

New South Wales
State Emergency
Management Committee



ON-SITE EMERGENCY PLANNING

A guide to help organisations
develop On-site Emergency
Plans in a heightened
security environment



Copyright

Copyright of this document is vested in the NSW State Emergency Management Committee
© 2004. Inquiries related to copyright should be addressed to:
NSW State Emergency Management Committee

Office for Emergency Services

Level 12

52 Phillip Street

SYDNEY NSW 2000

semc@oes.nsw.gov.au

(02) 8247 5900

Disclaimer

The State Emergency Management Committee have taken precautions to ensure that the information in this publication is accurate. The State Emergency Management Committee makes no representations about the suitability of the information contained in the document and related graphics for any purpose. The document and related graphics are provided "as is" without warranty of any kind.

The State Emergency Management Committee disclaims, to the extent permitted by law, all warranties, representations or endorsements, express or implied, with regard to the information in this handbook, including, but not limited to, all implied warranties and conditions of merchantability, fitness for a particular purpose, title and non-infringement. The information contained in the handbook is made available on the understanding that the State Emergency Management Committee and its employees, consultants, and agents shall have no liability (including but not limited to liability by reason of negligence) whatsoever arising from any loss (including loss of use, data or profits), damage, cost or expense, whether direct, indirect, consequential or special, incurred by, or arising by reason of, any person using or relying on the information and whether caused by reason of any error, omission or misrepresentation in the information or otherwise in an action of contract, negligence or other tortious action.

Users of the handbook will be responsible for making their own assessment of the information and should verify all relevant representations, statements and information with their own appropriate advisers. The document and related graphics could include technical inaccuracies or typographical errors. Changes are periodically made to the information herein and improvements and/or changes may be made at any time.

Title	On-site Emergency Planning
Subject	A guide to assist organisations in preparing on-site emergency plans.
Published by	NSW State Emergency Management Committee
Available to	Unrestricted
Publication ID	POS 2
Publication date	January 2005
ISBN	To be advised



Produced by PM Learning and Development

Related Documents

This document does not cover all aspects of the relevant standards and is written to complement the information found in them. All organisations undertaking on-site emergency planning are strongly advised to obtain the most up to date copies of the following documents to assist in planning:

AS 3745 Emergency Control Organisation and Procedures for Buildings, Structures and Workplaces, or

AS 4083-1997 Planning for Emergencies – Health Care Facilities (Health Care)

Bombs: Defusing the Threat (Australian Bomb Data Centre)

Other industry-specific documents such as the Department of Infrastructure, Planning and Natural Resources hazardous industries guides.

Consultants

If your organisation is complex or large, you may need to engage the services of an emergency planning consultant, who can assist in the preparation, training and management for your on-site emergency plan. If you do, we recommend you insist on using the framework and process outlined in this guide.

The engagement of a consultant with appropriate qualifications is important to the success of the planning process. Suggestions for engaging a consultant are found in Appendix A.



INTRODUCTION

Purpose of this Guide

As a facility or organisation owner/manager there is a range of responsibilities and legislation that require you to have a plan to ensure the safety of your employees, customers, contractors and others who may be on your site when an emergency occurs. Equally important is the ability of your facility/business to react quickly to an emergency, saving you time and money in restoring normal business.

The on-site emergency plan is not just an evacuation or fire safety plan. It is a plan which provides safety and security to your stakeholders from the time of an adverse impact until your business continuity or normal business plan can resume.

With a heightened terrorism potential, it is essential that all organisations consider their existing plans and in particular their emergency plan to include the consideration of an emergency resulting from an act of terrorism or extreme violence.

In many cases, organisations may already have an on-site emergency plan. The purpose of this guide is not to cause you to rewrite your existing plan immediately, but to provide guidance in assessing your plan to ensure it considers all forms of adverse impacts upon your organisation. We would however, urge you to use this guide when you next review your plan.

Related Documents

This document does not cover all aspects of the relevant standards and is written to compliment the information found in them. All organisations undertaking on-site emergency planning are strongly advised to obtain the most up to date copies of the following documents to assist in planning:

AS 3745 Emergency Control Organisation and Procedures for Buildings, Structures and Workplaces, or

AS 4083-1997 Planing for Emergencies – Health Care Facilities (Health Care)

Bombs: Defusing the Threat (Australian Bomb Data Centre)

Other industry-specific documents such as the Department of Infrastructure, Planning and Natural Resources hazardous industries guides.

Consultants

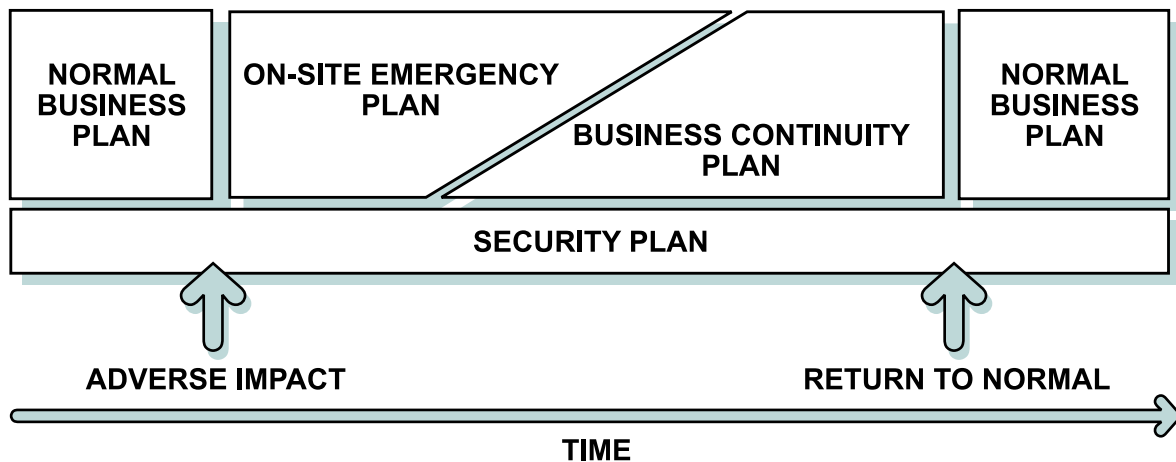
If your organisation is complex or large, you may need to engage the services of an emergency planning consultant, who can assist in the preparation, training and management for your on-site emergency plan. If you do, we recommend you insist on using the framework and process outlined in this guide.

The engagement of a consultant with appropriate qualifications is important to the success of the planning process. Suggestions for engaging a consultant are found in Appendix A.



PLANNING MODEL

The following model may help you understand how the various plans fit together for some business models.



All organisations can be impacted by on-site emergencies. Good planning for reacting to all possible emergencies may well result in an organisation avoiding some or all potential adverse impacts.

Following an emergency, as the situation stabilises, it is essential to return to normal business as soon as possible. A business continuity plan moves an organisation from the emergency phase to a point where normal business can be resumed. Guidance for business continuity planning is contained in Standards Australia handbook HB221:2004 *Business Continuity Management*.

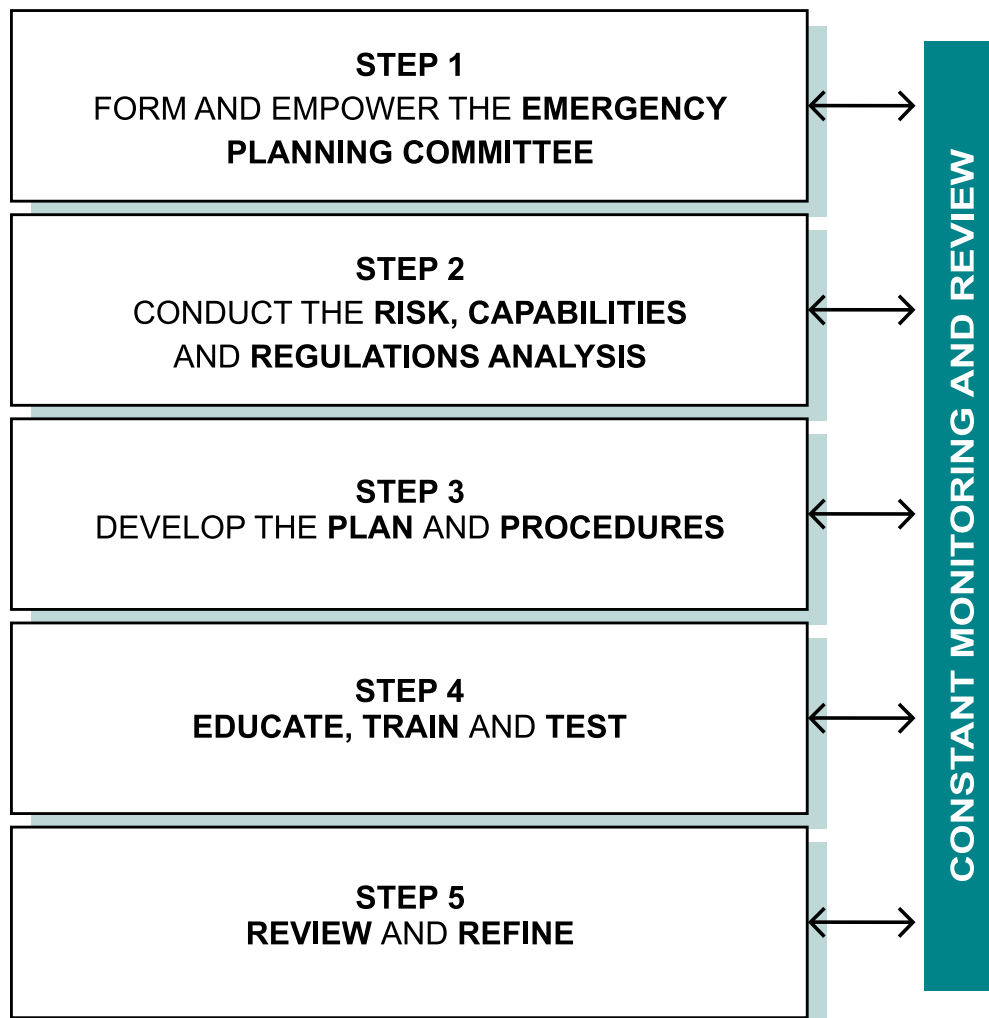
At all times, the security of the organisation and staff must be assured, so the integration of the security plan into the management of the emergency and business continuity phases needs to be considered.

There are also times where an emergency within one organisation may impact on other organisations or other areas. Where this is identified, organisations may have to make further plans and conduct further consultation with outside stakeholders.

DEVELOPING THE ON-SITE EMERGENCY PLAN

Regardless of whether your organisation is going to hire a consultant or prepare the plan in-house, there is a series of steps that should be undertaken.

The State Emergency Management Committee recommends the following five step program as an effective way to complete the planning process.



Like most business processes, the process is dynamic and will require review and refinement on a regular basis, however, once established, most organisations will find their on-site emergency plans easily maintained.

The key to effective on-site emergency management is:

Educating stakeholders

Training and exercising key personnel

Maintaining a relevant plan

Integration into everyday business and business continuity practices.

The following sections consider each step in detail.

STEP 1 The Emergency Planning Committee

The first step in the process is to establish an Emergency Planning Committee (EPC) and provide it with the authority, resources and purpose for its existence.

What is the EPC?

The EPC is a cooperative and consultative group who should represent the full range of stakeholders in a facility and will typically comprise of senior management, tenants, staff (union and non-union), chief and deputy chief wardens and specialists such as the building engineer/manager and business continuity manager.

If a consultant has been engaged to facilitate this process, the consultant should be used as an advisor to the EPC but should not undertake one of the primary roles.

The EPC does not necessarily have an operational role in an emergency. During the planning process the EPC identifies the roles and likely participants of the emergency control organisation (ECO). The ECO is the 'doing' team who will implement the plan and procedures during an emergency.

Authority

The EPC requires senior management involvement as the work carried out by the EPC will override normal business activity in the event of an emergency. Senior management should initially drive the process but may find it useful to assign roles to other members of the committee. Through this process the EPC is authorised to carry out its duties and this will be assisted by the creation of a policy statement from senior management.



Indemnity

The EPC members should also be indemnified by their employer against civil liability resulting from EPC activities or emergencies where the employee acts in good faith and in accordance with the provided training.

Mission statement

At the first meeting of the EPC a mission statement should be developed to clarify what the EPC is to achieve.

An important part of this statement is to clearly identify the physical or functional area to be covered by the planning activities. It is important that the EPC only plans to respond within their span of control and not plan for other organisations. For example, the EPC may plan for a response to a fire within a office area, up to the fire brigade arriving and liaising with the fire brigade. It is not the role of the EPC to plan for fire brigade operations.

Examples of mission statements are:

'To provide an emergency plan and procedures for dealing with emergencies affecting the ACME office tower, 2 Any Street, Anywhere'

or

'To develop and maintain an emergency plan and procedures for the Smith Street Shopping Plaza and the residents, customers and visitors on this site.'

Resources

The EPC should be provided with sufficient resources to meet, produce and disseminate plans, training and testing.

The budget should also be identified for specialist emergency equipment such as identification helmets, tabards and whistles as identified in the plan. AS 3745 identifies standards for such equipment.

Roles of the EPC (derived from AS 3745)

The EPC is responsible for:

Establishing and implementing emergency plans and procedures

Determining the resources (human and equipment) required to carry out the plan in a way to be consistent with the established risk

Ensuring all identified roles are filled by trained and capable persons

Ensuring exercises of the emergency plan are carried out, their effectiveness reviewed and any changes to plans and procedures that are identified are made

Determine who will enact emergency procedures.



STEP 2 Risk, Capabilities and Regulations Analysis

As all organisations, buildings, managers and employees are different, all on-site emergency plans need to be tailored to ensure the plan meets the risks that are present. Your risk assessment will provide guidance as to the minimum procedures required.

If your organisation does not have a comprehensive risk assessment available, it is useful to conduct a risk assessment of emergencies you may need to plan for. Your research needs to include a look at what could cause an emergency on your site as well as what outside emergencies may impact upon you.

The following should be considered:

AS 3745 Emergency Control Organisation and Procedures for Buildings, Structures and Workplaces

or

AS 4083-1997 Planning for Emergencies – Health Care Facilities

Existing plans and policies

Existing risk management assessment

Fire safety engineering plan

Existing emergency or evacuation plan

OH&S legislation, plan, policy and procedures

Security plan

Risk management plan

Consent authorities conditions

Licences

Dangerous goods manifests/hazardous substances register

Mutual aid agreements

External plans:

- Local government area disaster plan
- Facility or cooperative plans (particularly if part of a large centre or industrial park)
- Adjoining neighbour plans
- Experience of stakeholders and the business

Internal resources:

- Personnel
- Equipment – fire alarms, PA, warning systems
- Facilities
- Backup systems

External resources:

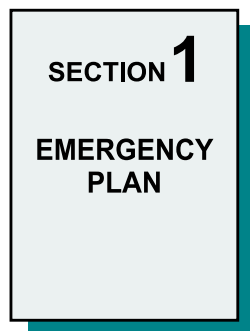
- Local Emergency Management Committee
- Police
- Fire brigade
- Ambulance
- Contractors
- Local assistance
- Insurance



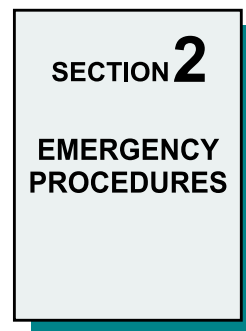
STEP 3 **Develop the Plan**

What does a plan look like?

The actual composition of an on-site emergency plan may vary from place to place, however the majority of plans are usually comprised of two sections:



Section 1 covers the planning and administrative elements



Section 2 covers specific procedures to respond for an event.

This guide follows this generic layout.

Layout and publication

For ease of reference most plans are typically produced in A4 format and distributed in folders with tabs separating the sections.

Some organisations are now introducing electronic procedures based on an Adobe Acrobat document (i.e. *.pdf) or a web-based intranet system. These can be very useful for large and diverse organisations where electronic distribution may be the best way to ensure procedures are known and understood.

A minimum number of printed plans and procedures should be prepared for the EPC, chief warden and ECO. Regardless of the system there must be a system for maintaining all copies of the plan to ensure they are up to date.

The appendices, particularly maps and contact lists, should be available for the chief warden to provide to responding emergency services in the event of an emergency.

Section 1 Plan contents

<p>Introduction</p> <ul style="list-style-type: none"> ■ Purpose ■ Scope ■ Authorisation ■ Relationship with other plans ■ Definitions ■ Policies ■ Location/site/business profile <ul style="list-style-type: none"> ■ Physical ■ Communications ■ Fire safety standards/conditions <p>The Emergency Planning Committee (EPC)</p> <ul style="list-style-type: none"> ■ Provide a statement about the establishment, aims objectives and responsibilities of the EPC. 	<p>The Emergency Control Organisation (ECO)</p> <ul style="list-style-type: none"> ■ Organisation chart ■ Roles and functions for: <ul style="list-style-type: none"> ■ Chief warden ■ Deputy chief warden ■ Communications officer ■ Floor wardens or area wardens ■ Wardens ■ Business continuity coordinator* ■ Security coordinator* <p>Implementation</p> <p>Integration</p> <p>Awareness</p> <p>Education and training</p> <p>Reviewing</p> <p>Testing</p>
---	--

*These positions are not seen as traditional emergency management roles, however it is in the best interest of most organisations to ensure staff with these responsibilities are brought into the management of an emergency as soon as possible.



Appendices, diagrams, charts

Appendix A Layout diagrams

- Site plans including:
 - Evacuation assembly areas (see note in Appendix B)
 - Routes to evacuation assembly area
 - Potential hazards
 - Fire control point
 - Main switchboard
 - Hydrants
 - Location of hazardous materials and MSDS locations
- Floor plans including:
 - Exits
 - Fire fighting equipment
- Specialist information:
 - Hydrants

Appendix B Key contacts

Appendix C After hours contacts

Appendix D Media messages/ strategy (if appropriate)

Appendix E Staff strategy

Notes on Appendices

Site plans

Some hazardous industries may have specific requirements to provide site plans, materials lists and MSDS to emergency services. If operating licences or legislation call for this requirement, you are advised to seek specialist assistance.

Floor plan

In complex sites and multi-storey buildings, maps showing the whereabouts of exits and paths to evacuation locations should be displayed at muster points, stairwells, kitchens and other locations where staff congregate. Copies should also be placed near fire hydrants and fire extinguishers.



Section 2 Plan contents – procedures

Written procedures need to be in a form that both trained and untrained staff can readily understand and follow. At a minimum they need to:

1. State the purpose and scope.
2. Identify buildings or locations (and sometimes times) that the procedure applies to.
3. Be scaled appropriately to risk, the size and complexity of the workplace.
4. Define the control and coordination arrangements, roles and responsibilities.
5. Be flexible to allow for changes in conditions (smoke, fire, damage, etc.).

A template of a procedure format is contained in Appendix C.

Your risk assessment should direct what procedures you consider for your plan. Not all sites have the same risks and similarly may not require a procedural response. As a minimum, procedures on the following list marked with a ^ are recommended for all sites.

The following procedures are recommended by AS 3745:2002 *Emergency Control Organisation and Procedures for Buildings, Structures and Workplaces*:

Other procedures may be equally important to your specific situation. You may also want to consider:

- Bomb threat ^
- Building invasion/armed intrusion
- Bushfire
- Chemical, biological and radiological accidents
- Civil disorder ^
- Earthquake ^
- Fire (a fire evacuation procedure is considered mandatory for ALL workplaces) ^
- Flood
- Hazardous substance incidents
- Industrial accident ^
- Letter bomb ^ (response actions)
- Medical emergency/first aid ^
- Severe weather/storm damage/cyclone ^
- Structural instability
- Terrorism ^
- Transport accident
- Toxic emission

- Communications failure
- Deceased persons on-site
- Explosion
- Gas failure
- Lift failure
- Plant or equipment failure
- Power failure
- Stranded staff
- Water failure
- Shelter in place
- Extortion/threat
- Hostage taking

The inclusion of a *Shelter in Place* procedure is particularly relevant in situations where the safest course of action is to remain in a building or location. This typically could be the result of an external emergency impacting on the workplace such as a bushfire, chemical spill or protest situation. In these situations, where the security and soundness of the building provides the protection, an appropriate procedure may be required to ensure level of security.



Checklists:

Bomb threat

General threat

Position checklists:

Chief warden

Deputy chief warden(s)

Communications officer(s)

Floor wardens or area wardens

Wardens

Business continuity coordinator

Security coordinator

STEP 4 Educating, Training and Testing the Plan

The outcome of all emergency education and training is to ensure a safe and effective response to an emergency situation.

AS 3745 sets minimum standards for the frequency of ECO meetings, training and exercises, and all organisations should ensure training is carried out to the minimums stated in that document. AS 3745 also gives practical considerations, criteria and guidelines for carrying out evacuation exercises.

The State Emergency Management Committee recommends that organisations should consider a higher frequency of training and exercising than those given in AS 3745.

Training

The provision of quality training which is appropriate for the occupants and situation will regularly determine the success of the planning process. It is highly recommended that all persons conducting training in emergency procedures are qualified to a standard of the Certificate IV in Workplace Training and Assessment. As such, any trainer/consultant engaged, or staff member delegated this responsibility should have a developed training and assessment package and be capable and competent in its delivery.

Exercising

As an emergency plan covers a greater scope than just evacuation, it is considered best practice that organisations test their management response to an emergency as well as the physical response.



Management responses are usually best conducted as tabletop or discussion exercises. These exercises consider the response from the ECO and management to a scenario. Most exercises of this form are best managed by using a facilitator who does not have a direct relationship to the group or location being tested. A consultant or staff member from another area of the organisation may be appropriate for such a task.

Physical evacuation exercises should consider all the points raised in AS 3745. It is recommended that at least annually, the entire building/structure/location should be evacuated simultaneously to provide a realistic test of resource and capability.

Steps for exercises

Note SEMC recommends minimum six-monthly evacuation exercises.

1. Train the ECO.
2. Exercise and assess the ECO.
3. Debrief the ECO.
4. Address training and planning issues.
5. Train other occupants.
6. Exercise all occupants and ECO.
7. Debrief/assess and address training and planning issues.

Documentation including records of attendance, performance times, observations and actions taken as a result of training exercises should be maintained in line with organisational training or staff records policy.

Hints and tips for exercising and training

Be educative	Participants should understand why, when and how for all activities.
Be positive	Participants should feel their participation is appreciated, warranted and constructive.
Be realistic	Participants need to appreciate this could happen.
Provide feedback	Participants need to know what they did, how fast and how successfully.
Be equal	The CEO, Board and customers exercise with the staff.
Never criticise, never demean	Participants react better if all training is carried out in a manner that is non-threatening.

Finally, always inform neighbouring organisations when exercising is taking place. If practical, inform the local fire brigade before starting an exercise to ensure any response they make to a reported emergency situation is appropriate.



Education

The ongoing education of staff and occupants to the emergency plan and procedures is critical to its success. The following methods are employed by various organisations.

Induction	Carry out emergency training at staff induction (similar to OH&S).
Specialist	Train to a specific role, such as mail bomb screening procedures for mail room and reception staff, fire extinguisher use for wardens, etc.
Refresher	Regularly update specific aspects of the training, e.g. floor/section/area evacuation.
Electronic	Use screen savers, intranet news and reminders.
Work area reminders	Floor evacuation maps, mouse mats, e.g. Bomb Data Centre mouse mat, posters in kitchens, mail sorting tables/rooms.

Remember

Unless your employees know and understand your emergency plan, it is likely to fail.

STEP 5 Review and Refine

Like all plans and procedures, the On-site Emergency Plan needs ongoing review and refinement to ensure the organisation is properly prepared.

The plan and procedures should be formally reviewed and updated at least:

After every emergency

or

Whenever the structure (physical or organisational) changes sufficiently to change the ability of the emergency plan to be implemented

or

Every two years.

When the plan or procedures are reviewed, training on the changes should be a key feature of the review process. At a minimum, people in key positions should be trained and exercised regarding the changed sections.



APPENDIX A

Tips for Engaging an Emergency Planning Consultant/Trainer

Prepare a Scope of Work

A good scope of work is essential for engaging a consultant. At a minimum, cover all the procedures, plans, training, equipment, copies and follow up service that you expect to receive.

Even if you engage a consultant to prepare the plan, senior management and the EPC will still need to be involved in the preparation process. The consultant should be seen as a facilitator and documenter of the process rather than the creator.

Ask for References

Insist on referees from companies and contacts that the proposed consultant has carried out similar work for. When calling the referee, ensure the consultant has done work similar to the work you are requiring and ask how it compared to the expected scope of works.

Ask for Relevant Experience

Many consultants may specialise in providing plans and training for an industry sector or type of organisation. Make sure the consultant has worked in the type of sector you are seeking a plan for.

Ask for Examples of Previous Work

Insist on seeing a similar organisations plan, however it is not appropriate to expect an electronic copy or to keep a copy for days of revision. When looking at the offered plan, check the currency, presentation and readability.



Request Proof of Training Qualifications

A Certificate IV in Workplace Training and Assessment is considered a minimum. Ask for a list of recent training courses conducted and feedback received. Ask how training is presented and assessed and what type of report is presented post training.

Request Proof of Indemnity Insurance/OH&S Statement

Ensure your consultant has suitable insurances, OH&S procedures to work in your facility and with your staff.

Check Quote/Specifications/Agreed Outcomes

Ensure the quote you receive is pertinent to your requirements. Particularly check the quantities of documents and resources you receive and understand the issues surrounding copying documents or electronic documents.

Ask about Resources Available

Who is actually going to do the work?

How much time will it take?

What other resources will be needed?

APPENDIX B

Evacuation Considerations

All organisations are strongly encouraged to reconsider their evacuation policy, procedure and evacuation assembly locations.

Evacuation Policy

When do you evacuate? Unfortunately, there is no cover-all answer for this question, however there are some variables that you need to consider when undertaking evacuation planning.

The role of evacuation is to remove the people from a dangerous place to a safe one, so careful consideration needs to be given to evacuation. Questions such as:

Is it safer to evacuate or shelter in place?

What do the authorities say?

Where do we go?

How do we get back?

need to be asked in the planning step to avoid problems during an emergency.

Evacuation Assembly Locations

Traditionally, evacuation has been to the nearest open area via a predetermined path which was thought to be clear of the obvious danger.

With changes in society the danger may not be so obvious, and EPCs and ECOs need to consider a range of evacuation assembly areas and routes according to the situation.



At a minimum, all sites should have a second and third assembly area remote from the site. This provides the chief warden with the ability to move occupants to a predetermined location which is most likely to be unaffected during an emergency. The best alternative locations are:

Within walking distance (minimum of 150 metres is recommended)

Out of the line-of-sight

Clear of windows.

Possible areas will need to be examined for suitability. However using them during training may not be in the interests of the organisation as it may call attention to alternative sites.

Alternative remote sites are recommended for credible bomb threats, bombs or other acts of extreme violence on the site.

The EPC should consider how messages will be given to evacuating staff and ECO members if an alternative evacuation site needs to be used.

The Australian Bomb Data Centre book *Bombs: Defusing the Threat* covers in great detail the considerations that need to be made for bomb related incidents and evacuations. All organisations are strongly advised to acquire the Bomb Safety Awareness Kit from the Australian Bomb Data Centre www.afp.gov.au

APPENDIX C

Draft Procedure Format

Revised date: 10/6/2004	Procedure name	Procedure number
Revised by: A Person	Fire	1
Applicable to:	Administration Building	

Scope

Response to reported fire in the Administration Building.

Information

The Administration building is equipped with a smoke detection system but no sprinkler system.

The building is well serviced by fire extinguishers and two hose reels on each floor (details are shown on the floor map).

Actions

On discovering a fire:

Person discovering the fire

1. Ensure the safety of anyone within the vicinity of the fire.
2. Call the Fire Brigade by phoning 000
3. Contact Reception (extension XXXX), explain the situation,
4. **If safe and trained**, attempt to extinguish the fire.

DURING BUSINESS HOURS

Receptionist:

- Contact the chief warden on extension XXXX.

If it is safe to do so:

- Await instructions.
- Prevent further entry to the building.
- Prepare emergency messages.

Chief warden

- Attend the scene.
- Determine evacuation requirements and imitate evacuation (Procedure 2).

AFTER HOURS

Security:

- Carry out the role of the receptionist and chief warden.
- Following the evacuation, contact the duty manager and report the situation.

SAMPLE ONLY
NOT TO BE USED AS FIRE
EVACUATION
INFORMATION



APPENDIX D

Useful Websites and Resources

Emergency Management Information

NSW State Emergency Management Committee
www.emergency.nsw.gov.au

Emergency Management Australia www.ema.gov.au

Police, Crime Prevention, Theft Prevention Advice

NSW Police www.police.nsw.gov.au

Fire Advice and Procedures

NSW Fire Brigade www.fire.nsw.gov.au

NSW Rural Fire Service www.rfs.nsw.gov.au

Storm and Flood Advice

NSW State Emergency Service www.ses.nsw.gov.au

Bomb Advice

Australian Federal Police www.afp.gov.au (link to Australian Bomb Data Centre)

Terrorism Information

National Security Australia www.nationalsecurity.gov.au

Attorney Generals Department www.ag.gov.au

Standards Australia

www.standards.org.au

