



Emergency Services Foundation Scholarship Scheme

Report by - Neil Bumpstead - 2006 Recipient

Integrated Emergency Services – - Marine Emergency Response



Introduction:

Emergency Services have differing responsibilities under Government Legislation as the combating authorities during a Marine Emergency. These emergencies include, Fire, Rescue, Hazardous Materials spill and other Incidents along the Australian coastline and on inland waterways. The Issues to be addressed for our Emergency services is how we address and deliver response and the management in a multi agency “All Hazards” approach.

The UK and USA have developed and established Marine Response plans, although very different, they offered the opportunity to research their interagency procedures, operation and interoperability.

This report is a result of a 4 week tour of specific Fire Brigades and Fire Departments in the UK and US. Included in this tour were short stop visits to France and Netherlands to source their opinion of the UK model (MIRG) which is being considered for initialization into their services in the near future.

This tour included visits, to numerous Fire Services and invitations to “sit in and offer opinion” at several Emergency Management planning meetings, Multi Agency Exercises and debriefing sessions operational training and general review of response and command structure. Although both countries have developed policies there are significant and separate differences to Victorian Emergency management.

Both models have been based on an “All Hazards Approach” and encompass fire, hazardous materials, incidents including terrorism and waterborne response and access to water for all emergency services personnel.

Acknowledgements

Many people assisted with the development of the itinerary and support during the trip from International Fire Services, Police Departments and Coast Guard agencies. All were receptive and assisted with the facilitation during my travel and helped to make it very memorable and educational. With special thanks to the Fire Brigade and Fire Department officers, their Senior Officers and management .

Main contact officers were;

In the United Kingdom;

- Area Manager Craig Cook (MCA/Fire Liaison Officer/ Strathclyde Fire & Rescue Service. Scotland.)
- Divisional Officer Phil Embury (Suffolk Fire and Rescue Service),
- GM Operations Bob Winyard, (Kent Fire and Rescue Service),
- Divisional Officer Mick Johns & Paul Coates(Hampshire Fire and Rescue Services),
- Training Officer Nigel Bruty, (MIRG, c/o Hampshire Fire and Rescue Service)
- Divisional Officer retired and former “MIRG” Project leader Mervyn Kettle.

In the United States;

- Battalion Chief James Dalton and Captain Louis Guzzo, (Marine Division, Fire Department New York),
- Chief of Operations Luke Carpenter, (Bainbridge Island & former Engineer, Seattle Fire Department)
- Fire Chief Douglas Barry, Battalion Chief Louis Roupoli, and Engineer Ron Price (Los Angeles City Fire Department)

I would like to acknowledge the assistance of my employer Country Fire Authority of Victoria, Chief Officer Russell Rees and Chief Executive Officer Neil Bibby for their encouragement and support leading up to and throughout the tour.

I sincerely thank the Emergency Services Foundation Scholarship Scheme for my selection and the opportunity to undertake this development. I also acknowledge and thank my wife Carol, children Kimberley & Matthew for their understanding and support prior to, and during the scholarship trip.

Executive Summary:

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Background:

In the UK, the MCA Maritime Incident Response Group (MIRG) was developed to address the issue of further improving maritime resilience and delivering a more formal approach to dealing with incidents of fire, chemical release and industrial accidents on vessels/structures 'at sea'. The United Kingdom's Maritime and Coastguard Agency (MCA) has entered into partnership with 15 coastal Fire & Rescue Services around the UK.

US development was initiated from the Port of Seattle Marine Terrorism Response (MTR) with the assistance of Office for Domestic Preparedness Funds and input and participation from other ports around the U.S. The Puget Sound Marine Fire fighting Commission has developed a national model plan and multi-agency response system to aid the safe and effective mobilization of local, state and federal resources to Marine Terrorism incidents.

This opportunity to review their models and translate between US and UK with our current and future needs has driven the main themes for my research.

- Development and enhancement of partnerships with emergency services for integrated emergency response in the maritime field
- Provide strategic direction in an All Hazards approach in Marine Emergency Response
- Provide input and direction for the development of Emergency Services Marine Emergency Response Policies and Procedures
- Development of Training information and techniques
- Provide direction for Equipment and responder resources including Protective clothing

The information I have gathered through this scholarship will be available to Australian Emergency Services either through documentation with the distribution of this report, presentation at conferences, participation in national working parties or the author would be pleased to elaborate further on any aspects of this report to any interested parties.

Recipients Scholarship Program:

This tour took place over April and May of 2007 and included visits and participation at numerous locations.

Date	Location	Establishment visited - Activity
12/04/07	Ch Kong Kong	Visit Hong Kong Central fire station.
15/04/07 - 17/04/07	UK Ipswich, Suffolk	Meeting at Walton on the Nave MCA office (ICC) Ipswich Fire & Rescue Service HQ. Review MIRG team planning and Inland waters response with brigade small vessel. Research Brigade Interagency plans
18/04/07 - 20/04/07	UK Canterbury, Kent	Kent Fire & Rescue Service. Observe at MIRG training for fire fighters, Air Operations exercise off Dover. Visited Dover MCA ICC. Air Operations and MIRG team response from Fire station. Participate in Senior officers forum and deliver outline on CFA as a service.
21/04/07 - 24/04/07	UK Eastleigh, UK	Hampshire Fire & Rescue Service. Participate in Emergency Management Meeting and Municipal Emergency management Planning discussions. Visit Flagstaff training facility for fire training on ships. (Navy provider). Inspected Portsmouth harbour and Met Agency and Industry members of Harbour control for Southampton. UK port for Large shipping movement and Cruise ship embarkation. Attended Executive meeting for South UK MIRG teams from Suffolk, Kent, Hampshire & Cornwall Fire Rescue services. Chaired by Project Manager Merv Kettle.
24/04/07 - 25/04/07	Fr Paris	Meeting with Fire Service, Police regarding the issues facing French authorities to adopt UK MIRG.
26/04/07 - 28/04/07	NL Amsterdam	Meeting with Fire Service, Police & Channel Management authority on issues facing authorities on Channel response and the plan to adopt UK MIRG. Requires more inland development for Dutch to adopt but will utilise learning's and planning developed.
29/04/07 - 05/05/07	USA New York	Visit Fire Department locations and meet Battalion Chief of Marine Division. Attend senior officers management meeting prior to debrief of recent training exercise for major incident. Review Command & Control procedures for multi agency operations and cover all aspects of the MTR plan. Information regarding training procedures, facilities and development for FDNY. Opportunity to deliver overview on CFA.
05/05/07 - 11/05/07	USA Seattle	Meet with Fire, Police, port of Puget Sound Fire fighting Commission on schedule for planned exercise. Meet with senior staff and discuss MTR, agencies perception of same and learning's during development. Emergency management meeting, Kitsap County, Development of rapid infrastructure assessment after significant impact. View Marine Division appliances and department Operating Procedures for response.

Date	Location		Establishment visited - Activity
11/05/07 - 13/05/07	Ca	Vancouver	Vancouver Fire Department, Vancouver Port Nth & Sth. Shipping companies and port security pre season briefing for the start of Cruise ship season and increased activity in Vancouver Harbour. Washington State ferries and British Columbia Ferries regarding pending training exercise.
14/05/07 - 18/05/07	USA	Los Angeles	Meet Fire Chief Doug Barry of the LAFD. Visit San Pedro Wharf area and participate in Emergency Response Planning Development for New wharf and additional activity in the harbour. Attend Container ship exercise at San Pedro followed by Discussions with Multi agency debrief. View and discuss Development and interaction of LAFD Air service in Maritime incidents. Review jurisdiction and response from LAFD & LAPD CAD's



MCA Regional Co-ordination Centre
Walton on the Nave, Suffolk, England



Divisional Officer Phil Embury, Suffolk F & R.
Commander Adrian Bate MCA and the author looking over the
MCA RECC facilities'

Included in the formal visits and dedicated appointments the author had discussed the key points of,

- MIRG & MTR Plan and their inception and value
- Interagency understanding of single style of Command & Control (ICS)
- Relationships of the Emergency services and statutory authorities
- Value of consistent Exercises (3 monthly) and quality of outcomes from the debrief process (ie, identify issues, are they improved/rectified.)
- Co-ordinated and collaborative approach to PPRR (or derivatives)
- Given the opportunity to comment and have input to the meetings and share experiences in generic emergency management terms
- Opportunity to reflect on our services and the differences in our structure and management. These points were keen discussion items from our international colleagues

Why Review and Research *Marine Emergency Response*

Currently Marine response is sporadic and at differing levels in every Australian state. Incidental and ad hoc approaches are common place for this type of event. Every states Emergency Response Services and industry are aware of their legislative responsibility of Marine Emergency Response however the detail of Capability, Integrated approach, Unified Command, Personnel requirements, Infrastructure, Appliances/Vessels and Legislation compliance are not being resolved or achieved.

Numerous independent investigation and research reports have developed Marine Response reports including the clarification of our legal obligation and jurisdiction. The outcome of these reports has been non committal by any agency or authority to an integrated agencies “All Hazard” approach to Marine Emergency Response.

Reports from that research are narrow focused and detailed to a specific fire fighting tactic or strategy. The detailed fields centred on major shipping type marine incidents and not Integrated Management and All Hazards Approach.

Numerous reports and reviews have detailed recommendation for risk assessment of maritime responsibility and all focused on service or role specific. This risk profile aligned with the response determined on individual areas and the project responsibilities to the service or industry only. Researching with several leading international fire services with a whole service focus in Marine Emergency Response has been invaluable and provided focus for this document.

Australian Emergency Services and Industry Marine Emergency Response needs to focus on all aspects within the legislative jurisdiction for all areas of risk. These include off shore, coastal and all inland waters. This will include other “Water Hazard Situations” involving rescue and all waterways.

An all Hazard approach to reviewing the risk and considering dedicated response needs to occur in the form of Integrated Management to treat the risks identified.



Program Findings

The trip offered the author the opportunity to visit Fire Services in the UK and USA at all levels of their Management and Operational directorates. These locations varied from Management board rooms to Operational directors meetings and included participation in Emergency Management Planning and debrief of training exercises and operational incidents. This provided the opportunity to interact with and discuss all levels of Marine response and the development of Training regimes and Planning tools with wide ranging effect on fire and emergency service departments.

The Fire Services identified have developed plans for marine response and in their own right the level of interagency involvement required to function capably to perform their operations. The diversity, commitment and capabilities of the Fire service in differing countries certainly lead the way in Marine Emergency Response and offer the reality of what value Victorian and Australian Emergency Services can glean from that.

At times it was difficult to translate the understanding to the international services of the exact reasoning for the trip as the internationally developed models have been given a clear direction from their senior management or government for the operation to be performed. Many were understanding after articulation of the purpose of my research and developed their topic discussion to cover my needs.

I must thank my fellow international emergency service colleagues and the willingness of all services in all countries to offer freely their developed information regarding Marine Emergency, Integrated Response and also venture into discussion of other areas of interest that certainly supported the general topic that the trip was detailed for. Numerous times discussion would venture into Command and Control, Unified Command and established models for response for emergencies other than Marine Response however these topics were relevant to the understanding of service operation and agency relationships.



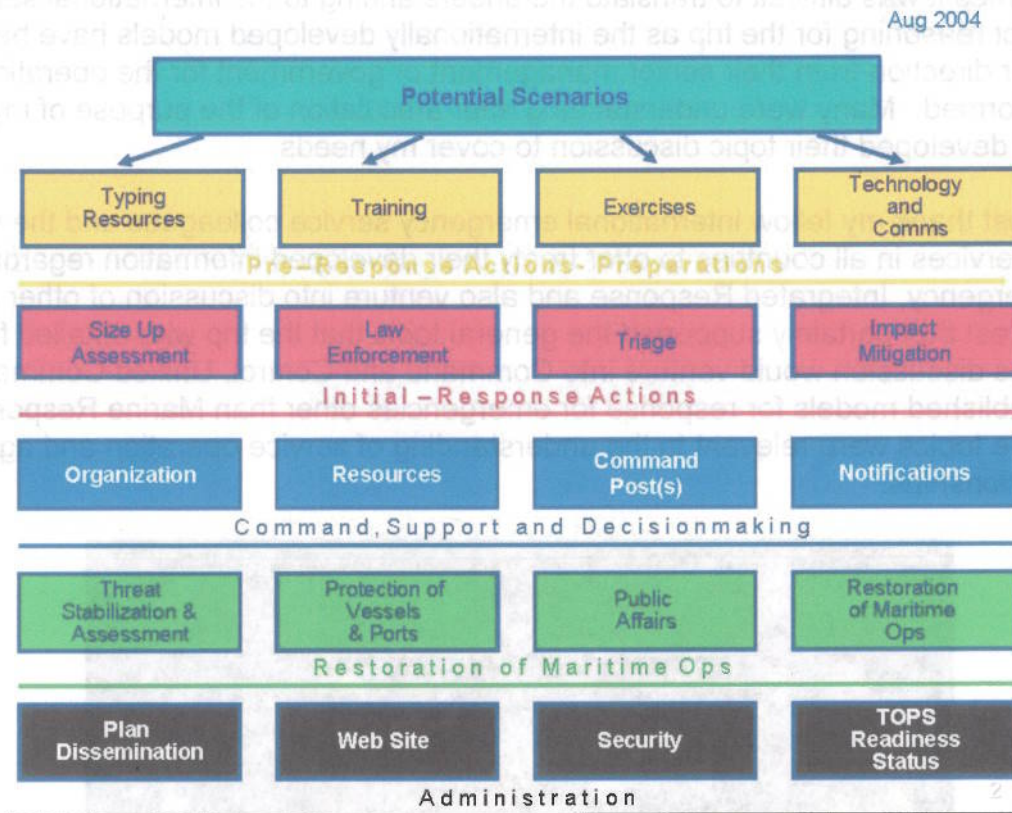
US Services participation in MTR exercise.

The Models/Plans

Valuable time was spent prior to travelling in researching the currently developed models (MIRG & MTR) and the planning that took place to produce the publications of an agreed plan for multi agency response. Response appeared the key outcome focus for the planning development of the UK model and this is reflected by the document in their current format.

Planning for the event and the outcomes of operational response are the driver for the maintenance of the models and there is significant direction to elaborate the supporting of the Australian known PPRR process which was utilised but not well documented in the UK model. The development of the US model is well detailed into 4 stages as Plan, Response Field Ops Guide, and Technology

The US model



Ongoing Exercising/Debrief and Case Studies.

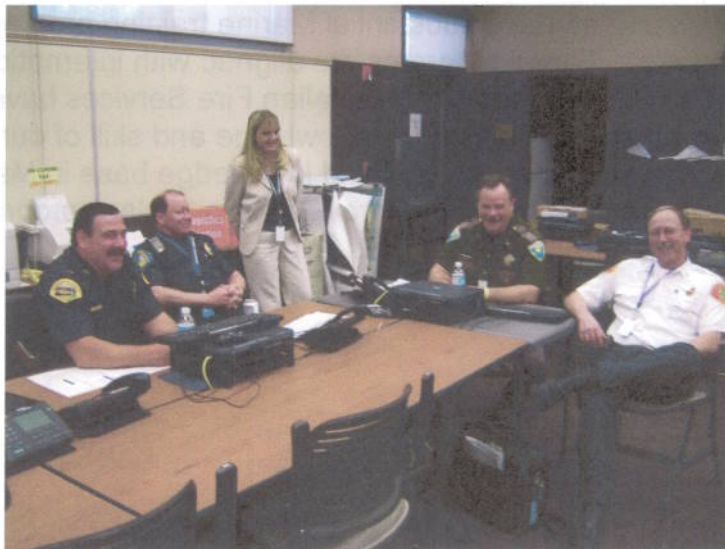
The Fire Services continually train from their regular programme with the opportunity to introduce large exercises on a regular basis. The conclusion of each exercise sees an extensive debrief operation with precise deliverable outcomes and feed back of review of documented procedures and practices in the current models/plans.

The services conduct regular training to introduce new members to Marine fire fighting and rescue operations and this assists with skills maintenance for current skilled fire service personnel.

Both UK and US thirst for information and hold a very large quantity of the outcomes and case studies of maritime incidents of a significant era of their involvement. This has given the opportunity to research into preparedness planning and response on a significant level and the value of this data is shown in the professional approach and dedicated training regimes practiced by both countries fire services.

Human Factors and Interaction/Relationships:

The author met with many personnel from varying services and all were definite to state the relationships they have developed and continual interaction have forged the working relationships at the management level. The feeling is that this has been enhanced markedly with the continual exercises and review of their planning process and networking. However it is fair to say that certain elements of some areas held a differing opinion of most regarding the value and worthiness of their developed models and plans. This is seen as a personality trait and lack of understanding of the strategic direction of the relevant services.



State and Local Police, Fire and Municipal representatives at Emergency Management Planning meeting, Kipsat County, Washington, USA.

Conclusions:

The UK and USA have developed and established Marine Response models and although very different they offered the opportunity to research their interagency procedures, operation and interoperability in an All Hazard approach to review the risk and consider dedicated response from Integrated Management to treat the risks identified.

The risk to the community and environment

There is a need to provide a response for any incident that has the potential to threaten life, property or the environment in and around Australian waters.

Based upon a risk assessment process the areas of highest potential have been identified as:

- Shipping trade, through more that 15 significant ports around the country
- Security and hazards associated with the identified ports
- Growing numbers of Ferries and personal rental type of Marine development.
- Large number of Commercial vessels in all major and numerous smaller ports
- Increase in recreational vessels being registered and widely used around Australia
- Hire vessels off shore and on inland lakes and rivers
- All other risks of access and development on waterfront development
- “Other” Water access incidents including Swift Water Rescue, and all water/marine access areas where incidents may occur.

Risk exposure to Emergency Services

The UK & US fire services have substantial Marine training programs they have developed and utilise. These programs are aligned with international competencies. (UK specific and NFPA standards.) Australian Fire Services have the opportunity to access this information and through the knowledge and skill of our own fire service members with a significant background and knowledge base in Marine Fire Fighting. This will give the services an opportunity to provide a world class program for the development of all responders and management in this field.

Recommendation:

Proposal for the development of a national Marine Emergency Response Project team to work in conjunction with current emergency management (AMSA) to develop a comprehensive Marine Emergency Response Management Strategy to accomplish the following critical objectives:

- Develop a model/plan that will enable the responders to minimise the impact of marine incidents on life, property and the environment
- Engage local, national & international agencies and maritime representatives in the development of the plan
- Ensure the development of a “tiered” response capability throughout the plan
- Model the tools needed to achieve an enhanced and sustainable marine emergency response capability that is applicable to all maritime emergencies
- Develop an endorsed national recognized training base for all operational response to cover all fields of Marine Emergency Response
- Access the support of international and national emergency services and the Maritime industry in Marine Emergency Response
- Communicate with Industry and other services on their findings from research and development in training, procedures and equipment

To achieve the objectives the project must ensure the continual development and ongoing review of the projects performance.

- Continual review of current and future best practice models of service delivery by authorities and organisations associated with the Maritime industry
- An established network of fire services and other Emergency services and agencies to interact and share Marine Emergency Response skills and learning’s
- Consultation with Emergency Response Authorities to program and develop a State/National Marine Emergency Response Management framework
- The development of a co-operative agreement with national and international fire and rescue organisations to share skill, knowledge and research in Marine Emergency Response

