishing emergency triage facility, transfer of casualties to ambulance/medical aid, dissemination of warnings and emergency volunteer registration). An example of this support was during a power failure in a particular suburb. The ACTES were asked to provide an emergency electricity generator as a back-up to a life-support system located in a home in the suburb without power;
- **support** to air search operations (including the provision of air observers, leaders and dropmasters and lighting of airstrips); and
- **support** to emergency management operations (including provision of emergency power/lighting, collection of operational information, support to Emergency Operations Centre (either Winchester Centre or the Emergency Service Bureau at Curtin) and field communication, dissemination of warnings, assistance with evacuations, transport arrangements, mitigation of structural

damage and civil defence arrangements and coordination of field catering). An example of this support would be a major natural or man-made disaster where the ACTES provides support as requested by the Territory Controller under the provisions of the Territory Disaster Plan.¹²

2.6. The Committee noted that although the ACTES is capable of performing all the functions listed above it is an **emergency** service; therefore the functions are not performed on a regular or continuous basis. Having said that the most common operations involving ACTES volunteers are storm damage and support to bushfire incidents. The ACTES also provides assistance to community organisations such as the Royal National Capital Agricultural Society for the Canberra Show and the A.C.T. Festivals Incorporated during the Canberra Festival.

Training

2.7. ACTES volunteers are highly trained. Their basic training prepares them for search, windstorm damage, rescue and firefighting operations. They are also provided with more advanced training in such skills as mountain rescue, flood boat coxswain and advanced four wheel driver training. Other specialised training includes courses for team leaders, instructors, logistics tasks (including a range of skills to support rescue or search teams in the field) and medical tasks.¹³

2.8. The courses include training in bush search techniques; rescue skills (bush, mountain and water rescue and rescue from heights); map reading; navigation on land and water by day and night; communications skills (radio and telephone switchboard); first aid; basic bushfire fighting skills; operation of water evacuation pumps; Operations Room procedures; cross-country and four-wheel driving skills; team building (to ensure team work and co-operation); and exercise writing.¹⁴

2.9. Most training is carried out at night or on weekends. In the past, each Region trained either once a week or fortnightly (depending on the season) from 7.30 pm to 10.30 pm.

Organisation

2.10. Prior to the Government's proposal to restructure the ACTES it was organised into three groups - Headquarters and two Regions. The Headquarters was (and is) located at the Emergency Services Bureau at Curtin and consists of a small number of volunteers (approximately 12) headed by a volunteer Controller.

2.11. North Region was located at the corner of Lathlain and Nettlefold Streets, Belconnen and the South Region was located at Parramatta Street, Phillip. Each Region was staffed entirely by volunteers and headed by a Controller; and consisted

¹² Emergency Services Bureau, *Submission*, Attachment 5

¹³ ACTES, cit op

¹⁴ ACTES, cit op

of a small headquarters (which could operate from the depot or field) and a minimum of four rescue teams. In addition, North Region had a purpose built kitchen and mobile catering caravan to prepare and distribute meals during operations.

Chapter 3. The Government's Proposal

Introduction

3.1. This Chapter provides an overview of the Government's proposal and summarises the Government's submission. Quotations from the Government's submission are not attributed; quotations from other sources are footnoted.

3.2. In November 1996 the Government announced plans to restructure the A.C.T. Bushfire Service and ACTES. At the same time as announcing the restructure in the media the Executive Director of the Emergency Services Bureau wrote to "all staff and volunteer members" to advise them of the changes.¹⁵

3.3. Basically, the Government's proposal:

- decentralises ACTES units from two single service depots in suburban Canberra (North and South Depots) to seven joint locations (with the A.C.T. Bushfire Service) throughout the Territory: Guises Creek (near Royalla on the Monaro Highway), Southern Districts (Tharwa), West Belconnen (Higgins), Hall, Rivers (near Duffy), Jerrabomberra (Narrabundah) and Gungahlin (currently at Mitchell - the Gungahlin depot will be completed in February 1998); and
- introduces joint middle management and command arrangements from Group Captain and above.

3.4. Mr Humphries, MLA, Minister for Police and Emergency Services, released the following press release announcing the restructure on 1 November 1996:

ACT Government has strengthened the commitment to volunteers involved in emergency services by improved opportunities announced today

The new arrangements provide for joint management and command structure down to Brigade level for the A.C.T. Bushfire Service and the A.C.T. Emergency Service.

Mr Humphries said "that this new arrangement reflects the unique situation of the A.C.T. where roles and responsibilities for the services are more integrated in meeting the emergency needs of the community than in the other States".

"There are a number of volunteers who are members of both the Bushfire Service and the Emergency Service and under these new arrangements they will be able to perform the separate functions under the joint command in the same unit."

"However, it is important to note that I have maintained the separate identities of the Bushfire Service and the Emergency Service and individual volunteers can still choose to belong to the particular service of their interest."

¹⁵ Executive Director, Emergency Services Bureau, *New Volunteer Joint Middle Management and Command Structure for the Bushfire Service and the A.C.T. Emergency Service*, Minute, 1 November 1996

“These new arrangements will also be included in new Emergency Management legislation which I intend introducing into the Assembly next year,” Mr Humphries said.

The Government’s Submission

3.5. The Government submits that:

the new management and command arrangements for the A.C.T. Emergency Service (ACTES) are about evolutionary change to achieve service delivery that reflects national directions in emergency management, improves operational capability, provides for greater sustainability, and greater opportunities for volunteers. These new arrangements are not about reducing capabilities or functions of the ACTES nor reducing volunteer numbers.

3.6. The submission argues that “to meet the Territory’s responsibility for protection of life, property and the environment there is greater focus on **risk management**” (emphasis added). It also notes that because of “differences in demographics, geographic spread, infrastructure networks, levels of Government and specific incidence of emergencies” “none of the Australian States and Territories have identical emergency management arrangements, or structures nor identical roles for the emergency response agencies”. For this reason “it is not appropriate to single out other SES structures and apply them to the A.C.T.”.

3.7. The Government considers that the restructure will “offer considerable operational efficiency gains and the potential to provide better coordination and service delivery for the efforts of the volunteers”; define roles and responsibilities; provide opportunities for volunteers to be involved in more diverse roles; facilitate sharing of equipment and facilities; improve community awareness of hazards and emergency preparedness; streamline the duty officer system; encourage cross training; and provide a greater focus on training with the establishment of a Training Coordinator within each joint brigade.

3.8. The Bushfire Service’s principle responsibility is explained in the submission as bushfire control, outside the built up area, while the ACTES supports other emergency management agencies. The submission also acknowledges the ACTES’s “history of significant involvement in storm damage operations”. The Government wants both the Bushfire Service and ACTES to “work with the community and encourage community self help and public awareness of potential hazards and emergencies within their areas of expertise that may threaten lives and property”.

3.9. The submission noted that the ACTES has no legislation covering its operations, nor does it have a principal or lead combat role. The Government hopes to introduce Emergency Management legislation into the Assembly during 1997 which will include provision for the ACTES.

3.10. The Government claims that decentralising the ACTES units from two single service depots in suburban Canberra to seven joint locations throughout the Territory

“follows emergency management planning concepts of survivability, redundant capacity, and sustainability”.

3.11. The submission recognises the importance of maintaining the individual identity of each service. A ceiling for ACTES active personnel per Brigade will be introduced because of the cost of equipping and training the volunteers and:

it is the experience of many volunteer organisations that unless there is the opportunity for the volunteers to all be involved in tasks in real situations then they become disillusioned about the worth of volunteering.

3.12. And finally, the submission comments that:

the ACTES has benefited from significant upgrading of equipment under the Emergency Services Bureau arrangements including 4WD vehicle replacements, upgrading of protective clothing, and refurbishment of the fleet of trailers. The ACTES also receives significant support from employers both in the government and private sectors, by way of release of staff from workplaces.

Chapter 4. Summary of Submissions

Introduction

4.1. This chapter summarises the main points of each submission (in alphabetical order). Members of the Committee find the summaries a useful aid in coming to terms with the issues raised by submitters. The Committee does not claim that the summaries are exhaustive. They simply pick out the main points as the Committee sees them. Occasionally, the summaries contain quotations from the submissions.

4.2. The Committee received 16 non-Government submissions. All but four were from volunteers within the ACTES. For ease of understanding, this chapter first summarises the submitters from the ACTES volunteers and then summarises those from other organisations.

Submissions by ACTES Volunteers

4.3. **Ms Bambrick** submitted that the Government's proposal has "not been thought through from an operational perspective, and there had been no consultation with volunteers prior to the press conference announcing the restructure". She is concerned that the "safety of volunteers will be jeopardised by the inadequate support provided by too thinly spread resources" if the proposal goes ahead.

4.4. Ms Bambrick commented about the impractical location of the new depots, increased response time and risk of inaccurate communication, inappropriate transport and equipment, dilution of skill base, inadequate external training opportunities, loss of volunteers and operational effectiveness under the former structure.

4.5. **Mr Blumenfeld** submitted that the Government's proposal "must incur additional expenditure" and "does not take into account the widely divergent roles of both services [ACTES and the Bush Fire Service]". He commented that it "will have a profound effect on the speed of deployment of teams into the field and use of resources" because "the more resources are scattered and fragmented, the more difficult it is to control them in an efficient manner, even with modern communications".

4.6. He questioned the co-ordination of resources in an emergency and was concerned that procedures were not in place to clarify this; roles and functions of volunteers; emergency service management and efficiency; training of volunteers; and lack of emergency service legislation.

4.7. Mr Blumenfeld asked the Government to locate four ACTES units in urban areas; establish a separate position of Emergency Service Bureau manager, emergency service; abolish Group Captains to create a direct link between the Emergency Service unit commander and Emergency Service Bureau manager, emergency service; establish an Emergency Service Bureau operations officer and assistant operations responsible for operations and training; develop procedures (in

consultation with Emergency Service unit commanders) for the operation of the revised structure; enact separate Emergency Service legislation; and develop an emergency service manual (separate from the Rural Fire Control Manual).

4.8. **Mr Bolitho** commented that “the fundamental issue missing throughout the restructure process has been consultation”. He considers that “there are also a lot of positive points that come out of the restructure, particularly the management above the brigade level”. He is particularly concerned about the use of volunteers because “currently they are not properly used and there is no apparent plan for them to be, despite the statement by Emergency Service Bureau that the restructure provides more roles for the volunteers”.

4.9. Mr Bolitho submitted that “the ACTES has never had a proper, formal management structure ...[which has been] exacerbated by a total lack of knowledge within Emergency Service Bureau of the roles of the ACTES”. He adds that “some change is well overdue and the proposed restructure is certainly one way of addressing the problems”. He also commented that “without such a restructure, the ACTES is doomed to fail and should probably be disbanded”.

4.10. He considers that the Government’s proposal will involve volunteers in a wider range of tasks but that this benefit will be offset by increased call-out and response times and inefficient use of resources.

4.11. Mr Bolitho also commented on the “continual erosion of the roles of the ACTES volunteers”, the de-skilling of volunteers, lack of consultation with volunteers concerning the Government’s proposal, the management structure above the depot level, the inefficient sharing and use of equipment and the formulation of the operational budget.

4.12. **Mr Boswell and Ms Dorman** submitted that if the Government’s proposal “is not reversed it will almost negate the ability of the ACTES to respond to major incidents and disasters in the A.C.T. and surrounding area”. The authors stated that

due to the implementation, and lack of consultation, many experienced volunteers are planning to leave the Territory Emergency service because they do not want to be a part of an organisation that they know will not operate effectively.

4.13. Mr Boswell and Ms Dorman were critical of the Government’s proposal because it would increase response times; callout procedures had not been considered; it would reduce volunteer numbers; experience and skill would be lost through volunteers leaving; the number of volunteers assigned per team was not operational; transport and equipment was inappropriate and inadequate and in some cases faulty or unsafe; communications were inefficient; inappropriate locations and inadequate facilities of the units; lack of Emergency Service legislation; and lack of training opportunities for volunteers, Emergency Service training and experience by Group Captains and volunteer input into the development of budgets.

4.14. Mr Boswell and Ms Dorman commented that:

vastly improved communications between volunteers and permanent staff is necessary for timely passing of information regarding community events, courses, meetings etc. This must occur within any structure if it is to work in any form.

4.15. The submitters were also critical of the advice received by the Minister.

4.16. **Mr Graham** submitted that the volunteers in North Region have always been “at loggerheads, politicly, personally and operationally”. This has led to destabilisation.

4.17. Mr Graham considers that the Government’s proposals must be trialed because:

on paper, [it] looks good, make efficient use of assets, places teams where they are needed, provides flexibility and a chance to improve skills.

4.18. He made nine suggestions to improve the efficiency of the Emergency Service: reduce the 4WD fleet and purchase or lease a larger number of standard motor vehicles; place less emphasis on specialist skills; eliminate the floodboats; introduce cost recovery for Emergency Service attendance at events like the Canberra Festival and Natex; establish a structure to ensure “the turnover of the top Emergency Service staff”; finalise an appropriate uniform and ID; establish a grievance procedure; establish “a system where volunteers can be dismissed”; and facilitate recognition of the permanent staff of the Emergency Service Bureau.

4.19. **Mr Grogan** submitted that the Government’s proposal “is defective on at least two counts”. He considers the proposal “ignores the welfare role and provides no training or preparedness in this role for an emergency or disaster” and replaces that role with a “‘Coordination of field catering’ in the ‘ACTES operation and support functions’”. Mr Grogan argues that these changes will “be unworkable and will increase the financial burden on the A.C.T.”.

4.20. Mr Grogan asks that “the proposed restructure ... not be implemented until full consultation with the members of the ACTES and other expert bodies, such as the AFP, has taken place”.

4.21. **Mr Loiterton** submitted that the Government’s proposals have “minor” benefits “compared to what could be achieved through other avenues”.

4.22. He calls for the current ACTES structure to be retained and expanded into Gungahlin and Tuggeranong. He argues that the ACTES should:

be recognised as the lead combat agency for storm damage, flooding, and civil defence...[with] a Director who is [directly] responsible to the Minister.

4.23. He considers the ACTES “need[s] legislation specific to the ACTES ... and [must] be separate from the Emergency Service Bureau”. He states that:

the A.C.T. needs two distinct services that are capable of providing very high quality, efficient and effective services to the community.

4.24. Mr Loiterton criticises the Government's proposals on many grounds. He states that the ACTES will lose its identity; that its "roles and responsibilities have been commandeered and eroded by the A.C.T. Fire Brigade and by the Emergency Service Bureau"; that there fewer opportunities for volunteers; that sharing equipment with the Bushfire Service will threaten the ability of both organisations to respond to emergencies; that there will be less contact between the Emergency Service and agencies such as the AFP and Department of Health; that the proposed new locations "outside suburbia" will make access harder for volunteers and lengthen response times; and that administration costs will increase.

4.25. **Ms McEncroe** submitted that the Government's proposal "will cost the community by way of capital expenditure as well as the loss of the volunteer element of the service" and "consists purely of assertions ... [that] have not been supported by fact, analysis or feasibility" She seeks legislation to establish an independent ACTES which mirrors other State Emergency Services. Ms McEncroe suggests that the Belconnen and Phillip depots be retained and that new facilities be constructed at Gungahlin and Calwell.

4.26. She considers that the Government's proposal will have the effect of confining ACTES operations to non-urban areas. She was also concerned that the Emergency Services Bureau does not understand the roles and responsibilities of the ACTES.

4.27. Ms McEncroe expressed concern about the lack of Standard Operating Procedures, increase in response times for storm damage, the cost effectiveness of using the A.C.T. Fire Brigade for storm damage, increased call-out time, the elimination of the Operations Room at Belconnen Depot, the operational effectiveness of the co-ordination and control of operations, occupational health and safety coverage, training and support for members, distribution and availability of equipment, the future of the logistical support role (in particular the purpose built caravan) and the loss of the ACTES identity.

4.28. **Mr Milne** submitted that "the dividing of two large units into a number of separately located smaller units" accords with sound emergency management principles. He adds that "the co-location of Emergency Service units with other services also makes good management sense".

4.29. However, Mr Milne considers that the "amalgamation of the functions, roles and identity of the Emergency Service and Bushfire Service ... would be a mistake".

4.30. He expressed concern that:

the co-location includes elements of the Bushfire Service having a command role, with Bushfire Group Captains having line responsibility over Emergency Service units. This is amalgamation not co-location.

4.31. Mr Milne also made 11 recommendations to improve the ACTES: each member be issued with photographic identification; maximum four year terms for, and rotation of, Commanders and Deputy Commanders; uniform issue of orange overalls and a walking out uniform; development of a orientation program and standard operating procedures; development and enforcement of recruitment, disciplinary and exclusion policies; provision of a room, with 24 hour access, at the Emergency Services Bureau; modem access to the database at the Australian Emergency Management Institute; re-establishment of a promotion training program; and the ACTES structure and ranks mirror the NSW arrangements.

4.32. **Mr Richards-Smith** submitted that the Government's proposal "is dangerous (in terms of personal safety of volunteers)" and "that the people of the A.C.T. will lose a unique resource that returns to the community far more than it costs and one which is highly valued in every other community in Australia". The submission also questions the motive for the change and was very critical of the advice received by the Minister.

4.33. He commented that the Government's proposal lacked evidence of "a demonstrable problem that is to be solved ...; analysis of any kind; discussion of alternatives (none were canvassed); or a costing". He added that "the A.C.T. will ... become the only State or Territory of Australia that does not have an SES".

4.34. Mr Richards-Smith was very critical of the lack of consultation and considers the proposal to be "an exercise in stripping of operational assets from an unprotected organisation and their redirection towards non-operational purposes".

4.35. He also expressed concern that the ACTES will cease to exist as an organisation; the proposal imposes limits on the size of the brigades; the brigades will be inexperienced; Belconnen area volunteers may be reduced; the of the size of the brigades are not viable; equipment is unsafe; and dismissal procedures for volunteers may be misused.

4.36. Mr Richards-Smith suggested that a separate and independent ACTES be established by legislation with its headquarters based at the Belconnen Depot; the regional structure be retained; an independent position of Director plus three staff be created; a depot be constructed at Gungahlin with similar facilities at Tuggeranong and either South Canberra or Weston Creek; and the separate ACTES budget be restored.

4.37. **Mr Tozer** submitted that the Government's proposal "if left to proceed in its current form will see the slow demise of the ACTES" adding that "this service will be there but unable to continue because it will have no role therefore it will be a service without a task". Mr Tozer also questions the motive for the restructure.

4.38. He was very critical of the consultation process. Mr Tozer advised the Committee that there was speculation concerning possible restructuring from June 1996 until two days before it was announced. He noted that senior members of

the Bushfire Service were consulted but “at no time were the volunteers of the ACTES ever involved”.

4.39. Mr Tozer was concerned that the Emergency Service Bureau “have no understanding of the ACTES”; “lack of budgetary support, service and role degradation and the demise of any training support” have destabilised the ACTES; operational capabilities will be reduced; degradation of ACTES roles will decrease membership; A.C.T. Fire Brigade are used instead of ACTES volunteers for storm damage; without a “clearly defined role the ACTES will be consumed by the Bushfire Service or by the A.C.T. Fire Brigade” which will result in increased costs to the community; and equipment is inadequate and “in serious need of replacement”.

4.40. He noted that the Committee had an “opportunity to look not only at the roles of the ACTES but to look at binding some of the other roles to the organisations”. Mr Tozer further noted that the Government had “never really recognise[d] or appoint[ed] who are the main response bodies to particular incidents”.

4.41. **Mr Tunbridge** submitted that the Government’s proposal was “based on a list of unquantified, unsupported, repetitive assertions”. He commented that “there has been no consultation whatsoever with the volunteers regarding the restructure. ... Nor has a vehicle for consultation ever existed”. Mr Tunbridge was very critical of the advice received by the Minister.

4.42. Mr Tunbridge was also concerned about the ACTES’s operational capabilities being reduced to support roles, its operational effectiveness, independence and budget being reduced, deskilling of volunteers, decreased opportunities for advancement for volunteers, increased response times, discrepancies about the current number of volunteers, a reduction in membership under the Government’s proposal and the financial and community cost of the Government’s proposal.

4.43. Mr Tunbridge calls on the Government to reverse the restructuring process and return all personnel, vehicles and equipment to their former depots; ACTES to retain its roles, culture and identity by removing it from the Emergency Services Bureau, given its own legislation and provided with a Director who reports directly to the responsible Minister; the Belconnen depot become the ACTES Headquarters with the Emergency Service Bureau store relocated elsewhere; and new facilities be constructed at Gungahlin and Calwell as soon as possible.

Submissions by Other Organisations

4.44. **Mr Bjorn Christie-Johnston** (Chief Executive Officer, Royal National Capital Agricultural Society) stated that “more than 1,000 volunteers assist the RNCAS in the planning and staging of the Royal Canberra Show”. He added that “our reliance on volunteer help is inevitable, and the thought of losing ACTES is a major concern” and would be to the “detriment of public safety”.

4.45. He commented that:

ACTES Volunteers have gained significant benefit and experience from the communication and reporting procedures adopted by the RNCAS. The mutual benefits for both parties are invaluable.

4.46. **Mr Brown** (President, A.C.T. Bush Fire Brigade Association) stated that:

both the Association and Brigades were unhappy with the secrecy which surrounded the decision to integrate the two services.

4.47. He added that “there is a clear obligation to consult the affected parties **before** a decision is announced publicly” however, “this is more an argument about process than a comment on the decision itself”.

4.48. Mr Brown commented that:

if the proposal is to go ahead, the Association suggests that it proceed as quickly as possible. ... The integration of Bushfire Service and ACTES personnel is actually now taking place ... and the process appears to be working relatively smoothly.

4.49. He also noted that there had been a number of inquiries into the bush fire system and asked for a period of consolidation.

4.50. Mr Brown asked that training and development be considered during the integration process. He also expressed concern that both Bushfire Service and ACTES personnel were not gaining sufficient experience in “safe” emergency situations because the work was being undertaken by one of the full time emergency services.

4.51. **Mr Hodges** (Director General, Emergency Management Australia) submitted that the Government’s proposals are in line with the four concepts of emergency management nationally recognised, namely the All Hazard Approach, Comprehensive Approach, All-Agencies Approach and the Prepared Community.

4.52. Mr Hodges commented that the Government’s proposal recognises “the difficulties in recruiting and retaining volunteers”. It also recognises:

the strength of the culture and ethos of organisations [especially with respect to] the proposed collocation and command arrangements.

4.53. **Ms Winters** (Executive Director, A.C.T. Festivals Incorporated) stated that:

we were most disappointed that ACTES support for the 1997 Canberra Festival has been limited to support for FM104.7 Skyfire and that ACTES have not been able to support some of our larger community events like the Parade and Street Party.

4.54. Ms Winters considers that the ACTES:

training and general understanding of the issues of large crowds and traffic management issues ... enables organisations ... to feel confident that we have adequately addressed public safety, crowd and traffic management.

Chapter 5. Conclusion

Introduction

5.1. The Committee keenly appreciates the many strongly held views placed before it by volunteers of the ACTES. These views were expressed in formal submissions, informal discussions with members of this Committee during our day and evening visits on 13 and 20 March 1997 and at the public hearing on 2 April 1997.

5.2. The Committee notes the criticisms relating to inadequate consultation about the Government's proposals.

5.3. Further, the Committee understands the concern of the Government to bring the management and command arrangements of the ACTES more into line with contemporary developments. The Committee notes the Government's claim that the restructure will improve operational efficiency and service delivery; and that there are sound reasons to decentralise the ACTES units from two single service depots to seven joint locations throughout the A.C.T.

5.4. The Committee considers that some important issues affecting the ACTES should be addressed by the Government. These issues are:

- consultation processes within the Emergency Services Bureau;
- lead combat responsibility for storm damage and flooding;
- field catering;
- ACTES vehicles;
- emergency service legislation; and
- recognition of ACTES volunteers.

Consultation Processes

5.5. A number of submissions complained about the lack of consultation, or even a vehicle for consultation, with the key stakeholders (ACTES and Bushfire Service volunteers) **before** the announcement of the restructure.¹⁶

5.6. The consultation process prior to the announcement of the restructure of the ACTES on 1 November 1996 was discussed at length at the public hearing held on 2 April 1997. All witnesses (other than the Government witnesses) at that public

¹⁶ For example *Submissions* 3, 8, 9,13, 14 and 16

hearing commented on the lack of consultation. Perhaps Ms Kelly best summed up the situation when she said:

In relation to consultation, I think there needs to be better structures put in place. ... There is an attitude, an understanding and a commitment to consultation that needs to be improved at the highest levels of management of the services. Consultation is not just presenting something and saying, "This is what we want to do". I think it means involving at a very early stage people who are doing the work on the ground so that they can help make the decisions and decide the directions. Their experience, knowledge and skills can be part of that decision-making process. I do not think that has happened in this case.¹⁷

5.7. The Committee considers that the President of the A.C.T. Volunteer Bush Fire Brigade Association also had a valid point when he said:

So far as the decision to integrate the volunteer bushfire brigades and the ACTES goes, we are not terribly happy with the way that the decision was made. We think we understand the reason why the Emergency Service Bureau decided to go the way it did, but we highlight a point that was made by the previous speaker, that we are volunteers, not paid personnel. We are people who give freely of our time, after hours, during hours, and on weekends; and volunteers should be treated quite differently from paid personnel. This point will come up, time and again. The way the decision was made perhaps did not take account of the fact that we give freely of our time, and we do not particularly appreciate being pushed around and being presented with *fait accompli*. We figure that we are doing things for the community and it would be nice if the bureaucracy in the A.C.T. recognised that and dealt with us accordingly.¹⁸

5.8. The Committee agrees with these views and was pleased when the Government conceded the concerns of the witnesses. An officer stated:

Firstly, the primary issue that seems to have been raised almost universally before you in the evidence by volunteer members is concern about the lack of consultation from their perspective about the way in which this restructure was instigated. As I indicated... we would have to concede that and accept that there was a decision made from a managerial viewpoint and a broad blueprint was put on the table.¹⁹

5.9. The Committee was also pleased to hear that the Government has taken on board the concerns of the volunteers by establishing the Volunteer Bushfire Emergency Service Advisory Group, which recognises that:

there needed to be an on-going consultation forum ... [so that] each of the officer positions in the new structure ... can raise operational aspects and concerns that they have about the way the process is operating.²⁰

¹⁷ Ms Kelly, *transcript*, 2 April 1997, p 53

¹⁸ Mr Brown, *transcript*, 2 April 1997, p 47

¹⁹ Mr Keady, *transcript*, 18 April 1997, p 56

²⁰ Mr Castle, *transcript*, 18 April 1997, p 57

5.10. The Government also advised the Committee that:

whilst we do not have a particular proposal, we would like to work through a way in which a senior volunteer could be some form of liaison person and improve that communication process.²¹

5.11. Recommendation 1.

The Committee recommends that the Government improve its consultative mechanisms with volunteers in the ACTES and A.C.T. Bushfire Service, taking account of the strong views expressed during the Committee's inquiry. Further, the Government should make a statement in the Assembly on its new consultative mechanisms later in 1997.

Lead Combat Responsibility for Storm Damage and Flooding

5.12. In looking at the issue of lead combat²² responsibility for storm damage and flooding the Committee considered the roles and responsibilities of the ACTES and the need for the ACTES and A.C.T. Bushfire Service to continue to be separate identities. These issues are discussed below.

Roles and Responsibilities

5.13. Several submissions commented that the Emergency Services Bureau does not understand the roles and responsibilities of the ACTES.²³ Mr Bolitho stated during the public hearing that:

there was no consistency in our roles. We understood them to be one thing. It seems apparent that the Emergency Service Bureau and probably a lot of other people have perceived our roles quite differently. Therefore it is reasonable to say that our roles have not been either clearly defined or understood.²⁴

5.14. Other submissions commented on the erosion of ACTES roles, particularly to the A.C.T. Fire Brigade. Mr Bolitho commented at the public hearings that:

in the last four or five years they [ACTES roles] were consistently eroded by the A.C.T. Fire Brigade. We are in fact now paying relatively expensive people to do what we once did for free.²⁵

²¹ *ibid*, p 59

²² "Lead combat role" and "lead combatant" derive from the definition from "Lead Agency". A Lead Agency is the agency designated to combat and co-ordinate the provision of emergency relief and supply. Lead Agencies in the A.C.T. are the AFP, A.C.T. Fire Brigade, A.C.T. Bushfire Service, A.C.T. Ambulance Service, Department of Health and the A.C.T. Parks and Conservation Service.

²³ For example *Submissions*, 5, 6 and 16

²⁴ Mr Bolitho, *transcript*, 2 April 1997, p 34

²⁵ Mr Bolitho, *transcript*, 2 April 1997, p 34

5.15. Mr Bolitho also added that “we **provided** the majority of the storm damage repair role” (emphasis added). One submission argued that:

[t]he ACTES needs to be recognised as the lead combat agency for storm damage, flooding and civil defence (as existed historically).²⁶

5.16. Mr Tozer stated in his submission that the Government had “never really recognise[d] or appoint[ed] who are the main response bodies to particular incidents”.²⁷ He added that “this service will be there but unable to continue because it will have **no role** therefore it will be a service without a task”.²⁸

ACTES and A.C.T. Bushfire Service Identities

5.17. Several submissions expressed concern that the ACTES will lose its identity under the restructuring.²⁹

5.18. During the public hearing on 2 April 1997 the Vice-President of the A.C.T. Volunteer Bush Fire Brigade Association commented that:

I think something that has not been tossed around enough probably is that the people in the emergency services and certainly the people in the bushfire service want to retain their identity. They want to be seen as a volunteer bushfire fighter, and I am sure that the emergency services people want to retain their identity as emergency services people.³⁰

Storm Damage and Flooding

5.19. The Committee notes that the A.C.T. Fire Brigade is the lead agency for rescue during storm damage operations.³¹ The AFP has agreed to hand over to the A.C.T. Fire Brigade the responsibility for “rescue resulting from storm and tempest damage”.³²

5.20. The Committee believes that there is confusion as to who is the lead combatant in assisting the community during storms and tempests.

5.21. The Committee has some sympathy with the following comment:

but one fundamental issue that needs to be looked at is the use of volunteers. Currently they are not properly used and there is no apparent plan for them to be, despite the statement by the Emergency Service Bureau that the restructure provides more roles for the volunteers. There are many tasks that qualified volunteers can do to

²⁶ Mr Loiterton, *Submission*, p 3

²⁷ Mr Tozer, *Submission*

²⁸ Mr Tozer, *Submission*, p 5

²⁹ For example *Submissions* 3, 5 and 13

³⁰ Mr MacSween, *transcript*, p 51

³¹ Letter from the Assistant Commissioner, Chief Police Officer for the A.C.T. to the Director, ACTES of 28 June 1993

³² Mr Boswell and Ms Dorman, *Submission*, Attachment C

ease the burden on the limited number of paid professionals. Addressing this issue would solve more problems than the restructure even attempts to address, as the energies of a currently idle group of volunteers would be directed to more practical issues.³³

5.22. Recommendation 2.

Given the concern about ACTES roles and responsibilities, loss of identity and confusion about who the lead combatant is for assistance to the community for storm and tempest, the Committee recommends that the ACTES be given lead combat responsibility for storm damage and flooding within the A.C.T.

Field Catering

5.23. During the Committee's evening visit to the former Belconnen Emergency Service Unit on 13 March 1997 members inspected the purpose built kitchen. The Committee was told that the kitchen was installed during construction of the building and upgraded to commercial level around 1993 at a cost of approximately \$22,000. The kitchen is used to prepare meals for ACTES and A.C.T. Bushfire Service volunteers, AFP and A.C.T. Fire Brigade personnel and others during training exercises, community events/activities or emergency operations. The former Unit also has a purpose built caravan to prepare and distribute meals. The caravan was purchased around 1992 for approximately \$22,000 with around \$3,000 being spent on a refit.

5.24. ACTES volunteers informally told the Committee of their concerns about the future of the field catering role during the visit.

5.25. Having inspected the field catering facilities and after discussing the role with ACTES volunteers the Committee considers that the facilities and experience should not be lost to the community.

5.26. Recommendation 3.

The Committee recommends that the Government utilise the kitchen facilities at the former Belconnen Emergency Service Unit by establishing a Food Preparation Unit of ACTES volunteers.

ACTES Vehicles

5.27. A number of submissions raised concerns about ACTES vehicles.³⁴ Mr Boswell and Ms Dorman stated:

The type of vehicles decided upon by management (once again without consultation) is inappropriate for the majority of our operations.

³³ Mr Bolitho, *Submission*

³⁴ For example *Submissions* 6, 10, 13, 14 and 16

The “troop carrier” style vehicle was selected purely on a “bums on seats” basis to try to justify a reduction of vehicle numbers and to cut costs. This type of vehicle is inadequate for the following reasons:

- Due to the side-on seating arrangement of “troop carriers”, travelling in excess of 20 minutes in the rear commonly causes motion sickness, rendering personnel unable to perform tasks (eg searches).
- Under OH&S guidelines, no equipment may be carried in the rear of such vehicles if no cargo barriers are installed. Thus, when equipment is carried in the back no personnel can be transported in the vehicle, not even the driver. If cargo barriers are installed then only three people may be transported in a vehicle carrying equipment.
- One vehicle per unit is not adequate for the Territory Emergency Service operations. The nature of Territory Emergency Service operations necessitates the need for carrying out a reconnaissance of each job. This increases the efficiency of limited resources and decreases the amount of time spent at each job therefore increasing response times to following tasks.

A variety of vehicle types currently gives us [the ACTES] an adaptable/effective response to incidents.³⁵

5.28. Members of the Committee were also informally advised of volunteer concerns during its visit to the former Belconnen Emergency Service Unit on the evening of 13 March 1997.

5.29. The Committee considers that these concerns have some validity and believes that the Government should investigate other appropriate vehicles to meet the needs of the ACTES.

5.30. Recommendation 4.

The Committee recommends that the Government, in consultation with ACTES volunteers, investigate the possible purchase or hire of more appropriate vehicles to meet the needs of the ACTES.

Emergency Service Legislation

5.31. There is no legislation covering the operations of the ACTES at the present moment nor is there legislation to specifically cover ACTES volunteers against liability for damage or personal injury.

5.32. A number of submissions called for legislation to establish an independent ACTES.³⁶ Ms Kelly made the following comment at the public hearing on 2 April 1997:

³⁵ Mr Boswell and Ms Dorman, *Submission*, pp 3 and 4

Given the fact that there are legislative changes proposed, new legislation, I agree with the comments that have been made previously about the roles and functions of the various services needing to be very clear, and the issues needing to be very clear as to which powers should lie where. These should be really clarified before the legislation is drafted; otherwise I think that there could be a lot of problems down the track.³⁷

5.33. The Committee obtained a copy of the *Bushfire Act 1936* and noted that the Act includes provisions for the appointment and powers of the A.C.T. Bushfire Service. The Act specifies that a Rural Fire Control Manual must be prepared “containing particulars of all aspects of the operation and organisation of the Service”.³⁸ The Act also includes provisions to indemnify Bushfire Service volunteers against liability for damage or personal injury.

5.34. Having considered the matter the Committee strongly supports the inclusion of the roles and responsibilities of the ACTES in the Emergency Management legislation expected to be introduced in the Assembly during 1997. The Committee also strongly supports the inclusion of indemnity provisions for ACTES volunteers against liability for damage or personal injury in that legislation.

5.35. Recommendation 5.

The Committee recommends that the Government include the roles and responsibilities of the ACTES in the Emergency Management legislation expected to be introduced in the Assembly during 1997. Such legislation should also include indemnity provisions for ACTES volunteers against liability for damage or personal injury.

Recognition of ACTES Volunteers

5.36. During the public hearing on 2 April 1997 the Committee heard evidence of the many thousands of hours ACTES volunteers donate to the A.C.T. community each year through training, service to community events/activities or during operations.

5.37. The Committee heard during its visit to the Emergency Service Bureau Headquarters at Curtin that ACTES volunteers can be recognised for their service to the community with a medal. Volunteers become eligible for the “National Medal” after 15 years service. The medal is awarded by the Governor-General and administered by the Commonwealth.

5.38. The Committee would like to see a system introduced whereby volunteers were recognised for their service after 5 and 10 years.

³⁶ For example *Submissions* 4, 5, 8, 12, 13

³⁷ Ms Kelly, *transcript*, 2 April 1997, p 53

³⁸ *Bushfire Act 1936*, clause 5KA, pp 7 and 8

5.39. Recommendation 6.

The Committee recommends that the Government introduce a system whereby ACTES and A.C.T. Bushfire Service volunteers are recognised for their contribution to the community after five and 10 years service.

Conclusion

5.40. Taking into account all of the material outlined in the preceding chapters of this report, and noting that the Government's proposals are in line with the four concepts of emergency management nationally, the Committee considers that, on balance, the proposals should be supported at this stage.

5.41. Subject to the recommendations set out in this chapter, the Committee broadly endorses the Government's restructure of the ACTES and the A.C.T. Bushfire Service.

Paul Osborne, MLA
Chair

5 June 1997

Appendix A: Submissions³⁹

1. Mr J. Graham.
2. Emergency Management Australia (EMA).
3. Mr S. Milne.
4. Mr S. Loiterton.
5. Ms D. McEncroe.
6. Mr M. Bolitho.
7. Mr W. Grogan.
8. Mr D. Tunbridge.
9. A.C.T. Volunteer Bush Fire Brigade Association.
10. Ms H. Bambrick.
11. A.C.T. Festivals Incorporated.
12. Mr W. Blumenfeld.
13. Mr A. Richards-Smith, NM.
14. Mr J. Boswell and Ms N. Dorman.
15. Emergency Services Bureau.
16. Mr T. Tozer.
17. Royal National Capital Agricultural Society.

³⁹ Listed by the number of submission as received in the Committee Office

Appendix B: Public Hearings

Wednesday, 2 April 1997

A.C.T. Emergency Services Bureau

Mr Tim Keady, Chief Executive, Attorney-General's Department

Mr Mike Castle, Executive Director, Emergency Services Bureau

Mr Peter Lucas-Smith, Chief Officer, Bushfire and Emergency Services

Ms Doreen McEncroe

Mr David Tunbridge

Mr Brian Pearce

Mr Avon Richards-Smith, NM

Ms Hilary Bambrick

Mr Mike Bolitho

Mr John Graham

Ms Gladdie Milne

A.C.T. Volunteer Bush Fire Brigade Association

Mr Michael Brown, President

Mr Noel Teys, Secretary

Mr Allan MacSween, Vice-President

Mr Pat Barling, Member

Ms Kathryn Kelly

Friday, 18 April 1997

A.C.T. Emergency Services Bureau

Mr Tim Keady, Chief Executive, Attorney-General's Department

Mr Mike Castle, Executive Director, Emergency Services Bureau

Mr Peter Lucas-Smith, Chief Officer, Bushfire and Emergency Services

