

Sharing responsibility for implementing the National Strategy for Disaster Resilience

ACCOUNT OF A MULTI-STAKEHOLDER WORKSHOP

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This workshop was conducted in connection with the ‘Sharing Responsibility’ project. The project is a component of the Bushfire Cooperative Research Centre’s research program and is being undertaken by researchers at RMIT University’s Centre for Risk and Community Safety. It aims to support stakeholders of Australian fire and emergency management (FEM) to make decisions about sharing responsibility for community safety and disaster resilience. As the issue of sharing responsibility is a complex and multifaceted one that is prone to being framed in multiple ways, the project focuses on unpacking the meaning and the challenges of sharing responsibility and their significance for Australian FEM.

More information on the project and the issues raised in the workshop are available from:

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‘Sharing responsibility’ project web page

Go to the Bushfire CRC website
(www.bushfirecrc.com) and follow these links:
Our Research > Understanding Risk >
Community Expectations > Shared
Responsibility

Cover image of Brisbane city is based on a photo by Roberto Arias obtained from Flickr creative commons, <http://www.flickr.com/photos/roberto8080/3653007016/>

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1 Introduction

A key message out of the *National Strategy for Disaster Resilience* (NSDR) is that building a disaster resilient Australia is the shared responsibility of “governments, businesses, not-for-profit, communities and individuals”. Yet while there is wide support for this position, a lot more work needs to be done to better understand how stakeholders can share responsibility for disaster resilience effectively and fairly.

It is in this context that a one-day stakeholder workshop on ‘sharing responsibility for implementing the NSDR’ was held at the University of NSW in Sydney on 13th March 2013. Throughout the workshop, three panels of speakers representing a wide range of perspectives from “governments, businesses, not-for-profit, communities and individuals” as well as from research were asked to address one or more of the following questions:

1. What would ‘disaster resilience’ look like and will we know it when we see it?
2. What has been learned about sharing responsibility for disaster resilience from experiences so far?
3. What aspects of current practices and relationships most need to change in order that responsibilities for disaster resilience can be shared effectively and fairly?

Each speaker was given just 5-10 minutes to present their views, allowing time for group discussion following each panel sessions. Attendees were able to submit questions at any time during the day by SMS. These were then read out and responded to in a one-hour open discussion session at the end of the day.

This event built on the work of the Bushfire CRC research project *Sharing Responsibility* undertaken by the Centre for Risk and Community Safety at RMIT University and is a follow-up to a successful workshop conducted as part of this project in Melbourne in March 2012 (<http://www.bushfirecrc.com/publications/citation/bf-3336>).

The Sydney workshop was sponsored by RMIT University, the Bushfire Cooperative Research Centre, University of New South Wales, NSW Office of Environment and Heritage, the National Climate Change Adaptation Research Facility’s (NCCARF) Emergency Management and Settlements & Infrastructure (ACCARNSI) networks. Workshop organisation was a team effort by Blythe McLennan and John Handmer from RMIT/Bushfire CRC/NCCARF-EM, Tamara Rouse and Ron Cox from UNSW/ACCARNSI, and Jennifer Hearne and Chris Lee from the OEH. Tanya Tuckey (NSW RFS) also provided valuable assistance. The workshop was hosted as a free event so that cost was not a barrier to people being able to attend. Carbon credits were purchased through Climate Friendly to offset the greenhouse gas emissions associated with the event (<http://www.climatefriendly.com/>).

This public account of the workshop has been prepared so that others who were unable to attend can also ‘hear’ the range of issues and perspectives that were voiced at the workshop. Only the people listed in the schedule of speakers are referred to individually by name as they had agreed to speak publicly. All the invited speakers have reviewed, and in some cases made changes to, the session notes included in this account to ensure that the notes reflect what each speaker said and meant as closely as possible.

1.1 Workshop outline and schedule of speakers

Welcome

- **John Handmer** – Director, Centre for Risk & Community Safety, RMIT University/ Convenor - NCCARF Emergency Management network
- **Richard Thornton** – Deputy CEO & Research Director, Bushfire CRC
- **Ron Cox** – School of Civil & Environmental Engineering, UNSW/ Convenor - ACCARNSI
- **Christopher Lee** – Manager Impacts & Adaptation, Office of Environment & Heritage NSW

Panel 1 – Research perspectives

Chair: Christopher Lee, OEH

- **Blythe McLennan** – Research Fellow, Centre for Risk & Community Safety, RMIT University
- **Peter Rogers** – Co-director, Climate Futures, Macquarie University
- **Emma Calgaro** – Research Fellow, School of Biological, Earth & Environmental Sciences, UNSW

Morning tea

Panel 2 – Enabling community resilience

Chair: Blythe McLennan, RMIT University

- **Julie Molloy** – Director of Social Engagement Initiatives, Volunteering Queensland
- **Alison Turner** – Community Relations Manager, ParaQuad
- **John Richardson** – National Coordinator-Strategic Development, Emergency Services, Australian Red Cross
- **Lesley Wood & Jan Gluski** – Mandemar brigade / Mandemar district community
- **Erin Jackson** – President, University of Canterbury Students Association, NZ

Lunch

Panel 3 – Changing government practice

Chair: Ron Cox, UNSW/ACCARNSI

- **Wendy Graham** – Director of Resilience & Planning, MPES NSW
- **Tanyia Tuckey** – Manager, Community Engagement, NSW RFS
- **Fiona Dunstan** – Manager Community Education and Public Warnings, SA Country Fire Service
- **Chris Collett** – Assistant Secretary, National Disaster Recovery Programs Branch, Commonwealth Attorney-General's Department
- **Ian Armstrong** – Project officer, Climate Change Adaptation, Sydney Coastal Councils Group

Afternoon tea

Open discussion

Chair: John Handmer, RMIT University/NCCARF-EM

- Questions/comments/statements from the floor

Reflections and wrap up

Chair: John Handmer, RMIT University/NCCARF-EM

- Final reflections on the day

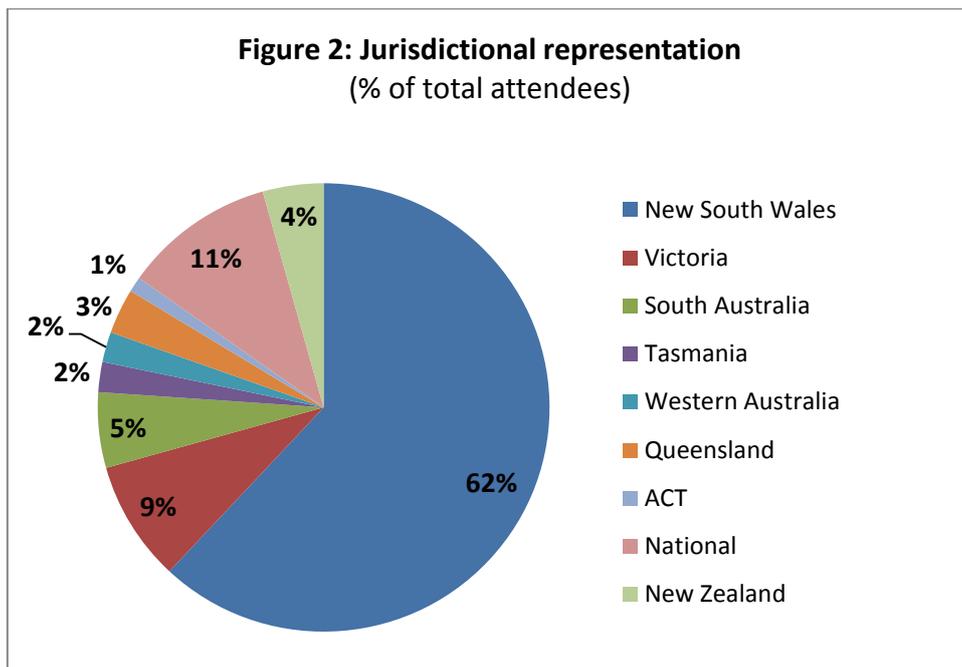
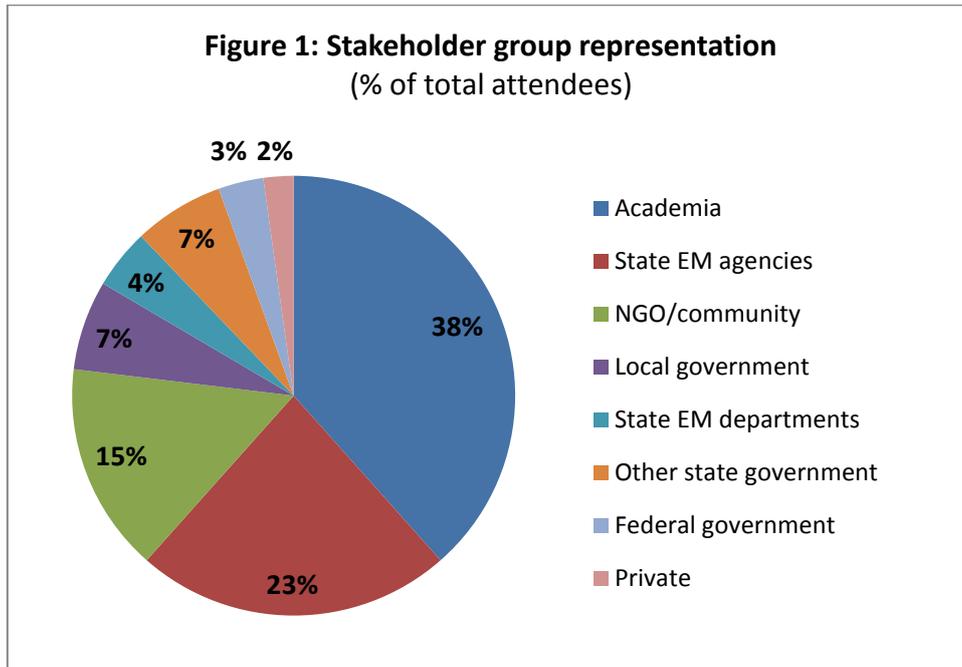
Informal drinks and dinner

1.2 Attendance

The workshop was fully booked, with attendance capped at ninety people to enable group discussion to occur. A complete list of the agencies, organisations, groups and communities with which attendees were affiliated is provided at the end of this document.

Figure 1, over page, shows the representation of key stakeholder groups amongst the attendees, including speakers. The main groups represented were academia (38%), state emergency management (EM) agencies (23%), and NGOs and communities (15%). Other stakeholder groups present included local government (7%), state emergency management (EM) departments (4%), other state government departments and agencies (7%), federal government (3%), and the private sector (2%).

Figure 2 shows the jurisdictional representation at the workshop. Almost two-thirds of attendees were affiliated with organisations or groups from New South Wales (62%). 22% were from other state- and territory-based organisations (Victoria 9%, South Australia 5%, Queensland 3%, Tasmania 2%, Western Australia 2%, and Australian Capital Territory 1%). Australian national organisations were represented by 11% of attendees, and New Zealand organisations by 4%.



2 Summary of key themes

A review of the full session notes (including speaker presentations, group discussion, and wrap-up/reflections) revealed a number of key themes, outlined below. As the points made for each theme are distilled from multiple sources, they represent multiple perspectives rather than a single, consensus view.

These themes were put together by Blythe McLennan. Alternative perspectives on stand out issues raised in the workshop were also shared by a number of people in the 'Wrap up and reflection' session (outlined briefly in section 3.6).

1. What would 'disaster resilience' look like and will we know it when we see it?

- **What is disaster resilience?**
 - Resilience is hard to define and community resilience is more nebulous than organisational or technological resilience.
 - Disaster resilience is complex: not something to reach out and grab, it changes and 'depends'. There is not one size that fits all. Because of this, we need to be more specific when we talk about resilience, e.g. who are we talking about?
 - Resilience is not an end goal: it is an ongoing process of change and improvement.
 - Perhaps it is not productive to engage in debate over agreed definitions? A uniform approach, which is narrowly defined, cannot work in every circumstance. We need a slightly messier approach... We need a multi-faceted approach, which hopefully won't miss anything completely.
 - It is a lot easier to say what resilience is not.
 - Resilience looks pretty messy. It develops organically. E.g. experience of the Christchurch Student Volunteer Army.
 - Resilience is an emergent property – a function of the broader social context. Perhaps the best approach is to remove barriers and let it emerge rather than seeking something specific?
 - People are both resilient and vulnerable. E.g. those who are well-off are not necessarily more resilient. Conversely, it should not be assumed "that just because a community is vulnerable, that it also lacks resilience".
 - Resilience looks like five different capacities: security (e.g. funds to recover); connections, health & wellbeing; access (e.g. proximity to services); and knowledge. Enhancing those 5 things can help people be resilient to disasters.
 - To understand what disaster resilience will look like we need to go back to basics: what is a community?
 - Disaster resilience looks like a woman... women will network and get things done. Women taking ownership of their own risk through engagement and communication is what resilience looks like. E.g. Fired Up Females program.
 - To some extent resiliency depends on money and on the infrastructure we start with.
 - Resilience might just be the new black. We still have HUGE amounts to learn.
- **We do not yet know how to measure and value resilience and resilience-building**
 - What we need to grapple with is how are we going to measure resiliency? How can we track it? How to determine if communities are resilient or not?
 - In a disaster event, the things that are reported and measured are numerical: they are good grabs in press releases because it looks like the government is doing something. But we should be looking at the community enablers that make people less reliant on government services. How can we shift our own thinking to measure and notice the real indicators?
 - What is it that government requires agencies to report on? That's what the resources are going to be directed at... There will be no funds to allocate to community engagement until we are required to report on engagement to central government.

- We need to think about measurement. We have to get beyond measuring government activity and more toward measuring community resilience. If it is about intergenerational change then how do we know that it's working?
- Government funding and how government measures success is an issue. How do we start to demonstrate the value of capacity building?

2. What has been learned about sharing responsibility for disaster resilience from experiences so far?

- ***Sharing responsibility should not be about shifting responsibility onto others***
 - Careful of bystander syndrome – the idea could lead to diffusion of responsibility when the individual passes or handballs the blame.
 - Shared responsibility is not about shifting blame but enabling local groups to have a part in management. What does government need to do to enable these community groups?
 - The legal view prefers not to give any responsibility back to the community. There is concern around the legal implications of devolving responsibility.
 - Is the push for shared responsibility the government's way of shifting errors, e.g. errors in previous land use planning etc?
 - We make assumptions about where agreement on shared responsibility exists. Some things aren't shared, e.g. legislation and frameworks that the community expects government to make a call on.
 - Other levels of government "share" the responsibility but not the resources.
- ***It requires connecting with existing networks, knowledge, experience and capacity***
 - Working with existing community organisations can give you an inroad into the community.
 - Hillary Clinton said "use the tools in your pocket". E.g. Student Volunteer Army using Facebook to engage across a different group of people through a medium they are comfortable with.
 - Volunteering Queensland programs are aimed at the ability to share knowledge gained from experience.
 - We need to keep the stories alive from people who have lived experience: to learn from the past, learn from the traditional owners, engage the migrants and the non-native English speakers and communicate the stories to them to help them understand the risks.
 - NGOS that focus on grassroots engagement and working at the strategic level allowing communication and work across different groups allows for a unique standing in the two communities. This fills a communication role and allows the different levels to work together. E.g. the work of Volunteering Queensland.
 - Online resources and social media are powerful tools for linking and engaging with communities: can make virtual communities into real ones.
 - Things are already happening at the grassroots level and we need to access that from an organisational viewpoint.
 - Each person is going to be different; each plan is going to be different. So response plans need to be person-centred. E.g. for people with a physical disability.
 - We're talking about behaviour change, so engagement has to be multi-pronged.
 - Technocrats feel like they always have the answer. But it's different when the translation occurs to what this means locally and practically. People who come in from the city don't know how to handle the local setting and often think they can buy themselves out of trouble, but it's about interacting.
 - Focus on building capacity (e.g. for organisations to take on volunteers)
 - Focus on supporting communities where everyone can make a difference (empowerment).
 - The Red Cross Redi-plan program was initially about information. But then we had to think about engaging with communities to make sure it is actually used.

- We need fewer publications and more conversations. Lots of brochures have been distributed but the uptake of these is not really high. What we are finding more is that the local relationships are what make a difference.
- Volunteering Queensland approach emphasizes local networks, engaging, informing and helping people to take ownership and responsibility for their actions.
- **Structure/ coordination is both enabling and constraining**
 - We need to continue to move toward a space where we are enabling and supporting local initiatives rather than constraining them.
 - Community volunteering is messy but having a central location and good organisational structure is invaluable. E.g. Student Volunteer Army.
 - OH&S, liability are difficult issues for spontaneous volunteering. However, that changes over time. In the case of SVA authorities realised that they wouldn't go away and then worked with them. However, getting push-back made the communication channels all the more difficult.
 - In urban settings everything has to be run through the right channels and done through policy and insurance etc. We used to just have the attitude of: if there is an event you grab your broom and bucket and go down and help.
 - Following Black Saturday and despite all the best efforts of people, there was intense frustration in the recovery phase. As soon as people got going to do something the government came in and said 'you haven't followed the process: you must stop'. The recovery phase is when the community is most focused, but there are lots of barriers still in this stage.
 - Volunteering Queensland's EV CREW works to harness the strength of spontaneous and preregistered potential volunteers, who are often negatively regarded as an issue by disaster management agencies, rather than a legitimate asset and a sign of self-reliance and resilience... EV CREW service has evolved over the last five years to provide safer, more coordinated referral pathways for volunteers in disaster affected communities and where there is most need of assistance. ... In doing so, more effective use of skill sets and locally sourced support is thoughtfully harnessed, whilst at the same time the capacity of volunteer involving organisations is further enhanced and supported to take advantage of a surge of assistance from members of the community.
 - Government strategies have long sought to encourage community groups but government's tendency is to work with well-established NGOs that have existing connections with government already. We know though, that communities will self-mobilise and will look to government with the full expectation that it will be resourced and facilitated. How can we assist by providing advice so that each of the new emergent leaders / groups doesn't have to make all the same mistakes that previous leaders & groups have made?

3. What aspects of current practices and relationships most need to change in order that responsibilities for disaster resilience can be shared effectively and fairly?

- **Improving engagement and trust between government and communities**
 - The traditional approach of government is to tell communities what to do and the job of communities is to do what they're told. The disaster resilience doctrine tells us that communities are vital but we've only just started moving into linking community and government.
 - Building trust between the public and government is important. At present this is a goal in a number of strategies but it requires a change in how the public are involved.
 - Trust is important. It's about public information not public relations. Every day of the week we see agencies telling the public how awesome agencies are, however in an event those expectations aren't met. We need to work on that: be careful of building up people's expectations.

- Unless we have more rigour in addressing other community awareness factors, our resilience will be reliant on response groups and their associated infrastructure. Yet the community often knows a lot more than the fire service. We need acknowledgement of those channels.
- The most informed messages are the ones shared locally. We need to tap into that and be a voice amongst the many as well.
- We talk about connections and social capital, but how do we connect with people who are marginal?
- ***Understanding, accommodating and harnessing diversity in communities***
 - Because disaster resilience is not one-size-fits-all, diversity matters. E.g. current approach is not suitable for people with a physical disability.
 - We need to develop a model in which volunteers don't need to be in front of the fire. We have to look at our own structures and reporting structures to welcome people as a resource to use other than as operational fire-fighters.
 - Gender has been downplayed and marginalised... gender affects how we communicate to communities and how we engage... Gender is one aspect of diversity in the community. We have ignored other diverse aspects of the community too, e.g. children, ethnicity.
- ***Ability to build relationships and work holistically across boundaries/silos***
 - Implementing emergency management within an integrated planning and reporting framework (e.g. for LGAs) can assist in breaking down the silos that often exist.
 - The role of the private sector is crucial and underrepresented at this workshop. There are lots of examples of the private sector doing things we could never achieve otherwise.
 - The challenge is more that we need to get out of our silos. We should also bring the public themselves along so that we can learn from them.
 - We struggle with the inertia within established organisational practices and our narrow focus on specific hazards.
 - We need to take out strict hierarchies and make the way we consider resilience more real and reflective of day to day life. (e.g. cross-scale interactions).
 - Preparedness work has focused on helping people to survive the hazard physically. However, we need to think more holistically about preparing to recover.
 - There is a gap between the specifics of local government and the policies of state government. We need to integrate horizontally.
 - We're not working enough with each other. One of my colleagues said that "emergency management is like a dysfunctional family". The more we can build the trust and respect between the organisations beforehand, build capability and a resilient "family", the better will be the situation when a crisis hits.
- ***Develop more appropriate legal, procedural, funding frameworks***
 - There is a real opportunity to review and clarify the roles of sectors. Where does the role for government sit? What do we want the role of government to be? These are fascinating and difficult questions that we need to face as a community and as a nation.
 - A national emergency management act may be required to set the statutory obligations in place. Resilience also means greater local autonomy though. Is that in conflict with a national emergency act?
 - As our capability increases then there are often new challenges raised, such as issues with liability, that need to be dealt with. Another example relates to our improved warning capabilities: what does the new messaging capability mean?
 - This is long-term and this scope needs to be facilitated through planning horizons and funding. Yet our funding cycle is annual.
 - Local Government colleague's participation in national space is very different. They do have representatives on some committees, but the capacity to use the roles is constrained by time and money as well.

- A cultural shift is needed to fund and enable community groups to act. As a collective group maybe we need to influence funding structures to enable community groups more? The reality is that this is a very scarce resource sector that we are in. Maybe we can capture grant funding to direct it down to local community groups.
- These conversations and engagement processes need to be maintained and supported and funded.
- We need to consider our investment in mitigation versus recovery. There is a lot of money put into mitigation, but a lot more into recovery. Do we need to reassess?
- If we continue to treat our learning of lessons post-events through judicial and adversarial processes, this will shape the recommendations and outcomes. Negligence and misconduct is not to be excused but we need to consider whether adversarial legal processes are the best way to learn and improve.
- ***Greater dialogue, conversation, exchange is needed***
 - Shared knowledge spaces where we share the things that we have learnt through experience are important. How can we share the things that we learn with others?
 - Behaviour change is not something that can be done overnight: it happens one conversation at a time.
 - Workshops like this one are sometimes criticized as being “talkfests”.... However dialogue allows us to identify and understand intersections between different spheres of activity or responsibility.
 - We tend to think that everyone disagreeing about shared responsibility is a big problem, and that we should try to get everyone to agree. But maybe this isn't the case? Interaction between different points of views can potentially increase innovation, help to identify risks before they emerge, and lead to a more meaningful understanding of what shared responsibility means in practice.
 - In terms of what needs to change for government: we need to develop relationships and have conversations: engage with the experience and wealth of knowledge that is already there.
 - These kinds of workshops are important to get people out of their silos and interacting. It helps avoid ‘groupthink’.
 - Disaster resilience is complex because we're talking about relationships, culture change and behaviour change. The way to do this is through conversations. So is this type of event a talkfest? No, this is about process. We have to have these conversations at all levels.

3 Session notes

3.1 Welcome

John Handmer

Director, Centre for Risk & Community Safety, RMIT University/ Convenor - NCCARF Emergency Management network

- Introduced the National Strategy for Disaster Resilience
- Gave a brief overview of the concept of sharing responsibility, and how there is uncertainty about what it actually means, what it would look like in practice.

Richard Thornton

Deputy CEO & Research Director, Bushfire CRC

- There is still a need to clarify what is meant by sharing responsibility
- The community needs to understand that some responsibility rests with them
- The legal view prefers not to give any responsibility back to the community. There is concern around the legal implications of devolving responsibility.

Ron Cox

Associate Professor, School of Civil & Environmental Engineering, UNSW/ Convenor - ACCARNSI

- There are important points of intersection between the built environment and emergency management. Where urban planners fail we expect emergency managers to pick up the pieces. (Gave examples of seaside developments in Narrabeen-Collaroy completely undercut by storm surge erosion).
- Resilient buildings are possible, but are not widespread or required
- BC Hydro in Canada has released a tool to visualise evacuation behaviours and scenarios if a dam breaks. They currently use the tool for public education and awareness-raising. The tool can be adapted for use with other hazards. The tool can be populated with a standard distribution of people, or you can input actual demographic data.

Christopher Lee

Manager Impacts & Adaptation, Office of Environment & Heritage NSW

- It's really good to see some regional representatives in attendance. The issue of sharing responsibility is something we will have to manage all over the state, and nationally as well.
- At the moment we can't deal with current extreme events. The issues we are currently having will be exacerbated by the impacts of climate change on the frequency, magnitude, intensity and distribution of events.
- NSW has a Climate Change Working Group which focuses on improving emergency management in a changing climate. The Group consists of representatives from across NSW Government, from a range of emergency management agencies, as well as environment, planning, health and the Bureau of Meteorology.

3.2 Panel 1 – Research perspectives

Blythe McLennan

Research Fellow, Centre for Risk & Community Safety, RMIT University

- Blythe has been working on a project with John Handmer through the Bushfire CRC called “Sharing Responsibility”. The project is focussed on unpacking the meaning and challenges of sharing responsibility and their significance for Australian emergency management.
- The workshop today is a follow-up to one held in Melbourne in March last year as part of this project that explored the meaning of shared responsibility. In the workshop Anecdotal feedback from participants suggested that many people were surprised by the wide range of different views they heard that day about what the idea meant. It was a bit of a shock for some to find out that their own view was just one of many.
- Similarly, an evaluation of the Victorian community bushfire safety policy framework commissioned by Fire Services Commissioner last year also found that stakeholders did not have clear understandings of some of the key principles underpinning the framework, particularly that of shared responsibility.
- At a more on-the-ground level, the issue of Shared Responsibility and different viewpoints on what it means came up when Blythe was involved in doing post-fire interviews with the Fire Services Commissioner recently. The impact of road blocks emerged as a key issue of contention in the interviews, as it always does. At the end of one day of interviewing, the research team (including interviewers from RMIT, University of Melbourne, Fire Service Commissioner and CFA) was debating the issue of road blocks over dinner, and particularly the rights and responsibilities of police, property holders etc. with respect to road blocks. While obviously very important for safety, road blocks also give rise to some very surreal situations that can actually increase risk for some people. Importantly, the research team didn’t agree on what shared responsibility meant for the issue of road blocks either.
- This process of debating and disagreeing and unpacking this issue made Blythe think of a similar process that is a characteristic of High Reliability Organisations. This name is used in some research fields to refer to those organisations that are able to safely manage very complex and high stakes risks – for example nuclear power plants or airport traffic control – without experiencing failures in the risk management system. One characteristic of these organisations is that they tend to have multiple sections within them that hold safety responsibilities. These different sections don’t necessarily agree or complement each other. They often have very different approaches to addressing risks and improving safety, and they can have different procedures, goals, values, and even workplace cultures. However, the tension, disagreement and interaction between the different approaches of the sections is a strength for these organisations. As long as there is real dialogue and exchange between them, it’s been shown that this tension can help the organisation to identify risks before they emerge, to increase innovation, and better understand the risk management environment. This prevents risk management failures before they happen.
- In emergency and disaster management, we tend to think that everyone disagreeing about shared responsibility is a big problem, and that we should try to get everyone to agree on what it means and what it ought to look like. But maybe this isn’t the case. We could draw a lesson about the benefits of complexity and interaction between diverse perspectives and conflicting viewpoints from High Reliability Organisations. We could accept that there are differing viewpoints, and emphasise bringing different groups together to have dialogue and interaction so perspectives can change through time.

- Another piece of feedback from participants about the Melbourne workshop last year was a criticism about it being a “talkfest”. E.g. it’s easy to say all the right things here but nothing is changing on the ground. However, dialogue, conversation allows us to identify and understand intersections between different spheres of activity or responsibility. The conflict and discussion generated can drive innovation. We need more of it in this field, not less. But it needs to be genuine dialogue, where there is an exchange of views across different perspectives. This needs more players to be involved in the dialogue than we usually see.
- If we get 5 or 10 years down the track with the disaster resilience agenda and no one has changed their particular perspective of shared responsibility then the process isn’t working.

Questions/ comment:

- *From the floor:* These kinds of workshops are important to get people out of their silos and interacting. It helps avoid “groupthink”.

Peter Rogers

Co-director, Climate Futures, Macquarie University

- Peter’s work has been focused on identifying synergies and cross-overs, and identifying where different people’s work can align.
- Climate Futures is running workshops to get people together to share views to commence the process of a “melting pot” to get the understanding of shared responsibility going.
- He considers his work now to be making space for people to collaborate with their research. Do we focus too much in the research field on our own areas of research at the expense of giving up some of our space in order to share and influence?
- New funding arrangements and changes to the Bushfire CRC and NCCARF will lead to changes in emergency management research.
- We want to get together and do this. We’re so passionate though that we beat our own drums so loudly that we perhaps drown out others. The big challenge in the research sector is for researchers to give away some of their own interests and focus on the best possible outcome for the public.
- We need to think of shared responsibility regarding what else is happening. Researchers often run the risk of taking a too-specific one-hazard approach. A multiple hazard approach is difficult but we need to work on this.
- We need to look at different rules and regulations surrounding sharing responsibility.
- We often deal with technological resilience, incorporating the tools and technical aspects used in the field, for example communication kits and emergency management infrastructure.
- Thinking about organisational or technological resilience is relatively simple and easy to define. Community resilience is a lot more nebulous and difficult to conceptualise.
- Working with the community to build resilience from grass-roots is the best way to approach community resilience, but how does this work in practice? Communities are very diverse, with different needs and different values.
- Information sharing within the community has to be undertaken in a different way. We haven’t always engaged the local level members.

- Existing community organisations have a lot of resources, networks and skills we can leverage. Working with these existing organisations can give you an inroad into the community, as well as providing a better understanding of the community.
- Shared responsibility is a personal choice. How do people make decisions in a disaster situation? As researchers, we also need to understand individuals better:
 - How do individuals make choices?
 - What are their expectations of emergency management services?
 - How do they experience trauma?
 - What are the important issues around household finance and insurance?
 - How does health and well-being affect resilience?
 - What role does social cohesion play?
- Health, wellbeing and social cohesion are related - we need to look at these separate to a specific disaster event.
- At present the policy framework might mean we want people to be more resilient to disasters rather than we want to create disaster resilience. This isn't as clear as it could be.
- We struggle with the inertia within established organisational practices and our narrow focus on specific hazards. Resilience is not an end goal it is an ongoing process of change and improvement. The goal will always be moving.
- Hazard is not the same as disaster. Disaster resilience isn't necessarily tied to the event. Disaster is what we get once the hazard hits if we're not well prepared. There is a danger if we only focus on the technology and the hazard that we might undermine the resilience that we're trying to create.
- In this area we see a real desire to use research and review findings to feed back into the way we do things. As researchers this is really good. People actually want to apply your work to better things but in order to facilitate this we need to get out of our silos; spread the word and make our findings more accessible.
- It would be great to have more community members at events like this.
- The agenda for sharing responsibility is a good one. The challenge is more that we need to get out of our silos. We should also bring the public themselves along so that we can learn from them.
- Building trust between public and government is important. At present this is a goal in a number of strategies but it requires a change in how the public are involved in this work.
- A national emergency management act may be required to set the statutory obligations in place. Resilience also means greater local autonomy though. Is that in conflict with a national emergency act?

Questions/comments:

- *From the floor:* What about the role of the State?
- *Peter:* State decision making is hugely important, but we need to understand the connection between that and individual decision-making. They are worlds apart.
- *Blythe:* Personal decision-making involves interaction with neighbours and with the State and what feelings of personal control they have over the situation.

- *Peter:* NSW 2021 contains an aim to build trust in government. Often there is a lack of trust in the agencies that people are dealing with. We need to help build this trust.
- *From the floor:* Or do agencies need to trust the community more?
- *From the floor:* In Tasmania, a lot of the questions were around the behaviour of the emergency agencies. Why hadn't the fire department given more warning, done more fuel reduction burns etc?
- *From the floor:* I think we are missing the engagement with the emergency managers with day to day responsibilities. These are key stakeholders, where is their input in these workshops and in research generally?
- *From the floor:* You're right in a sense. This is why each BCRC bushfire project has end user input. But emergency managers are hard pressed to participate in anything that isn't their core activities. They are limited in time and money, and need to focus on their key role.
- *From the floor:* Local Government colleagues' participation in national space is very different. They do have representatives on some committees, but the capacity to use the roles is constrained by time and money as well.
- *From the floor:* A huge amount of work needs to be, and is being done on reducing risk in the first place, especially with a focus on land-use planning. If there was a massive flood in the Hawkesbury Nepean it wouldn't matter how resilient individuals were, it would have bad outcomes. We need to remember to focus on reducing risk in the first place.

Emma Calgareo

Research Fellow, School of Biological, Earth & Environmental Sciences, UNSW

- Emma is talking about the wider lessons of her research group in the Australia-Pacific Tsunami Research Centre and Natural Hazards Research Laboratory (APTRC-NHRL).
- She is approaching the questions posed for the workshop from three stances: theoretical, practical and through case study application.
- Theoretical positioning
 - To understand what disaster resilience will look like we need to go back to basics: what is a community?
 - What are our assumptions about what communities are? Do we take into account diversity?
 - What about resilience itself? Do we take into account individual context?
 - What about vulnerability? Resilience and vulnerability are co-constituted in a person, a household and a community. Each person is both resilient and vulnerable - the levels of each are dependent upon the timing and context of the event. Do we see these characteristics more clearly after an event?
- Indicator issues:
 - Government emergency services seem to still be focused on hazard mapping and indicators. They're easy to map and can be ticked off but this approach hasn't improved our resilience.
 - We still have problems with indicators. Our reliance on indicators hasn't changed. If we are going to use indicators we need to challenge them.

- Who gets to define the indicators? This is a power dynamic. Those who have the power make the decisions. Who decides what household is vulnerable? Who should be saved? What about redundancies? How do you identify them?
- What purpose do indicators really serve? Resource allocation for sure but are they accurate? We expect Japan to have the resources to cope with their earthquake...what about Haiti or the Solomon Islands? We have to make resilience more contextual. We need to look at resilience and vulnerability together. They can't be considered independently.
- Questioning scale and the use of scaled actions in disaster preparedness and response:
 - Do we have effective tools to scale up and scale down projects? Is it possible to upscale to the national level? Do we need to? Are our usual scales an appropriate or effective way to consider resilience?
 - Social networks may not be linear or hierarchical, so may not fit into the particular scales that we assume. In some studies, we found that local people went straight to the national level for resources and help, because they knew the right people there to speak to. We have to question scale and how we perceive things.
 - We need to take out strict hierarchies and make the way we consider resilience more real and reflective of day-to-day life.
 - But what does this rescaling mean for governments and emergency services? Are they able to shift to an approach that recognizes context (without clear indicators) and works in a way that reflects every-day social processes and actions that do not necessarily follow nested hierarchies?
- Questioning resilience and achieving uniformity within and across communities:
 - Maybe resilience is not possible in a uniform sense? What does this mean for response strategies? Some power elite's don't want the status quo to change. The community may not want change.
 - Also, members of the public react and behave in unexpected ways – they exercise personal choice and their choice might be to do something that makes them less resilient and more vulnerable
 - Overall, we need to challenge fundamentals and look at reality.
 - Who is responsible for building resilience? Do those who share responsibility know that they are sharing it? Are you looking just at indicators or are you looking at the wider context?
 - Emergency managers can see resilience in certain communities. But in a response situation policies and practices tend to go back into linear chain of command mode. There can be misalignment. There is a gap between understanding and practice. Emergency management practitioners need to embrace the complexity of resilience.
 - Both resilience and vulnerability exist in all of us. We need to tap into the resources that we have. But before this happens we need information.
 - A lot of members in the community like to be passive and so they push that responsibility onto someone else.
- What has been learned about sharing responsibility for disaster resilience from experiences so far?
 - To answer this question we again need to return to the basics and eliminate assumptions:

- Who is responsible for building, enhancing resilience?
- Sharing responsibility between “whom”?
- Do those responsible KNOW they are responsible?
- We need for a change from ‘passive’ receivers of post event aid and resources to ‘active’ participants. But when and how does this occur?

Questions:

- *From the floor:* Resilience sounds like a great idea, but it is an emergent characteristic, it can't simply be added on to a community. The government has an essential role to do something due to social justice and equity reasons.
- *From the floor:* Another point is that an unfortunate side effect of resilience can be resource hoarding, i.e. one community builds its own resilience at the expense of others.
- *Emma Calgaro:* People are keen to get involved in their own community, but don't know how. Alternately, some people don't actually want to do anything for themselves. They are happy for others to take the responsibility of action.
- *From the floor:* People will always use their own networks to get things they need. In one recent experience the Mayor went straight to the Minister instead of using the existing emergency management network. This is not a good outcome, because it's ad hoc and puts people off-side.
- *From the floor:* Rural communities are very resilient already. People living in rural areas are very invested in the local community, and will do what it takes to prepare for something, or to recover from something.
- *From the floor:* The best way to get the message out is to utilise existing networks. SES has recently been working with the deaf community to figure out how best to build resilience there. There is inherent complexity within the deaf community as well, for example some people are deaf and blind; some people use a different language, i.e. not AUSLAN. In order to reach the diverse members of these communities we need to leverage existing networks and communication channels.
- *Emma Calgaro:* In our work we have found deaf people are quite reliant on others. They don't know where to go. They are often passive, dependent and reliant on hearing people in a hearing world. This dependence breeds a high level of reliance. The deaf community is very keen to have a community liaison in emergency services. They need someone who is trained in emergency management, but who also understands the deaf community and culture, and is fluent in AUSLAN.
- *From the floor:* Individuals are very sheltered, and have no real concept of what a disaster is and how it might affect them and their lives.
- *From the floor:* Ku-ring-gai Council has been working with our community in a multi-hazard way, but have focused initially on bushfire. We are trying to get the community to develop indicators. People in Ku-ring-gai are generally well-off, but this doesn't necessarily make them resilient. Even people with experience of fire are not considering up-scaling of the fires. Also it's been a long time since the last fire, which dulls people's awareness of the risk and potential impacts.

3.3 Panel 2 – Enabling community resilience

Julie Molloy

Director of Social Engagement Initiatives, Volunteering Queensland

- Volunteering Queensland is the peak body for volunteering in Queensland and largest peak in Australia. Works with other NGO's and organisations that involve volunteers, volunteers and potential volunteers.
- Main aspect of its work is engaging, increasing community involvement, participation and connectedness.
- Focus on supporting communities where everyone can make a difference (empowerment).
- Volunteering Queensland has been working in this field for more than 30 years.
- It also has a focus on building capacity for organisations to take on volunteers.
- It has linkages with federal, state and local government. Often acts as a conduit between these organisations and “the community”, levels of governance and the community.
- Volunteering Queensland is active in the area of community resilience and disasters. The “Step Up- Building Qld's Resilience” program; this is Australia's largest community resilience building program led by a non-government organisation. These projects were developed based on a range of best practice community capacity building activities and were a natural extension of the resilience building work that Volunteering Qld has been engaged in for decades, but they also leveraged the learnings and expertise gained through Volunteering Qld's Emergency Volunteering -Community Response to Extreme Weather service (EV CREW), which has been in operation since before the North Brisbane area/ Gap summer storms in 2008.
- Volunteering Qld is aiming to build healthy resilient communities, which will ultimately lead to more disaster resilient communities.
- Its approach in this area emphasises local networks, engaging, informing and helping people to take ownership and responsibility for their actions.
- Focus on grassroots engagement and working at the strategic level allowing communication and work across different groups allows for a unique standing in the two communities filling a communication role and allowing the different levels to work together?
- Not just focused on recovery but planning, prevention also information provision: also response and recovery, how to recover and who you should connect with to make that possible.
- It has a number of online resources in this area.
- One is the Disaster readiness index that encourages understanding and engagement, guides people towards increasing connection and knowing “who you can help”, “who can help you” But uniquely, the Index supports individuals to assess their own levels of preparedness for disasters and provides a customised and tailored response for knowledge attainment and action points.
- <http://www.emergencyvolunteering.com.au/home/disaster-ready/menu/readiness-index>
- Also have an online interactive resource called Disasters: Know your role” in Queensland Disaster Management Arrangements.
- <http://www.emergencyvolunteering.com.au/home/disaster-ready/menu/qdma>.

- Their research and engagement highlights that communities do want to understand about legislation and policy surrounding disasters.
- This resource is being used as part of a community engagement and education program. It can also be presented in person through workshops not just on the website and app.
- Volunteering Queensland is working towards getting people to start thinking more about community resilience and the different facets of this topic.
- EV CREW works to harness the strength of spontaneous and preregistered potential volunteers, who are often negatively regarded as an issue by disaster management agencies, rather than a legitimate asset and a sign of self-reliance and resilience. This is due to a perception that spontaneous volunteering is entirely chaotic, ill informed, unskilled, and reactive with uncoordinated individuals involving themselves in disaster management operations unsolicited. However, Volunteering Qld supports the view that it should not be assumed “that just because a community is vulnerable, that it also lacks resilience”. Moreover, with the advances in technologies along with social media, combined with the “time poverty” phenomenon acknowledged as a global social trend by the United Nations Volunteer Programme, it can be argued that the traditional definitions of spontaneous volunteering should be reviewed and redefined. Volunteering Qld has been at the forefront of this shift in Australia, comprehensively understanding the different motivational facets of these potential volunteers in supporting their own communities in times of disasters. Furthermore, by embracing the use of adaptive cloud technologies, social media and forming critical relationships with more than eighty disaster management agencies and other NGOs involved in disaster operations, Volunteering Qld has been advocating at a local, state and interstate government policy level on best practice and management of offers of assistance from potential volunteers, across all components of from preparation, prevention/mitigation, response and recovery (PPRR). Volunteering Qld’s EV CREW service has evolved over the last five years to provide safer, more coordinated referral pathways for volunteers in disaster affected communities and where there is most need of assistance.
- In doing so, more effective use of skill sets and locally sourced support is thoughtfully harnessed, whilst at the same time the capacity of volunteer involving organisations is further enhanced and supported to take advantage of a surge of assistance from members of the community wanting to provide a relatively small amount of individual time but have impact in their action.
- For example, they are currently working in Bundaberg to help with the recovery work with both the volunteers and the council to organise the process. Many questions need to be considered regarding safe and effective coordination of volunteers and we have worked through those with the council beforehand.
- Need to also consider emotional recovery, ownership, paying a part in the community, social cohesion etc. Not simply the activities themselves.
- <http://www.emergencyvolunteering.com.au/home/volunteering/menu/volunteer-opportunities>
- The volunteers they refer are working to prepare for disasters, i.e. sandbagging as well as in post event recovery and long term recovery.
- An aim is to make the experience valuable for the individuals so they will undertake it again and ultimately enhance community connectedness to somewhat reduce spontaneity.
- Means you don’t have to be so traditional in your views of volunteers and can capitalise on these peoples skills and desire to help
- Volunteering Queensland also supports building the capacity of the organisations to take on different types of volunteer where they traditionally have not done this in the past.

Alison Turner

Community Relations Manager, ParaQuad NSW

- Working with people with a spinal cord injury. Most of these people cannot walk and use a wheelchair, therefore, must be considered differently in an emergency and evacuation procedures.
- Paraquad is developing a toolkit to help these people during an event
- It includes an e-book, carer sheet, emergency plan and app with things like a torch, and alert systems
- They are helping people to plan, prepare and take action early as people with a spinal cord injury need more time.
- ParaQuad has 1700 members in NSW. They found in a survey that none of their clients have an evacuation plan, hence they are going back to basics in helping them think and be organised for an emergency
- Disaster resilience currently is a one-size fits all bucket. It is focused on people who can act, leave, and respond quickly. However this doesn't suit people with a physical disability. Government representatives often don't consider how a person with a disability could cope: often it's just a tick box item. There is a need for greater community consultation and an appropriate strategy program.
- Some government bodies are keen to help appropriately for people with a disability. However this takes much focus, time and understanding. Alison spoke positively about the NSW RFS AIDER program - <http://www.rfs.nsw.gov.au/aider>
- Each person is going to be different; each plan is going to be different because each disability is different. So the response plans need to be person-centred.
- Alison told us **three stories** from real people in the community who have experienced a disaster.
- These people need more care, planning and some support.
- The **first story** is about a man who is a quadriplegic and lives in the Blue Mountains. There was a fire evacuation in the area. His carers were not available and he was unable to leave. He waited for help from the LGA or SES that didn't come. Roads were closed so his family couldn't get through to help him. He had to wait for the fire to leave.
- This shows how many people with physical disabilities have an expectation that the LGA or Fire services will have a register or list of people who need assistance with their names on it and so will come and rescue them. However if such a register exists at all it is often not updated. Yet there is a general tendency amongst people to assume that someone else will help the person with a disability.
- The **second story** is about a carer who was going to his client during the floods so his client wouldn't be stuck sitting in his wheelchair all night. He was stopped at a road block but explained the situation and was let through. He put himself in danger to help his client. This raises many questions. Whose duty of care is this? Where does a paid carer's duty of care stop or start?
- There is some opinion that disabled people should not live in areas of risk. However why should these people have to move away from this particular risk when these areas may be cheaper, near family, doctors and other services and support they need.

- The **third story** is about a lady who enjoys living in the Blue Mountains. She enjoys the natural setting. However she is also aware of the risks of living there. She is now taking advantage of some of the services available to increase her house's resilience to disasters. This is where the ParaQuad toolkit comes in to help these people.
- Post black Saturday there was a discussion about disability in extreme events. There is a need for ongoing engagement, education, and awareness.
- Hence the ParaQuad toolkit includes training on how to respond to a disaster, and reduce reliance on others. It is partly about moving the responsibility to plan and prepare to the people themselves. To educate them about how to do this.
- ParaQuad is also hoping to share this toolkit with other people who may find it useful.
- The mobile app will be available on iTunes shortly. It will target people with smart phones. However, ParaQuad is also using traditional communications to reach those people who do not use this kind of technology.

John Richardson

National Coordinator-Strategic Development, Emergency Services, Australian Red Cross

- What does disaster resilience look like? Its complex, not something to reach out and grab, it changes and depends. There is not one size that fits all.
- This type of workshop is not a talkfest. It's good to have some time to talk and discuss rather than just act. In this sector we do a lot but we need to do more.
- Why is Red Cross involved in resilience? It is part of their core business. They have an interest, commitment and can bring knowledge and experience to the table. Red Cross has been doing this for nearly a century.
- Recovery takes a long time and Red Cross has experienced this. Recovery isn't just about washing away the mud. It takes 5 years plus and that must be considered in planning.
- Many things are important to people, whether milking sheds, wedding photos etc.
- Preparedness work has focused on helping people to survive the hazard physically. However, we are now working to consider this complex problem more holistically. We need to think about preparing to recover.
- Resilience is starting to look like 5 different adaptive capacities:
 - Security - do people have the funds to recover etc.?
 - Connections – community connections are part of the X factor in the equation
 - Health & wellbeing – influences coping capacity.
 - Access - Proximity to services
 - Knowledge – what's the community's narrative and local context? What's the hazard profile?
- We are starting to think that enhancing those 5 things will help people be resilient to disasters. We need to tap in and draw upon those capacities. ? If people possess these adaptive capacities, they are more likely to build resilience.
- The Red Cross Redi-plan program was initially about information. (http://www.redcross.org.au/files/ARC_REDiPlan_WEB.pdf) But then we had to think about engaging with communities to make sure it is actually used. We're talking about behaviour change, so it has to be multi-pronged. Networks are vital. Red Cross has 35,000 volunteers. Each of those people should be an advocate for preparedness in day-to-day social situations; be an advocate.

- Behaviour change is not something that can be done overnight. It happens one conversation at a time. We work with agencies that go out and have these conversations.
- Resilience might just be the new black. I'm not sure that we've learnt a lot. We still have HUGE amounts to learn. These things are already happening at the grassroots level and we need to access that from an organisational view point.
- Need to be careful on the notion of shared responsibility. We need to be aware of the bystander syndrome. Everyone might stand back and assume that someone else will pick it up and take that responsibility. It could lead to diffusion of responsibility when the individual passes or handballs the blame.
- It's nice to see some non-emergency agencies, like Paraquad, embracing these challenges and getting involved in the sector. It's important.
- Trust is important. It's about public information not public relations. Every day of the week we see agencies telling the public how awesome agencies are, however in an event those expectations aren't met. We need to work on that: be careful of building up people's expectations.
- We need to move from a language of "them" and "they" to "we" and "us". We must be inclusive and not consider the community as something separate.
- It's time to think about the planning processes. We have consultations with only 5 people turning up. We need to access people appropriately: to tap into the community to actually get participation. We are not doing that so well here in Australia. However, those processes are being used successfully by Red Cross in other countries. These things can be attained
- Need to understand communities REAL expectations, not just listening to talk back to develop an understanding of what the community is thinking. We need to get a real handle on what people do expect, want and need.
- Red Cross wants to work more closely with people to focus efforts on those 5 capacities. Instead of putting people into types or categories, we want to build capacities and to understand genuine vulnerability.

Lesley Wood & Jan Gluski

Mandemar brigade / Mandemar district community

Lesley Wood

- Lesley is a member of a volunteer rural fire brigade in the Mandemar community.
- Their neighbours in Mandemar are national parks. They have had some rather exciting experiences with fires, e.g. a massive fire in 1979 - her first experience as a town person.
- We have seen change in the NSW Rural Fire Service to include more community engagement. They are talking to people on the ground, asking what they are doing wrong, and being told what it is. There is positive change happening.
- What is disaster resilience? For Lesley, it is like a woman. She will explain...
- The use of the land in the area has diversified in the area due to subdivision: wineries have been added to sheep and beef production. There are many tree changers and corporate refuges. This has changed the nature of the community quite some. The community has grown, and the people coming to the area have embraced the lifestyle. However, they don't have practical bushfire experience and thus have not brought bushfire preparedness with them.

- The community used to work together as farmers to build firebreaks, as a farming community. However, nowadays the farms are 25 acres and the level of assumed knowledge on behalf of the new people has been hazardous.
- Now the women in the local fire brigade have started a program they call “Fired up Females”. They are working to raise awareness amongst women. They run workshops for women based at the fire shed, which is the focal point of the community.
- People moving from the city have a tendency to want to live in dangerous places, because they are pretty and atmospheric. But these people need to understand the situation they are in.
- Their program is sharing local knowledge from people’s years of experience in the area: with that knowledge comes empowerment for the women who attended the workshops. 95% of the women who have attended one of the workshops have engaged in some change around their houses, arguably more actively than men would have done.
- Women will network and get things done. There are lots of examples of change resulting from the workshops. The women are building the ability to know what to do when something happens. The women have now formed into support groups – there is a breakfast every Friday of every month, or wine and cheese events. They now have a network for people to deal with the isolation of this high risk area.
- Communication of the risk is improving. 36 women attending workshops = 36 households engaged and this is growing. This is what resilience looks like. These women are taking ownership of their own risk. We’re not just building a community, but we’re building a more resilient community.
- Lightning strikes are one of the major sources of ignition in the region. People have been listening, engaging and then acting on it.
- Lesley shared stories of women responding to change and fire events. Community members are now educating each other. They understand the risk and want to ensure that others do too.
- That’s what resilience can look like. We have passed that responsibility on to the local community. We provided the knowledge and now they understand that they need to take ownership themselves.

Jan Gluski

- Jan is a city person who moved to the country. She lives in a timber cottage, surrounded by beautiful trees, wallabies etc. Wished to be a natural horticulturist and develop her own bush garden. When she looked at the block originally was informed by the real estate agent not to worry about the fire risk because the fire brigade was just up the road.
- She went to the Fired up Females day to meet the community and to learn something.
- The day at the shed was a wakeup call. She learnt what to wear when you stay and defend. It was quite confronting to develop their own fire plan. They had a session on how to start pumps, how to hose down things etc. The hands-on stuff was fun.
- Afterwards, she had a different set of eyes for the property she had purchased, and now understood it differently. Understood that the fire brigade was volunteer, friends and neighbours, so wanted to have some more independence and be prepared for a “leave” event.
- She did a lot of things around the property. She removed trees to distance the tree line, cleared the ground, removed saplings to clear the understory, removed the ground

cover/litter regularly upcoming to the fire season, added in pumps and water, made the property accessible for fire trucks, had a list of things to take when leaving, readily marked files for an event, once this is in place it is easier annually.

- In January during a catastrophic fire danger day she prepared and left her property - still with a feeling of fear. Thankfully nothing happened but next year the risk will come back again. Next year it will be 32 years since the last fire.
- Jan feels that she may never feel fully prepared but she got more information through the women's group.
- Just being conscious of the dangers has increased her resilience and she hopes that others can have this community day too so they may also develop their own resilience.

Erin Jackson

President, University of Canterbury Students Association, NZ

- Erin spoke about mobilising young people in New Zealand. She is not an academic or professional but she has hands on experience of horrific experiences to share from her involvement in the Student Volunteer Army (SVA) in Christchurch.
- What does resilience look like? From the SVA experience it looks pretty messy. It all developed organically.
- Christchurch pre-earthquake was fairly conservative. Community identified itself around school groups – what school you went to. There were pockets of community however those pockets have changed significantly post-earthquake. September there was a “trial run” earthquake, gave everyone a surprise/shock and inspired preparation. Sam Johnson developed a Facebook page to gather his friends and other students to help respond to the disaster. They went out shovelling silt. The group grew from 30 to a couple of hundred within a week.
- They were initially considered a nuisance to people who were more organised.
- They got some good exposure in the press which empowered students. Hillary Clinton said “use the tools in your pocket”. That approach helped students to understand that Facebook, a familiar tool, can be used differently to engage across a different group of people who would otherwise have been left out of the volunteering program by communicating with them using a medium they are comfortable with. They used Facebook as a mobilising tool.
- The September event meant that by February the community had put small things into place. In the February event people were more prepared, had bottled water etc. so people in general were more prepared. Without the September experience the community would not have been prepared at all.
- The February earthquake was much bigger and the work through SVA happened on a much larger scale. In September students shovelled 40,000 tonnes of silt which is a particularly undesirable undertaking. 450,000 tonnes of silt was shifted in February by SVA.
- Health and safety was a fairly big consideration that needed to develop within the student community.
- They did not experience any community division. They saw that all groups of the community wanted to engage and work together for a common cause. It wasn't just students involved. Everyone just came out and got involved and that sense of community really came through.

- They recently had a 2 year anniversary which was a good time for reflection for the community. That community still exists to this day: meeting new people has lasted. It was good for the helpers and those who were helped. Many people dealt with these issues differently and providing that support was valuable.
- Began to understand that they needed a space to gather people and some kind of organisational body. Not just for managing logistics but also somewhere to come back to at the end of the day. It is a key part of the community development but is also for emotional recovery. Providing “rewards” at the end of the day helped to keep the volunteers engaged and foster a feeling of community. This keeps volunteers engaged and that permeates into work.
- Key people taking responsibility and facilitating volunteers is integral but this would have been difficult without a shock.
- Have learnt that it is messy but that having a central location and good organisational structure is invaluable in the response of the volunteers.

Questions/comments

Is there any plan to expand the Volunteering Queensland model to an Australia-wide program? Is VQ connected to Volunteering Australia?

- Volunteering Queensland is bigger than Volunteering Australia. However, Volunteering Queensland is working with many of the volunteering groups around Australia to explore potential utilisation of their volunteer referral service.

Spontaneous volunteers and volunteer management – how do we reconcile spontaneous volunteers and logistics, e.g. OH&S, liability?

- SVA: It's difficult. For SVA it was hard particularly with students, i.e. people were out shovelling with sandals on. There are big risks there and enthusiasm drives people to get out there immediately. However, that changes over time. Authorities realised that they wouldn't go away and then worked with them. However, getting push back made the communication channels all the more difficult.
- *Volunteering Queensland*: It's a broad and complex problem. Messaging is critical, it's about the organisation providing a voice for volunteers, need to answer questions about insurance and educate the volunteers on issues involved.
- Must also have good incident planning. These people can be utilised at the time of an event but also in the long term and good incident planning can help that. They need to know that if they can't help on the first day, we'll take your details and you can help down the track. Make sure they are inducted properly and trained and then include that in strategic planning.
- The VQ message is to help your family, help your friends and think longer-term. Get training with organisations that will enable you to be of more use in an emergency.
- *Mandemar*: Technocrats feel like they always have the answer. But it's different when the translation occurs to what this means locally and practically. People who come in from the city don't know how to handle the local setting and often think they can buy themselves out of trouble, but it's about interacting. It's about trying to engage people despite feeling like these people are new and don't belong. We need to create a community.
- We need to keep the stories alive from people who have lived experience: to learn from the past, learn from the traditional owners, engage the migrants and the non-native English

speakers and communicate the stories to them to help them understand the risks. Need to have the local connections that allow you to tap into the local capital.

- *How do you engage the people who are new?* You can become engaged if you want to. We need to create connections and networks locally that tap into historic capital. What's the narrative or the story? Need to maintain that, to use local wisdom.
- What is the narrative about disaster and community resilience? What's the story? We've lost a lot of the historical narratives from the past. Now our disaster narratives are shaped by Hollywood. Media reporting is a very simplistic narrative. How those stories are framed can have a big difference. How do our kids become aware? These actions should be second nature.
- All of this is about long-term behavioural change. We have to consider things above decades. This is not a quick fix solution. This is long-term and this scope needs to be facilitated through planning horizons and funding. Yet our funding cycle is annual. The long-term nature of this process should be reflected in the funding.

Does the 'Fired Up Females' program have more room to move because there is less corporate (i.e. policy, Insurance) requirements?

- This is probably right, we do. Our insurance things are covered because we are using the fire shed and the activity is covered by the NSW Rural Fire Service. We didn't ask anyone other than the fire head, who was our friend. The brigade perceived that there was a need and a willingness to do something. We did what we needed to do. We didn't go up higher than that. We don't know more of the politics than that. Being part of the NSW RFS helps significantly. There was a community engagement process but it was done in a traditionally word of mouth country style. In urban settings everything has to be run through the right channels and done through policy and insurance etc. We used to just have the attitude of if there is an event you grab your broom and bucket and go down and help. People just help each other and every time you do that the barriers between people get broken down. Every time you actually act like a community and show concern for your neighbour, you break down barriers and build community resilience.

Is there a maintenance plan for the 'Fired up Females' program?

- Yes, certificates are being given and ongoing programs are happening. There is also plenty of informal follow-ups happening. During a catastrophic day there is plenty of communication between those who have attended the day.

This is about complexity and there needs to be a bridging of the middle space between the grass roots approach to what is right politically or from an OH&S perspective. How would we expand these examples to a national level without increasing complexity?

- Knowledge hasn't been lost. We're scaling up local issues. The knowledge is asleep amongst people but it can be revived when people move out into these areas.
- Emergency management people choose not to listen because you can't scale up a local response to a regional scale.

3.4 Panel 3 – Changing government practice

Wendy Graham

Director of Resilience & Planning, MPES NSW

- There are a lot of questions to answer. We've got the information now but how do we change things? How do we change awareness into behaviour change and action?
- What is disaster resilience? How do we understand it? How do we move that awareness into action?
- This is complex because we're talking about relationships, culture change and behaviour change. The way to do this is through conversations. So is this type of event a talkfest? No, this is about process. We have to have these conversations at all levels.
- The disaster resilience agenda is a long-term change but we are impatient.
- The reality of where we've come from is that the traditional approach of government is to tell communities what to do and the job of communities is to do what they're told. The disaster resilience doctrine tells us that communities are vital but we've only just started moving into linking community and government.
- Outside of the emergency management sector, community resilience and community development are not new. We (in emergency management) need to realise that. In terms of what needs to change for government: we need to develop relationships and have conversations: engage with the experience and wealth of knowledge that is already there.
- Conversation themes – all-hazards approach, trust between government and community. What is it at a state government level that we can do to create spaces for conversation and behavioural change?
- What is leading this? Emergent leadership. Government strategies have long sought to encourage community groups but government's tendency is to work with well-established NGOs that have existing connections with government already. We know though, that communities will self-mobilise and will look to government with the full expectation that it will be resourced and facilitated. How can we assist by providing advice so that each of the new emergent leaders / groups doesn't have to make all the same mistakes that previous leaders & groups have made?
- What do we measure? Is it about trucks & evacuation centres? Should the story be how many evacuation centres are empty because people had other places to go? In a disaster event, the things that are reported and measured are numerical that are good grabs in press releases because it looks like the government is doing something. But we should be looking at the community enablers that make people less reliant on government services. How can we shift our own thinking to measure and notice the real indicators?
- It's about thinking differently and doing things differently. We are currently stuck in a rut but it is an area that is seeing change.
- Creating a space for change is already happening. It is about bringing the knowledge and practice into all levels of government. Shared knowledge spaces where we share the things that we have learnt through experience are important. How can we share the things that we learn with others? NSW is building their version of AEMI's knowledge hub (it will be complementary) in order to share case studies and best practice.
- The aspects of practices and relationships most in need of change - we need to continue to move toward a space where we are enabling and supporting local initiatives rather than constraining them.

- Shared responsibility is not about shifting blame but enabling local groups to have a part in management. What does government need to do to enable these community groups?
- Community engagement - a cultural shift is needed to fund and enable community groups to act. As a collective group maybe we need to influence funding structures to enable community groups more? The reality that this is a very scarce resource sector that we are in. Maybe we can capture grant funding to direct it down to local community groups.
- All hazards approach isn't just about communicating about all hazards.

Tanyia Tuckey

Manager, Community Engagement, NSW RFS

- Tanyia was a founding committee member of IAP² in Australia about 20 years ago. (<http://www.iap2.org.au/>).
- Community engagement in government over a highway or a wastewater treatment plant is a lot different to engaging for emergency services. NSW RFS is not the apparent or obvious choice for people who have experience in community consultation. Emergency Management is not on the radar for community engagement people as a career choice. Only 20 people applied for a recent position with the RFS when in a Utility there would be 100.
- One of the issues in building resilience is getting that expertise. Until we can actually draw on that higher-level community engagement expertise, we are going to have difficulty in progressing.
- The community isn't lazy but there is a lot of white noise and they don't think it's important to prepare for a bush fire. Preparation for natural disasters is perceived by the community as cleaning gutters.
- Survey conducted by NSW RFS in 2010 showed that there was very little difference in preparation steps for those in a high-risk and a low-risk bush fire area. Many people didn't even know that they lived in a high-risk area. This affects the level of perceived risk. If I don't understand my level of risk then why should I prepare or act?
- We need fewer publications and more conversations. Lots of brochures have been distributed but the uptake of these is not really high. What we are finding more is that the local relationships are what make a difference.
- Whatever it is that the government requires agencies to report on is where the agency focus will be. That's then where the resources are going to be directed at. NSW RFS is a business that still has to report to the government. Whatever the government requires reporting on such as operational issues is what the organisation will prioritize. There will be minimal funds to allocate to community engagement until we are required to report on engagement to central government. There is work being done to head this way now.
- Community response – they are being steered to a website but the website only says “watch and act” until evacuation. Watch and act is open to interpretation and also the understanding of risk. Is it a risk when the fire is 2 kms away or 10? Is the risk increased by the daily temperature?
- One of the messages is “know your triggers” so you can decide when to leave yet historically we have all heard of people being told when to leave. The community perception is that if there is a risk of bush fire impacting on them the powers that be will tell them when to go. – In excess of 50 residences were lost in Coonabarabran. Over 90% of one impacted community went to church on the Sunday morning. They were not aware of

the risk. They were waiting until the NSW RFS told them to evacuate. They don't expect a truck but they do expect to be told to leave. People will wait until they're told to move because there are conflicting messages. Historical behaviour makes people think that they will always be told to evacuate.

- NSW RFS is a volunteer organisation. There are in excess of 70,000 volunteers in NSW. Most of our current volunteers joined because they want to “put the wet stuff on the red stuff”: flames are viewed as sexy. Our volunteer base had been built on a history of operational firefighting. But what we need to develop is a model in which volunteers don't need to be in front of the fire. We have to genuinely look at our own structures and government reporting requirements to welcome people as a resource to use other than as operational fire-fighters.
- Government funding and how government measures success is an issue. How do we start to demonstrate the value of community capacity building?
- In trying to get the message of good preparation out, it's impossible to get the media into a well-prepared home, but they will go to the flames.
- Not only are the government measures driven toward operational outcomes but there is a lack of understanding about what community engagement is. Informing is important but it isn't everything. We've historically done information & education dissemination – this is not engagement.
- The closer you get towards empowering, the more sustainable the change is.

Fiona Dunstan

Manager Community Education and Public Warnings, SA Country Fire Service

- Fiona has an operational role and a role in preparedness through engaging communities on how they can prepare. Community engagement has a team of paid staff in SA CFS. But each brigade has a different skill base and a different level of interest in engagement.
- Programs are aimed at the ability to share knowledge gained from experience. E.g. the Community Fire Safe program is helping motivated communities to know local risk and help them to prepare for a fire.
(http://www.cfs.sa.gov.au/site/prepare_act_survive_2012/community_programs/community_fire_safe_groups.jsp)
- We don't always hear about empowered, informed communities where resilience is working.
- Our engagement people are more like community development people. In SA, 'Firey Women' is a similar program to the NSW group [introduced by Lesley Wood and Jan Gluski].
(http://www.cfs.sa.gov.au/site/prepare_act_survive_2012/community_programs/firey_women.jsp).
- Need to be aware that these conversations and engagement processes need to be maintained and supported and funded.
- Community engagement feels a little 'tacked on' to most agencies, isn't really integrated.
- As communities grow and develop, so do our programs.
- We rely highly on fire units and other fire services. The connotation of what a fire truck means to a service versus a community member is different. Some community members have their own fire trucks.

- Community members are driving a reform agenda in their own communities. It's not sexy though, it doesn't get the attention.
- There is a perception of a threatening authoritative position or officer. The fire services have a challenge to face in how the public perceives them. Community engagement officers aren't uniformed.
- Unless we have more rigour in addressing other community awareness factors, our resilience will be reliant on response groups and their associated infrastructure. Yet the community often knows a lot more than the fire service. We need acknowledgement of those channels.
- Complexity of community development – it takes time. Women are strong motivators of change. Motherhood in a home allows them to make changes in their home so they have a leadership role.
- An ongoing piece of work is to encourage communities to act.
- There is a cultural, structural and functional divide between operational activities and community engagement. Community engagement should become part of the business rather than a nice thing to do.
- Warning message release – these messages have to be structured well to make sense to people. The need to be an official source of information is strong. Technology can make a reliance on apps and messages so that people will be waiting for that message. How messages are constructed matters. When using social media, the question is how to get a specific and informative message right in 140 characters.
- The most informed messages are the ones shared locally. We need to tap into that and be a voice amongst the many as well.

Chris Collett

Assistant Secretary, National Disaster Recovery Programs Branch, Commonwealth Attorney-General's Department

- There is a distinction between a national view and a Commonwealth view. Chris is here to provide both perspectives. It is also important for those working at the federal level to get out of Canberra and consider other perspectives.
- Resilience has been used as an organising principle for a long time. In the last several years the concept has increasingly involved government policy across a range of areas.
- How we are living in Australia is changing. We have more and more people living in places that are at risk than ever before. This also means that we're much more brittle.
- We should be proud of our emergency management agencies but these resources are limited. We have to really think about where we place our time and our resources. While we need to maintain and build on our excellent response capability, we must also take a broader look at what may lie behind the impacts of natural disasters.
- The national strategy, as a policy document, is about getting past the event and considering root causes. It's about thinking about the broader picture and a more honest conversation about the risks we live with and the fact that we're constantly surprised when disasters happen. We need to understand the risks that we are living with and we need to act on this improved understanding.

- What is left over after we've mitigated the risks? We still need to think about the residual risk and what is the residual risk that we're comfortable to live with? How many homes are too many homes to lose?
- Shared responsibility is about the government acknowledging their limits. It is not an excuse for government to do less. There is a responsibility of government to acknowledge that changes have to be made.
- We are seeing better engagement across government areas and across cabinet rooms. We're seeing great work being done in the emergency management area.
- As our capability increases then there is often new challenges raised, such as issues with liability, that need to be dealt with.
- Another example relates to our improved warning capabilities: what does the new messaging capability mean? Do people have a responsibility to receive the messages? To act on them?
- The move to resilience is fundamentally a generational thing. We must realise that it will take a long time, we need to think long term, but at the same time we must also be impatient about it.
- We need to consider our investment in mitigation versus recovery. There is a lot of money put into mitigation, but a lot more into recovery. Do we need to reassess this? We are not going to see more money in the budget. We need to re-think how we are spending existing money and be brave in engaging long-term policy reform.
- We need to think about measurement. We have to get beyond measuring government activity and more toward measuring community resilience. If it is about intergenerational change then how do we know that it's working?
- We also need to reassess how we learn lessons in this country. If we continue to treat our learning of lessons post events through judicial and adversarial processes, this will shape the recommendations and outcomes. Negligence and misconduct is not to be excused but we need to consider whether adversarial legal processes are the best way to learn and improve.
- How do we ensure that these issues stay on the agenda? How do we mainstream resilience into our every day? These issues transcend the levels of authority in this area. We're starting to see more of a whole of government engagement space.
- The environment and risk are often kept separate in policy debates. Interesting, given that natural disasters happen in particular environmental contexts. The environmental voice is now coming to the table too.

Ian Armstrong

Project officer, Climate Change Adaptation, Sydney Coastal Councils Group

- Ian has a bit of an outsider perspective here. His background is in climate change. Sydney Coastal Councils Group has just received a grant to look at the local government perspective of emergency management (http://www.sydneycoastalcouncils.com.au/Emergency_Management_Planning_Project).
- Having been involved in climate change adaptation and mitigation, we sometimes joke that the next step is emergency management, so we can help pick up the pieces after “adaptation” has failed.

- The reality, of course, is that Emergency Management is integral to the development of Flexible adaptation pathways. It incorporates the identification of risks and responses, trigger points etc. that provide feedback to the scoping and definition of the problem
- Risk appetite and risk compensation are key to this assessment. How we regard tolerable risk affect the priorities for adaptation, but as social measures they can change rapidly.
- Resilience is a function of the broader social context, an “emergent property”? Resilience can be hard to define, and perhaps a good start is to remove some of the barriers and let resilience emerge rather than seeking something specific?
- Is the emergency management process suited to local government? The administrative boundary doesn't always help. The scale issues that correspond to different hazards mean boundaries are seldom simple and rarely coincide with Local Government boundaries. Local planning needs to be in the context of these higher level assessments, although the contradiction here is that we need local awareness of hazard and risk to get traction with the community.
- It can be useful from a strategic perspective to characterise policies, programs, & projects as the levels of intervention. Often the policies and the projects are fine, but do we do enough at the program level?
- There is a gap between the specifics of local government and the policies of state government. We need to integrate horizontally through local governments and then also from local government up.
- We're not working enough with each other. One of my colleagues said that “Emergency management is like a dysfunctional family”. The more we can build the trust and respect between the organisations beforehand, build capability and a resilient “family”, the better will be the situation when a crisis hits.
- Should we be using identified skill-sets rather than responsibilities that come with a level within an organisation, to facilitate resource sharing and to promote the most flexible response to any emergency situation?
- Are our emergency management plans that are online speaking to the community? They don't appear to be, as they're often dry and complex, and focused on organisational issues. If we are trying to work with community-local residents-the readily available emergency management plans provide no guidance for the local resident at their level.
- It's a process – in climate change adaptation we talk about low regrets and no regrets. This can be applied in emergency management and there are opportunities for improved communication resources for Local Government to promote prevention and preparation.
- Social networking spaces-can be utilised to develop neighbourhoods. Instead of virtual, it can become real, and a vital part of a resilient community.
- Other levels of government “share” the responsibility but not the resources.
- We have promoted the need for Local Government to provide holistic approaches to adaptation, including emergency management. We see this as best achieved through the Integrated Planning and Reporting Framework for Local Government. Implementing emergency management within the framework can assist in breaking down the silos that often exist in organisations, to promote the recognition that the roles that Local Government can best assist with can as much be part of the Community Strategic Plan, and Council's Resourcing Strategy as it is about trucks and equipment.

3.5 Open Discussion

Are developing nations sometimes better at resilience than Australia?

- It is hard to say. Some processes in developing nations are very good however they have to deal with a very poor resource base, however their practices are good. It is not possible though to say that those communities are more resilient.

That leads to the question, does resiliency depend on money?

- To some extent yes. Resiliency is about protection of assets and livelihoods and the ability to earn an income. International aid organisations are exceptionally good, because their practices are good. Communities in developing countries have a practical and common sense approach, whereas we have a tendency to over-complicate things in this space in Australia. Resilience depends on the infrastructure they start with. Developing countries may bounce back more quickly because of the type of infrastructure they have.
- We can't make assumptions based on income. For example the stories we heard today from the rural communities in NSW. What we need to grapple with is how are we going to measure resiliency? How can we track it? How to determine if communities are resilient or not?

Have the Volunteering Queensland programs discussed today been successful? If yes, is there any documentation that we can access?

- The Step Up program has been reported on. There is a lot of information on the outcomes and impacts: both qualitative and quantitative data. In terms of the Emergency Volunteering Service – research is underway and we are looking more deeply at community connectedness. At the same time as reporting, there is copious amounts of data generated simply by us being there and asking questions, e.g. 'why are you doing this?' etc. There is a whole range of data collecting and we share it as we see appropriate. We are not about reporting we are about doing. However, if someone would like to fund us to do a report I am open to that offer. We ensure that we are transparent. Information is available online.

What about the business perspective?

- The business perspective is not well-represented at this workshop today. An important aspect is the ability to function in a crisis. From a business perspective there is a need to further understand linkages between parts of the economy. For example, what are the factors that drive resilience?
- The role of the private sector is crucial, and is no less than the other sectors. There are lots of examples of the private sector doing great work, and doing things we could never achieve otherwise.
- It depends how we define business. We heard today from farmers in rural NSW, they are a business.

Concept of resilience

- We need to translate the talk into action. We need to be more specific when we talk about resilience –e.g. who are we talking about? Do the same factors apply to everyone? What about events of different magnitude? There are both preventative and response actions.
- We need to acknowledge that there is a threshold. It doesn't matter how prepared we are if events exceed the threshold. There is a point where people will be overcome, and the government's measure of resilience isn't going to matter. We haven't seen anything yet. It is the fundamental meaning of warnings. We are treading a slippery slope, it is a fine line.

- We have dedicated the day to resilience; however what is the definition of resilience that we are talking about? It is easy to discuss how resilient a community is/wants to be, but without defining resilience we are not going to get very far.
- We must then ask ‘does terminology matter?’ This brings us back to our first question of the day ‘what does resiliency look like?’
- Perhaps it is not productive to engage in debate over agreed definitions. A uniform approach, which is narrowly defined, cannot work in every circumstance. We need a slightly messier approach. We need to put resources into where there are the most losses, which aren’t the rarest events. We need a multi-faceted approach, which hopefully won’t miss anything completely. It is a lot easier to say what resilience is not. We get into the cycle of ‘what does that really mean?’ Sometimes it is easier to focus on what we have identified, and we can resolve those things.

Behaviour change and community resilience

- We need to consider what drives our behaviour now (e.g. why do we allocate resources like we are?), and perhaps we should turn to what will drive it in the future, so we go in the direction that we want to go in.
- We will see more readiness for change the more disasters we get. We need to be prepared for people who are ready for change. We need to get ready on a practical level.
- People are wanting more information on what is going on however the nanny state is stepping in more.
- Research actually shows that people who are impacted on by fire are not more prepared. There is the mentality that it can’t happen again, lightning doesn’t strike twice. There is no increase in preparedness statistically.
- Resilience is also a factor of people’s experience during recovery. They often do not want to engage afterwards because of the trauma they experienced and the relationship of recovery to the trauma. The Australian Red Cross sometimes use the phrase ‘preparing to recover’.

It would be interesting to hear the government’s perspective on how to build trust with and between communities.

- The community expects the government is looking after them, through effective land use planning, mitigating risk etc. We need to work with communities to ensure the community understands what risk is. There is a need to build linkages, but then we must follow through on these to build trust.

Has the role of gender in resilience been downplayed?

- Yes, it has been downplayed and marginalised. Lesley said it beautifully this morning – ‘resilience looks like a woman.’ We need to consider how men and women engage with risk? How do they prioritise their responsibilities? Research shows it is worth paying attention to gender as it affects how we communicate to communities and how we engage. There is the issue of children too. Women often see themselves as helpless to act because of their responsibilities to children
- Gender is one aspect of diversity in the community. We have ignored other diverse aspects of the community too, e.g. ethnicity etc.
- The issue of gender, children and minority groups is covered by developing nations. We tend to say it doesn’t apply here, but it does, we just ignore it.

Why can’t we give jobs to people on the first day of a disaster? What about insurance?

- Response on the first day has to be needs focused: not driven by people who want to help. These events are what we plan for. We have plans for the first day and that’s what we and

those organisations involved do. What we need is help moving forward in the days to come. There is the issue of insurance, but also that of duty of care. For example, what if a volunteer does something horribly wrong?

- In some cases, agencies and NGOs can't deliver services for a few days, so it is local people who deliver these services. For example, people who drag people out from collapsed buildings before the emergency services arrive.
- The question is 'is there something for these people to do?' We have got to think about organisations/processes that are organised and let them carry on with that.

Local government responsibility and community leadership

- In our LGA (impacted by Black Saturday) we are looking for opportunities for community leadership pre, post and during an event. What is the link between shared responsibility and shared leadership? Within frameworks, what is the capacity for true community based leadership at the community level?
- Initiatives in local community leaders undertaken by Volunteering Queensland – engage with a broad group of leaders organically in their particular context. We need to equip those local leaders with more theory, information; have meaningful ways to engage and deal with scenarios. Don't just talk about it, but provide actions that will help the cause. Many projects will come out of that. We need outcomes that feed back into the community. From that, this leads to us asking 'what is community?' We need to link potential sources of funding.
- Following Black Saturday and despite all the best efforts of people, there was intense frustration in the recovery phase. As soon as people got going to do something the government came in and said e.g. 'you haven't followed the process etc.' you must stop. The recovery phase is when the community is most focused, but there are lots of barriers still in this stage. It's frustrating to the community member. It's on the trajectory of getting worse.

What about an independent emergency management organisation and by independent I mean from Canberra too?

- There is a need to be controlled at a higher level as that doesn't happen at a state or local level.
- Independent from whom?
- Government. Could we have a system with private membership?
- These are whole of society, whole of government issues. We need to work within what we have.

3.6 Wrap-up and reflections

Seven people with diverse affiliations and backgrounds agreed to share their final reflections on the day to wrap up. These are summarised in the boxes below. As this was an informal session, names are not recorded against the notes. Acknowledgement for participating in this session goes however to (not in speaking order):

- Chris Collett - Commonwealth Attorney-General's Department
- Lew Short - Eco Logical
- Christopher Lee - Office of Environment & Heritage
- Aliane Rance - University of Melbourne
- Katharine Haynes - Risk Frontiers, Macquarie University
- Andrew Richards – NSW State Emergency Service
- Ron Cox - UNSW/ ACCARNSI

- Resilience needs to be measurable
- How people manage post disaster matters
- How we have a touch point into our diverse communities
- Need to focus on how we convey preparedness messages
- We need to have a good hard look at how we value return for investment in our communities

- Many important observations and questions were raised today.
- It has been a fascinating day, last year was too, and it is great to see this conversation playing out.
- There are not a lot of absolutes in this space.
- The concept of resilience is receiving a level of shared acceptance.
- There is a real opportunity to review and clarify the roles of sectors.
- Where does the role for government sit? What do we want the role of government to be?
- These are fascinating and difficult questions that we need to face as a community and as a nation.
- How do we mainstream the willingness to engage about resilience today?

- This goes back to the opening comments about shared responsibility today – where does agreement exist? We make assumptions about this.
- Some things aren't shared, e.g. legislation and frameworks that the community expect government to make a call on.

- Part of me still thinks the push for shared responsibility is the government's way of shifting errors, e.g. errors in previous land use planning etc.
- A good point that was made today is that everyone is both vulnerable and resilient, and we are all impacted in very different ways
- We talk about connections and social capital, but how do we connect with people who are marginal?
- What about risk reduction?
- We need community champions, who are few and far between
- I disagree with a comment made today that people are lazy. They are not.
- There is an imbalance between recovery and mitigation: we need more funding for mitigation.

- I really liked that some speakers acknowledged resilience as a process
- Talking like we have today is an integral part of moving forward
- It was sad to hear climate change and climate change adaptation described as being “out of vogue”

- It is difficult for government to engage directly with the community
- There is a big issue around changing/shifting roles and demographics of volunteers
- It is still important to talk about wanting to be resilient, what does it mean to be resilient and how do we track it?

- I particularly liked the community discussions (as opposed to big policy and academic level discussion) and discussion about how to get things done
- The example of improved preparedness to fire using something as simple as green waste collection was illustrative
- We need to hear more of these (community-focused discussions) in academic areas.

4 Attendee affiliations

- Australian National University
- Australian Red Cross
- Bureau of Meteorology
- Bushfire Cooperative Research Centre
- Christchurch Student Volunteer Army
- Commonwealth Attorney-General's Department
- Victorian Country Fire Authority
- Deakin University
- Department of Fire and Emergency Services, WA
- Department of Primary Industries, NSW
- Department of Sustainability & Environment, Victoria
- Eco Logical Australia
- Edge Environment
- Fire & Rescue NSW
- Ku-ring-gai Council
- Local Government and Shires Associations, NSW
- Macquarie University
- Mandemar fire brigade
- Mandemar district community
- Ministry for Police & Emergency Services
- Monash University
- Nature Conservation Council of NSW
- New Zealand Fire Service
- Nillumbik Shire Council
- NSW Rural Fire Service
- NSW State Emergency Service
- Office of Bushfire Risk Management Western Australia
- Office of Environment and Heritage, NSW
- Paraquard NSW
- Queensland Fire and Rescue Service
- Risk Frontiers, Macquarie University
- RMIT University
- South Australian Country Fire Service
- South Australian Metropolitan Fire Service
- Southern Rural Fire Authority (New Zealand)
- Sydney Coastal Councils Group
- Tasmania Fire Service
- The University of Sydney
- University of Adelaide
- University of Canterbury Students Association
- University of Melbourne
- University of Newcastle
- University of NSW
- University of South Australia
- University of Tasmania
- University of Technology Sydney
- University of the Sunshine Coast
- University of Wollongong
- Volunteering Queensland