

Guidelines (Special Issue) N° 34

CAVE DIVERS ASSOCIATION OF AUSTRALIA

NATIONAL RESTRUCTURE POLICY



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Note: Boxed amendments in italics throughout this text have been inserted at the request of the SA Government Sinkhole Review Committee.

CDAA 1989 Need for a New System

For 15 years the CDAA has operated as an amateur self-regulatory body with two State branches (South Australia and Victoria). Over this time, the sport of scuba diving has developed enormously worldwide, in equipment design and availability, accessibility to the public, training methods and not the least in popularity. Cave diving is now a well-established sport activity internationally, with Australia being one of its prime focal points.

This document contains the CDAA Management's response to the modern demands of divers and of managers/owners of cave diving locations. It is the result of three years' assessment and research. We believe this proposed new system sets World Standards for operation and management of the sport of cave diving.

This document contains a detailed outline in 3 parts –

- **The New NATIONAL DIRECTORATE**
- **The New QUALIFICATION STRUCTURE**
- **Changeover Programme**

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April 1989

- *Submitted to Review Committee, May 1989*
- *Amended and updated as requested, June 1989*
- *Submitted to Private Landowners, July 1989*
- *Presented to CDAA Membership, August 1989*

CDAA Administration

The following pages detail the new structural proposals. A summary of the old problems and new solutions appears below.

Summary

The old CDAA structure was based on amateur lines since inception. The usual problems inherent in such an organisation have had the effect of restricting development and improvement in managing the sport effectively.

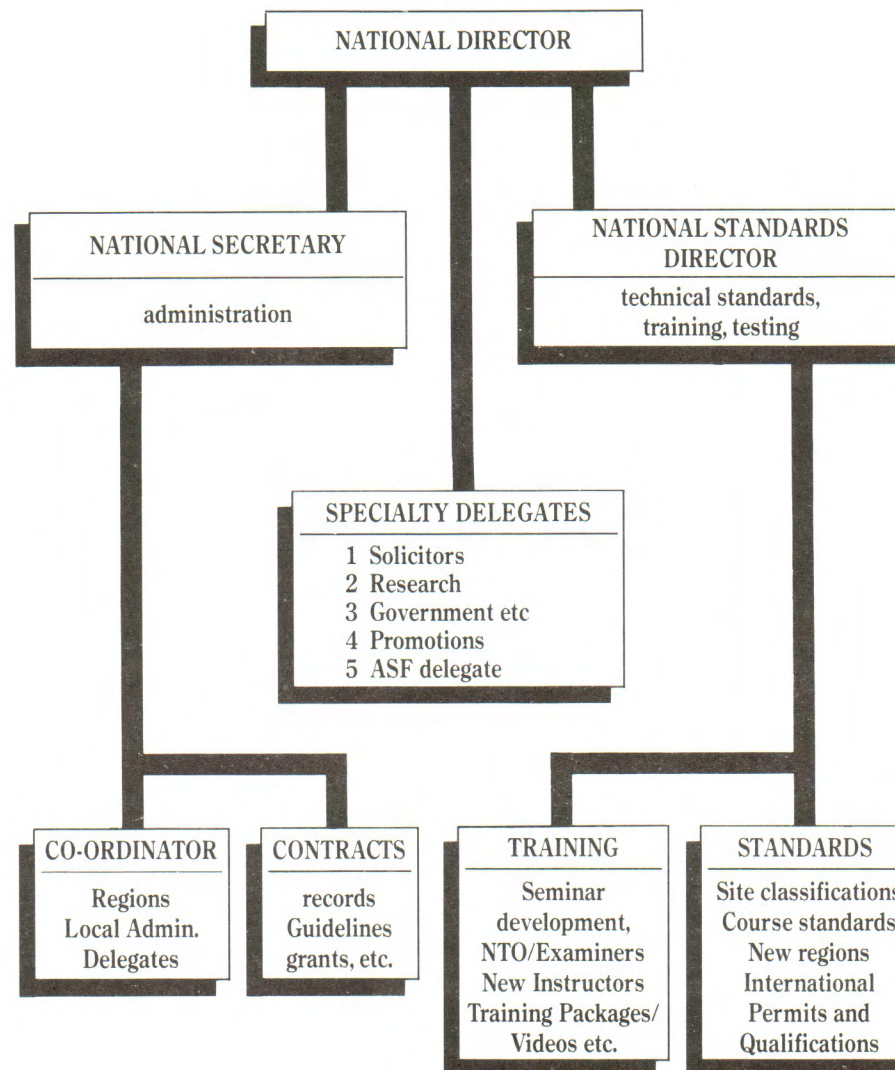
These problems can be summarised thus –

- large committee (8 or 9 members) split into two States
- unworkably small budget size and arrangements
- interstate communication confused, and sometimes unworkable
- elected committee members lacking appropriate skills
- inability to talk with a unified voice
- operated as an isolated organisation in the scuba diving world.

In addition, the old committee had no formal link with its own major operating arm (Examiners and Technical development) although Examiners usually provided first contact for most of the membership.

The new proposal centres around a NATIONAL DIRECTORATE of 3 (elected biennially) with appointing powers for specific tasks, a budgetary policy, a Chief Technical representative, negotiating status with government bodies and executive representation on the Diving Industry's head body, the Australian Scuba Council. It is designed for streamlined operational management.

Structure Layout of National Directorate



A New National Administration

In order to co-ordinate and respond efficiently to Cave Diving matters Australia-wide, a NATIONAL DIRECTORATE of 3 members is proposed to replace the old Committee Structure. Outlines of its terms are to be –

- 1.1 3 positions, occupants all voted in by the entire membership (proper postal vote and candidate summaries etc.)
 - NATIONAL DIRECTOR
 - NATIONAL STANDARDS DIRECTOR
 - NATIONAL SECRETARY

Inserted: Nominations required, even for the initial positions.

- 1.2 2 year appointment initially, then staggered yearly to allow for continuation of experience with new incoming members. National voting allows for Member input, accountability and managerial stability.

Inserted:

- 1.2 (a) *Interim Regulations are required for the commencement phase of 24 months to allow effective Constitutional operation through the changeover.*
- (b) *The new Directorate Structure will maintain and define its continued role within the Sinkhole Liaison Committee of the SA Government.*
- (c) *The Membership shall have the right to call the Directorate into account on a notifiable basis within the first 24 month period, via petition and ballot, if this is required. (Quorum rules apply.)*

- 1.3 3 distinct areas of responsibility:-
 1. Management (NATIONAL DIRECTOR)
 2. Administration (NATIONAL SECRETARY)
 3. Training/standards (NATIONAL STANDARDS DIRECTOR)
- 1.4 Meet and liaise regularly. Majority vote rules at DIRECTORATE meetings.
- 1.5 Operate from an annual or biennial budget.
- 1.6 Appoint REGIONAL/SPECIALTY DELEGATES to operate CDAA affairs. (See Next Section.)

Contractual Roles

- 1.7 Some operations of the CDAA will be considered for sub-contracting, funded from the Directorship budget. These tasks are intended to be among the more routine operations, thereby freeing the NATIONAL DIRECTORATE and most DELEGATES from day-to-day administration work and reducing de-centralised duplication. Such contractual tasks are likely to include:-

1. Editor of newsletter
2. Publications/promotional/training packages
3. Membership and card issuing

Inserted: To be independent of a Commercial Diving Operation.

4. Legal documents
5. Records

- 1.8 Some specialised projects which are seen to enhance the CDAA's image and that of cave diving in general will be considered for funding on an occasional basis. Such operations would include:-

1. Training videos
2. Conservation submissions
3. Training/orientation programmes in newly developing REGIONS
4. International/National conferences
5. Training programmes for accident/rescue management
6. Articles promoting the CDAA's aims and activities for magazines etc.

Inserted:

7. *Environmental Research and Sinkhole Cleanup Programmes.*

- 1.9 The CDAA will also be in a position with future operations to offer contractual services for such activities as Water Monitoring, Survey Projects, etc., as a specialist consulting organisation when required.

Regions

- 2.1 Defined as a zone of cave diving activity with particular local characteristics:- e.g.
 1. Cave diving type(s) available
 2. Cave diving population density
 3. Common access arrangements
- 2.2 Replaces STATES as a more manageable unit and more realistically focused on cave diver usage and activity.
- 2.3 Allows CDAA to emphasize and shape policies more reflective to local wishes. New Regions can be formed as required.
- 2.4 Represented by a REGIONAL DELEGATE (ref. DELEGATES). For some Regions, residency will not be required but a special interest is envisaged - e.g. Nullarbor, Kimberley Ranges, etc.
- 2.5 May be extended to areas beyond Australia if interest from these Regions develops e.g. New Zealand, Pacific Islands.

List of Proposed Regions

1. Southwest W.A.	8. Southern N.S.W. (Albury/Canberra/Sydney)
2. Nullarbor	
3. Adelaide	9. Northern N.S.W. (New England & QLD. border)
4. SouthEast S.A. & West Victoria	
5. Melbourne	10. Central Qld.
6. Tasmania	11. Outback (Qld., NT, Kimberleys)
7. Gippsland/ Buchan	12. N.Z. Nth. Island
	13. N.Z. Sth. Island
	14. Pacific Islands??

Delegates

- 3.1 Person appointed by the NATIONAL DIRECTORATE to take responsibility for the operation of CDAA Regional or Specialist cave diving activities; e.g. -
 - holders of Local Authority for the CDAA's operations in that Region
 - point of reference for landowners etc.
 - voice to the NATIONAL DIRECTORATE
 - spokesperson for special issues
- 3.2 DELEGATES are encouraged to nominate themselves for appointment. Selection will be by NATIONAL DIRECTORATE after assessment of suitability for each position.
- 3.3 Yearly appointment (it is envisaged that, subject to availability, a DELEGATE will be encouraged to serve for 2 years).
- 3.4 DELEGATES will be encouraged to appoint assistants within their fields to efficiently conduct their range of operations, with authorisation from the National Directorate.

3.5 Inserted:

Delegates will call local meetings for particular issues, but are required to notify the National Directorate prior to their action.

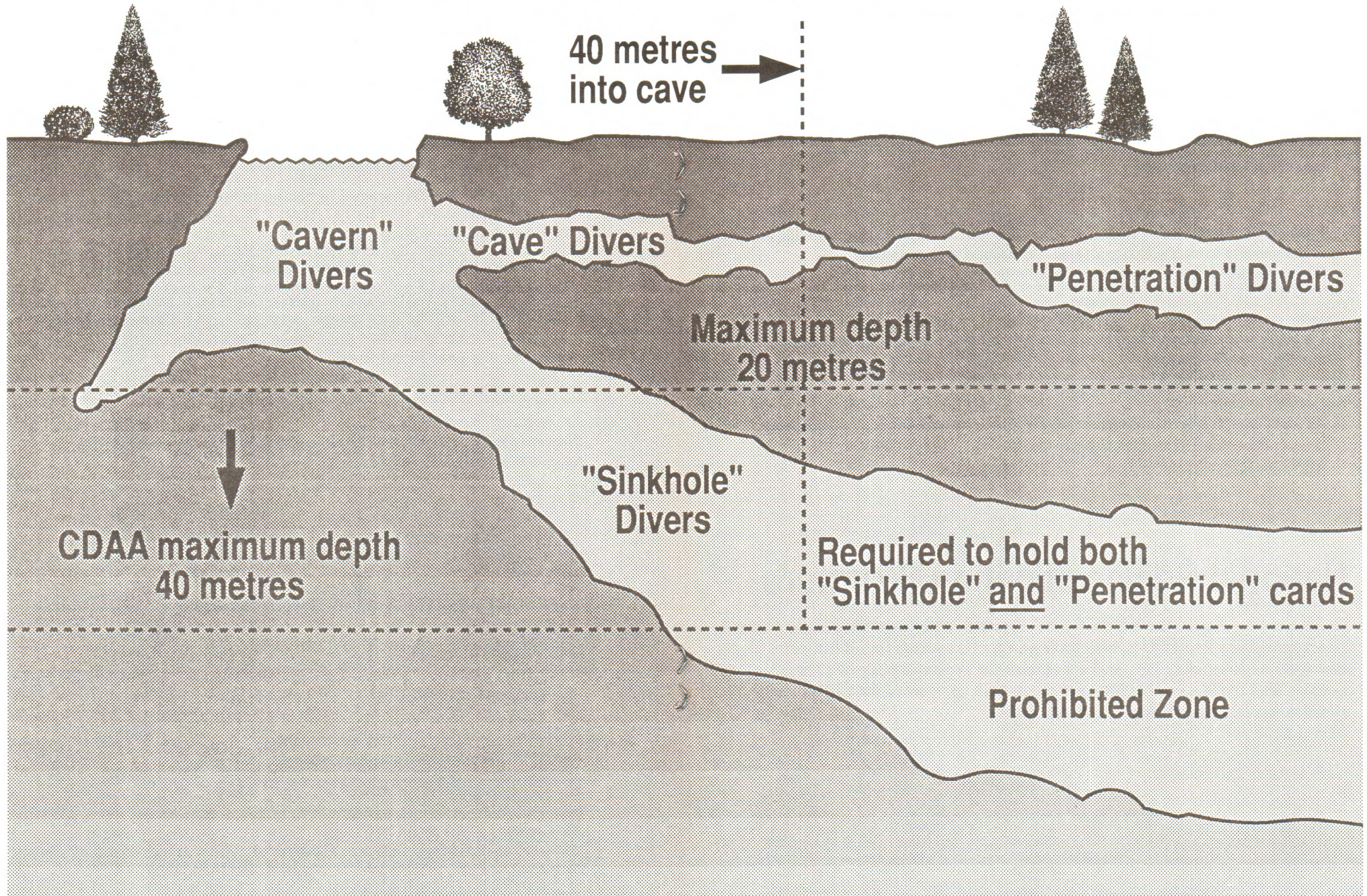
- 3.6 If no candidates present for a DELEGATE position, NATIONAL DIRECTORATE will approach likely personnel for expressions of interest.
- 3.7 SPECIALTY DELEGATES will represent groups of CDAA members with a particular common interest which transcends REGION boundaries - e.g. Research, publications etc.
- 3.8 Solicitors and other professionals in fields used by the Association will be deemed to be SPECIALTY DELEGATES.

Inserted: (Powers limited to their assignments).

3.9 Inserted:

(Still under consideration.) Delegates to meet once per year as a group with the National Directorate for voting on major issues? (Problems with finding this.)

LIMITS OF NEW CDAA QUALIFICATION SYSTEM FOR DIVERS



Definitions

Freshwater Training Zone:

Outdoor water body with silt, thermoclines, tie-offs and some obstructions.
If exceeds 12 metres depth, can be credited for qualifying hours.

Cavern:

20 metres maximum depth, slight undercuts/overhangs, near vertical ascents possible, possible daylight always visible, sea caverns, flooded quarries, etc., considered equivalent.

Cave:

Enclosed, containing silt, darkness zones, passages at all times large enough for two divers to buddy alongside and turn around together to exit.
20 metres depth, 40 metres inwards (maximum).

Sinkhole:

Large passages, absolute maximum depth 40 metres, absolute maximum travel inwards 40 metres.

Penetration Dives:

As for "Cave" but containing passages too small for two divers alongside.
Independent air supplies mandatory.

National Reclassification Structure

The opposite page shows the extent of these proposals. They depend on the CDAA Indemnity Procedures, which are now a prerequisite for all future landowner negotiations. This is what has made the availability of new sites possible. Both the WA and NSW Governments have approached the CDAA for official co-operation on this basis.

Australian Cave & Sinkhole List

* PROVISIONAL LIST AT THIS STAGE! *

Many of these sites will require Indemnities and negotiations over the coming year.
Landowner approval will be first priority.

State	Training Holes & "Freshwater/Caverns"	"Caves"	"Sinkholes"	"Penetration" Dives
Queensland	(unknown yet)	Texas Dam Caves (10) Niggle Pot 2 unnamed	Twin Volcanoes Lake Eacham	Glenlyon Dam System (15 Caves on Viator Is)
New South Wales	Jindabyne drowned town Armidale drowned town Riley's Quarry Goulburn Quarry Pine Island River Evans Head Green Hole Jervis Bay (sea) Albury Billabong	Kiama Sea Cave Browlee Sea Cave Fish Rock Sea Cave Wellington Cave Jenolan Sumps 8-10 Burrunjuck Caves Coolman Plain	Yamba Blue Hole McCleary River holes (5)	Jenolan North & South system (10) Coppermine Cave Hollins Hole Wyanbene Cave Wellington system Narrangullen Caves (2) Mammoth Sumps (2)
Victoria	Hopkins River Gippsland Coal Quarry? Inkbottle No. 1 & 2 Glenelg River Coburg Lake	Buchan (5-6 caves) "G-14" Cave	Lake Purrumbet Lake Bullen Merri Mt. Eccles Lake Surprise	Buchan North systems (5)
Tasmania	(unknown yet - many mountain lakes)	Sea caves in Northeast and Flinders Island (12-20) Ida Bay caves (5)	(unknown details, but several reported by cave divers)	Kublai Khan sumps Junece resurgence Mole creek system (7-8)
South Australia	Thorndon Park Dam Koonalda Lake only Tea Tree Horse & Cart Sisters (N & S) Goulden's Hole Mt. Monster Pit Ewen's Ponds Chain of Ponds drowned town Whalers Way Hole Mt. Lofty dam	Swim Through (East) Max's Hole Englebrecht's East Fossil Cave Narrinna Cave The Pines Koonalda Side Lake Cape Spencer sea cave Bow Hill Caves? Morgan Caves?	Little Blue Ten Eighty Black Hole Bullocks Shaft Ela Elap One Tree Hell's Hole Koonaldr 3rd Lake Piccaninnie Ponds	Gran Gran Englebrechts West 3 Sisters Alley's Cave Glencoe West Cave L-144 L-250 Windmill Hole Warbla Cave Coobowie Cave Swim-through (West)
Western Australia	Weebubbe Lake only Cocklebidy Lake only Rockingham Reservoir Deep freshwater pools in Murchison (10-20) and Kimberleys	Yanchep Cave Weebubbe Cave Murra El Elevyn Tommy Grahams (Pannikin Plain) Northwest Cape system? Tunnel Creek Sumps	Weebubbe Main Sump & side lake Rockingham Reservoir (deep wall)	Mullamullang Cave Nurina Cave (Pannikin Plain) Easter Cave All Nullarbor Caves (5) including Cocklebidy
Northern Australia	Howard Springs and others (4-6)	(unknown - reports near northwest WA border)		Katherine Caves (6?)

Note : New Zealand offers another 50 possible cave diving sites.

Qualifications and Training

The OLD SYSTEM had no recognition of the role of Training, leaving divers to self-train, with no effective contact or information and an "honour system" of logging required dives. Isolated testing provided the only attempt at consistent standards.

The old system was fairly hastily constructed and has been scarcely changed in 15 years, despite strong needs. Its focus on Mount Gambier alone excluded information and compatibility with Overseas Cave Diving developments and ignored all other states of Australia and their cave divers. The "Category 1 to 4" pattern tended to encourage sequential badge collecting.

The NEW SYSTEM is based on Continuous Training and Supervised Qualifying Dives in courses. Courses will be run only by the CDAA itself with proper training manuals and qualified indemnified Association instructors. The new system will be run Australia-wide with possible extensions to New Zealand and the South-East Pacific if those areas show interest. Liaison and compatibility with international Cave Diving organisations is built into these standards, which are to be adopted fully by the Australian Scuba Council, after recent negotiations with the CDAA.

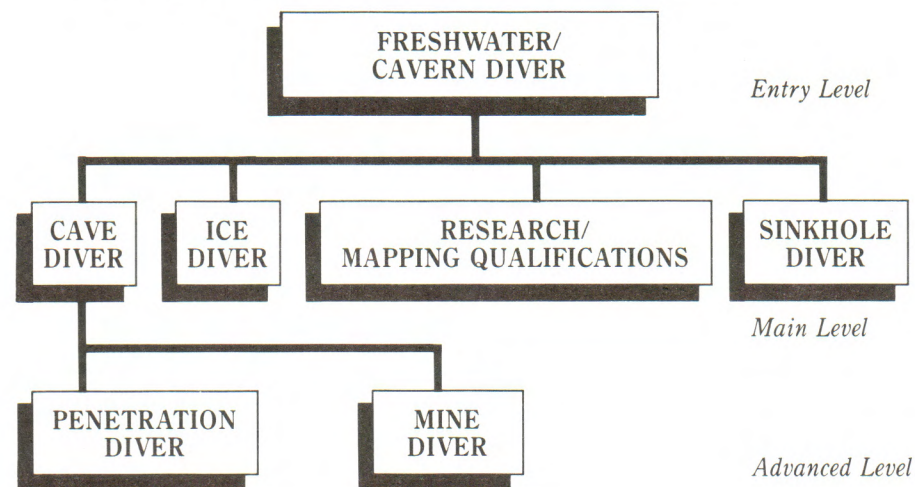
Common Points of All Training Courses

1. Divers must undertake and complete a full Course for each qualification.
2. All Courses are to be co-ordinated by the CDAA itself, through the National Directorate, and providing appropriate legal coverage for training activities.
3. All Courses are to be run by CDAA Instructors.
4. Each Course consists of 20 hours of Theory and Practical training.
5. All qualifying dives (with specific skills) will be supervised by the Instructor.
6. Qualification will be by continuous Instructor assessment.
7. Courses can be run throughout Australasia in suitable approved venues.
8. The CDAA will operate courses on set dates throughout each year.

The New Qualification Structure

Features of this System

- 4.1 The structure branches into special types of "OVERHEAD" (i.e. enclosed) diving environments, according to different requirements of skills needed, the equipment required and safety considerations.
- 4.2 The "Entry Level" prepares divers in all basic skills. It is specific and thorough, and is required before Overhead (enclosed) diving of any type commences.
- 4.3 After Freshwater/Cavern Diver, the divers choose their option of courses. These will be administered and run by the CDAA itself, under dual instructors or a different instructor from Entry level.



- 4.4 SINKHOLE and CAVE Diver courses will continue to be the most popular choices for divers.
- 4.5 SINKHOLE Diver requires special training in Depth Diving, Dive Planning, Landowner relations and Environment.
- 4.6 CAVE Diver requires training in Line Work, Team Work and Specialised Equipment.
- 4.7 PENETRATION Diver requires special training in High Technology Equipment and Advanced Exploratory Strategies.
- 4.8 SINKHOLE Diver qualification is the first and only of its kind in the world, designed especially by the CDAA here in Australia as there are very few concentrations of sinkholes in other countries. Thus the CDAA standard will be the International standard.

Outline of Training Courses

FRESHWATER CAVERN DIVER

- Emphasis on all basic cave diving techniques
- Is equivalent to the old Category 2 training level
- Contains 5 hours of qualifying dives in small caverns, lakes, dams, quarries, small sea caves, rivers etc. Some freshwater content required
- Maximum Instructor/student ratio is 1:6 (in water) 12 to 20 metres depth
- This qualification does not permit diving in CAVES or SINKHOLES

SINKHOLE DIVER

- Must have a different Instructor to Freshwater Course
- Major emphasis is on depth training, dive planning, land owner protocol and environmental care
- Contains 4 supervised dives in designated SINKHOLES
 - minimum 20 minutes bottom time
 - maximum 40 metres depth *"40/40 Rule"*
 - maximum 40 metres penetration
- Maximum Instructor/Trainee ratio is 2:6 (in water)
- This qualification does not permit diving in CAVES
- It is proposed to run these courses under 2 instructors, not 1.

box indicates inserted after Sinkhole Review Committee discussions

CAVE DIVER

- Must have a different Instructor to Freshwater Course
- Major emphasis on line work, twin tanks, equipment
- Contains 4 supervised dives in designated CAVES
 - minimum 20 minutes bottom time
 - maximum 20 metres depth *"40/20 Rule"*
 - maximum 40 metres penetration
- Maximum Instructor/Trainee ratio is 1:2 (in water)
- This qualification does not permit diving in SINKHOLES

PENETRATION DIVER

- Run by at least 2 Instructors
- Run in Seminar form at designated locations
- Requires CAVE DIVER qualification to participate
- Requires 10 CAVE dives prior to course, or appropriate experience as approved by National Standards Director
- Contains supervised dives with limits as for CAVE DIVER
- Maximum Instructor/Student ratio is 1:2 (in water)
- Major emphasis on gear use, problem solving, redundant air supplies, safety systems, self-reliance
- This qualification permits the diver to penetrate caves further than 40 metres laterally (twin 100 tanks maximum)
- This qualification does not permit diving in SINKHOLES
- To dive deeper than 20 metres, a Penetration Diver must also have the SINKHOLE DIVER qualification

CDAA Changeover Arrangements

The majority of CDAA members will obtain their new classification qualifications by attendance at one of a series of specially programmed CDAA "Update Crossover Seminars", each run by a group of current Examiners. It is felt this is better than merely signing over to a new rating, and will better benefit existing members than another series of tests. It is also a more efficient and positive educational method, unlikely to cause a loss of membership. (Unofficial response so far has been very supportive.)

Conversion	Requirement
Category 1's to Freshwater/Cavern	Do the old Category 2 Practical test (guideline test)
Category 2's to Sinkhole Diver	Update Seminar
Category 2's to Cave Diver	Do a full CAVE DIVER course (Not because content is harder, but now quite different approach)
Category 3's to Sinkhole Diver	Automatic
Category 3's to Cave Diver	Equipment Seminar
Category 4's to Sinkhole Diver	Automatic
Category 4's to Cave Diver	Equipment Seminar
Category 4's to Penetration Diver	Equipment Seminar
Trainee Examiners	Considered for "Instructor" status on merit
Examiners	Participation in conducting Seminars Participate in training new Instructors

Current Cave Divers with Instructor Qualifications


Form the nucleus of a new Training Arm of "CDAA Instructors". These designations will gradually replace the old "Examiner" positions.

In addition, CDAA members who hold Assistant Instructor or Divemaster qualifications with other normal Scuba bodies will be encouraged for consideration as Trainers for accompanying student groups on qualifying dives (under Instructor/Examiner supervision). This maximises there sources of CDAA member skills and experience. The CDAA welcomes expressions of interest from such members as a foundation for its next ten years of operation.

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