



WESTERN AUSTRALIA

STATE HAZARD PLAN

FOR

THE MANAGEMENT OF EMERGENCIES ASSOCIATED WITH A COLLAPSE

(WESTPLAN - COLLAPSE)

Prepared by

Department of Fire and Emergency Services

**APPROVED AT STATE EMERGENCY MANAGEMENT COMMITTEE
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Amendment List

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A copy of this Westplan is available at

www.semc.wa.gov.au/resources/policies-and-plans/westplans

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PART 1 INTRODUCTION

Westplan - Collapse is the State's emergency management plan activated when people have been trapped as a consequence of a collapse. It is imperative that organisations assigned responsibility with this plan take the appropriate steps required to meet the requirements of WESTPLAN - COLLAPSE to ensure a rapid, coordinated and effective response to collapse emergencies.

Westplan - Collapse outlines the roles and responsibilities of relevant government agencies and industry. They will be involved in a response to collapse emergency because of their legislative responsibility, mission, legal obligation or agreed responsibilities.

1.1 Aim and Objectives

1.1.1 Aim: The aim of WESTPLAN - Collapse is to detail the agreed emergency management arrangements for collapse emergencies throughout the State of Western Australia.

1.1.2 Objectives.

1. Promote existing, and identify and encourage the application of enhanced preparedness measures throughout the State;
2. Establish the control arrangements and support systems appropriate for collapse emergencies, that are in line with the *Emergency Management Act 2005*, the State EM Policy, State EM Plan, State EM Procedures, the legislative responsibilities of government agencies, and the obligations of industry;
3. Identify the roles and responsibilities of all agencies that have a potential involvement at a collapse emergency;
4. Establish a coordinated approach to preparedness and response by all agencies to collapse emergencies through prescribed lines of communication, identified resource inventories and agreed response procedures;
5. Identify the available resources in terms of personnel, technical expertise and equipment for collapse emergencies;

6. Identify training and competency requirements for agencies that may become involved in a collapse emergency including an Urban Search and Rescue (USAR) response capability; and
7. Monitor the performance of the Plan, and as required, implement improvements.

1.2 Scope

WESTPLAN – Collapse applies throughout Western Australia; and details the roles and responsibilities of State Government Departments and agencies required for a multiagency response to a collapse emergency that involves either a structure or landform.

1.3 Hazard Definition

In this document, the term ‘collapse’ covers emergencies caused by a landslide, or any collapse involving a trench, bridge, building or structure, in which people are trapped. It is also understood that minor or simple incidents of collapse will be managed by implementing local emergency response plans. A collapse emergency that is beyond the capability of local arrangements, will require the activation of a coordinated and multi discipline agency or a USAR response to locate, provide initial medical assistance and remove trapped persons.

The stimulus for a collapse emergency may come from any number of sources such as earthquake, tsunami, excavation, flood, erosion, subsidence, terrorism, explosion, fire, collapse of a bridge, building or structure, as well as accidents involving public transport. Each will create unique collapse patterns that may require the Hazard Management Agency (HMA) to respond to and manage the collapse component of the emergency and safely extricate trapped people. Where DFES is not the HMA for the initiating hazard, a handover may occur to DFES where the consequential collapse becomes the greater hazard (in accordance with State EM Plan Section 5, or it may provide support to another HMA as a Combat Agency.

Notwithstanding this, incidents of collapse may include other hazards associated with chemicals, biological agents, sewage, electricity, gas, water and fire. A collapse emergency response is focused on locating, treating and extricating casualties; other combat agencies will be required to assist in the mitigation of those other hazards and to support a USAR operation.

1.4 Related Documents

This document is to be read in conjunction with the following suite of State Emergency Management (EM) documents:

- *Emergency Management Act 2005* (EM Act);
- *Emergency Management Regulation 2006* (EM Regulation);
- State Emergency Management Policy (State EM Policy);
- State Emergency Management Plan (State EM Plan);

- Relevant State Hazard Specific Plans (Westplans);
- State Emergency Management Procedures (State EM Procedures);
- State Emergency Management Guidelines (State EM Guidelines); and
- State Emergency Management Glossary (State EM Glossary).

It should be noted that the State EM Procedures are divided into Prevention, Preparedness, Response and Recovery sections, with individual procedures referred to as 'State EM Prevention Procedure', 'State EM Preparedness Procedure', 'State EM Response Procedure' and 'State EM Recovery Procedure', as applicable.

Additionally, WESTPLAN - Collapse specifically relates to those hazards which affect people who are trapped as a consequence of a collapse. It is complementary to other Westplans, as well as other related documents. These include:

- *Fire Brigades Act 1942*
- *Fire Brigades Regulations 1943*
- *Fire and Emergency Services Act 1998*

1.5 Authority to Plan

The SEMC is responsible for arranging the preparation of Emergency Management Plans (*Section 18(1) EM Act*). The Fire and Emergency Services (FES) Commissioner, as the prescribed HMA for the collapse of a structure or landform, is responsible for coordinating the development and maintenance of Westplan - Collapse (of a structure or landform) (Figure 1)¹.

¹ State EM Policy Section 1.5.

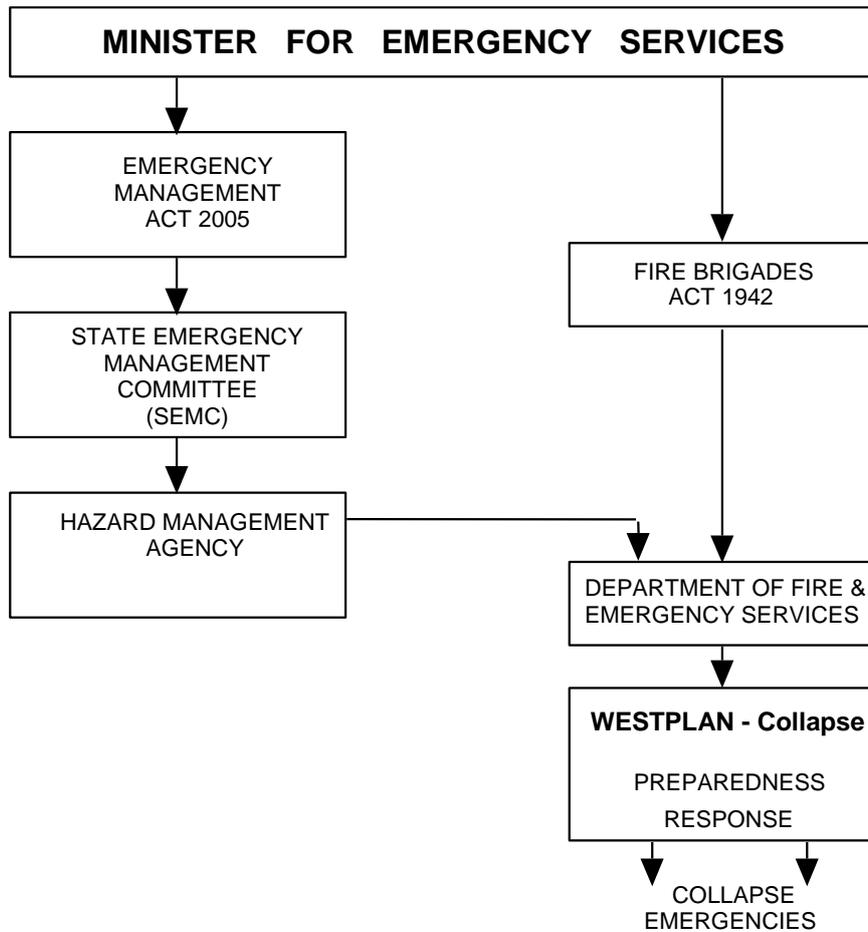


Figure 1. – Planning Authority for Westplan - Collapse

1.6 Plan Responsibilities

The responsibility for preparation and maintenance of Westplan - Collapse rests with the Department of Fire and Emergency Services (DFES).

1.6.1 Advisory Group – State Urban Search and Rescue Working Group (SUSARWG).

Role. To ensure the State is prepared to respond to and cope with all emergencies involving collapse. The SUSARWG has been established by the HMA to ensure that the State has the capability to respond to incidents and that equipment, training and preparedness is consistent with the national approach.

a. Terms of Reference.

1. Maintain Westplan - Collapse;
2. Monitor the statewide implementation of Westplan - Collapse;
3. Review post-incident reports on collapse emergencies with a view to amending the arrangements of the Plan, as required;

4. Make appropriate recommendations to DFES and SEMC to improve the State's preparedness to respond to and cope with collapse emergencies; and
5. Conduct drills and exercises to test the State capability to respond to collapse emergencies.

b. Composition.

Includes the following representation;

- DFES (Special Operations Response) - Chair;
- DFES (Special Operations Response);
- Western Australia Police (WA Police) (Emergency Operations Unit);
- St John Ambulance Australia (Western Australia) Inc.;
- Department of Health; and
- Department of Defence.

1.7 Exercise and Review Periods

1.7.1 Exercising: This Plan shall be exercised at least annually².

1.7.2 Review: Westplan - Collapse shall be reviewed at least every 5 years³. A review of Westplan - Collapse can be linked to any activation of the response arrangements of the Plan.

1.8 Organisational Roles and Responsibilities

The *Emergency Management Regulations 2006* Reg. 17(2) (a) cites that the FES Commissioner is the prescribed HMA for emergency management of collapse of a structure or landform for the whole of the State.

The following organisations have responsibilities under this Plan:

- Department of Fire and Emergency Services
- Western Australian Police
- St John Ambulance Australia (Western Australia) Inc.
- Department of Health
- ChemCentre
- Department of Environment Regulation
- Main Roads Western Australia
- Local Government
- Water Corporation
- Industry Owner and Operators

The responsibilities of these organisations are outlined in Section 7.3, Appendix C.

² State EM Policy Sections 4.8 and 4.9 and State EM Plan Section 4.7.

³ State EM Policy Section 1.5.

PART 2 PREVENTION AND MITIGATION

2.1 Responsibility for prevention and/or mitigation

The FES Commissioner is the designated HMA, with DFES as the operational arm (Controlling Agency), for collapse within the State of Western Australia. The HMA has the following responsibilities:

- Maintaining a proactive role in the identification, analysis and mitigation of collapse risks;
- Developing an improved state of resilience within communities to improve the management of future risks;
- Ensuring that all emergency management activities pertaining to the preparedness for a collapse are undertaken; and
- Preparing collapse emergency management plans at State level, on behalf of the State Emergency Management Committee (SEMC) where required.

2.2 Legislation and Codes

National Construction Code (Building Code of Australia (BCA)). Applicable Australian/New Zealand Standards (AUS/NZ) in relation to structural integrity.

2.3 Prevention strategies

Some of the stimuli for collapse (Cyclone, Earthquake, Flood, Tsunami and Storm) cannot be prevented. However their adverse effects on communities can be reduced by mitigation strategies.

Other stimuli such as Road Crash Emergencies, Structure Collapse, Land Slip and Trench Collapse can have prevention strategies by adherence and enforcement of relevant building codes, codes of practice and standards together with education strategies in relation to road safety.

2.4 Mitigation strategies

Local governments shall include the risk of collapse in the management of risks process required in State EM Policy Section 3.2 and State EM Prevention Procedure 1 and apply the appropriate risk treatment to any risk assessed as high.

PART 3 PREPAREDNESS

3.1 Responsibility for preparedness

DFES, together with the other agencies with roles and responsibilities in this Plan are responsible for the following preparedness activities within their jurisdiction:

- Planning;
- Facilities and equipment;
- Interstate and International assistance;
- Training; and
- Community information and education.

3.2 Planning and arrangements

3.2.1 Planning Requirement. Preparation for effectively managing collapse emergencies requires the joint efforts of numerous agencies. Where supplementary plans are developed at local level, such plans should complement Westplan - Collapse.

3.2.2 State Planning Responsibility. At the State level, DFES is responsible for the preparation, promulgation and maintenance of the Plan.

3.2.3 Government Agency Planning Responsibility. Where supplementary plans are required in support of this Plan by other agencies, these plans must be consistent with Westplan - Collapse.

3.2.4 Provision and Maintenance of Facilities and Equipment.

a. Responsibility. Each agency is responsible for provision of vehicles, pagers, mobile phones, radios to enable their designated response personnel to fulfill their agreed functions.

b. Collapse Response Teams. DFES is responsible for establishing, equipping, training and maintaining a USAR Task Force. Specialist equipment and vehicles required are to be stored in a safe location which provides ease of access but protection from damage in the event of an emergency, especially a collapse emergency.

3.2.5 Resources. Where supplementary local plans are established, each agency is responsible for establishing and maintaining a database of suppliers and contractors for equipment, machinery and supplies which could reasonably be expected to be needed in the event of an emergency specific to their tasking.

3.2.6 Training

- a. **Training Responsibility.** To ensure Westplan – Collapse operates successfully, participating agencies should provide, or source training for all relevant personnel in their arrangements.
- b. **Specific Training Needs.** The safe and coordinated response to a collapse emergency requires the application of specialised knowledge and specific operational techniques that are appropriate to each agency. Individual organisations are responsible for training specific to their tasks. Organisations operating within the Hot Zone of a collapse emergency are required to have their personnel trained to USAR Category 1 qualification, as a minimum.
- c. **Emergency Training Needs.** DFES may require further support of appropriate personnel from other agencies, either from within WA or interstate, who are not USAR qualified. Under these conditions DFES must ensure they are provided with a thorough briefing to the allocated task within the Hot Zone. The information provided must be equivalent to USAR Category 1 training for the allocated task.

3.3 Community Education

The community needs to be made aware that Westplan - Collapse is the State's Plan to respond to any collapse.

DFES will provide public education/advice as to what measures the public must take when emergency events may lead to a collapse. For example, published advice such as earthquake awareness pamphlets should detail specific actions to be taken in the event of a building collapse as the result of an earthquake.

During a collapse emergency DFES (as the Controlling Agency) will put in place arrangements to keep the affected community advised of the situation and informed of what to do.

3.4 Evacuation Arrangements

Evacuations shall be carried out in compliance with State EM Policy Section 5.7 and State EM Plan Section 5.3. Immediate evacuation may occur either on a voluntary basis by an affected population, or be initiated by first responding officers. If required, larger precautionary evacuations will be carried out with WA Police assistance.

3.5 Local emergency management arrangements

Local emergency management plans should include a provision for awareness training of structure collapse, including first response actions. All Local Emergency Management Committee (LEMC) plans should include a detailed plan for the conduct of evacuation, the location and maintenance of evacuation centres and the means to support evacuees.

3.6 Western Australia border agreements

No formal Memoranda of Understanding (MOUs) exist between Western Australia, South Australia and Northern Territory in relation to USAR assistance. Refer to 3.7.1 Interstate Assistance.

3.7 Arrangement for assistance from other jurisdictions

It is understood that a complex or protracted collapse emergency may require the assistance of a USAR capability from outside Western Australia.

The National Urban Search and Rescue Arrangements, approved by the Australian Emergency Management Committee in April 2008, detail the national arrangements for requesting interstate and international assistance in an emergency or disaster.

It is anticipated that an interstate USAR capability may not be available, on site, in Western Australia for at least 18-24 hours from activation.

Accordingly, there are arrangements in place to source assistance if required.

3.7.1 Interstate assistance. Requests for interstate USAR deployment support can be made by the FES Commissioner directly to the relevant jurisdiction, as required. Deployment must be undertaken according to each agencies policy and directives. The Minister must be notified of any deployment of any agency personnel.

3.7.2 Australian Government assistance. Where a disaster is actually or potentially of such magnitude that the State resources are inadequate, unavailable, or cannot be mobilised quickly, the Australian Government accepts responsibility for providing support upon request.

The provision of Australian Government physical assistance is dependent upon established criteria and the formal requesting arrangements. All requests for Commonwealth physical assistance are to be made in accordance with State EM Policy Section 5.10 and State EM Plan Section 5.6.

Australian Defence Assistance can be requested via the Defence Assistance to the Civilian Community (DACC) request system. This assistance is based on State Government being primarily responsible for combating disasters and emergencies using available State professional and volunteer services and commercially available resources. Commonwealth Government

resources (including Defence assets) may be available in situations where State authorities are unable to react with sufficient speed, or lack the necessary resources or skills. Refer to the DACC Policies and Procedures Guidelines.

3.7.3 International assistance. The decision to accept international assistance will be on a case-by-case basis. The decision to accept international assistance will be taken jointly by the Departments of Prime Minister and Cabinet, and Foreign Affairs and Trade. The AGD CCC will implement and coordinate the activation.

3.8 Arrangements for assistance to other jurisdictions

3.8.1 Assistance to other States/Territories. DFES will consider requests for assistance from other jurisdictions via the DFES State Operations Centre.

3.8.2 Assistance to overseas. The decision to deploy WA USAR teams internationally in response to a major emergency will be considered on a case by case basis. The decision to deploy for international assistance will be made jointly by the FES Commissioner, and the Departments of Prime Minister and Cabinet, Foreign Affairs and Trade, and the Attorney General's Department. The AGD CCC will implement and coordinate the activation.

PART 4 RESPONSE

4.1 Responsibility for response

Response activities are those urgent actions taken during and immediately after the impact of an emergency or disaster by the Controlling Agency, Combat Agencies and Support Organisations. These activities combat the effects of the event, provide emergency assistance for casualties, stabilise the event to help reduce further damage, render safe and ensure timely recovery operations.

Response priorities will vary considerably but will be based upon the initial information obtained. Reports of collapse will prompt an automatic response from DFES. Upon arrival, the first arriving officer will need to assess the scene and classify the incident appropriately to the level of response needed.

4.2 Notification

All incidents involving collapse should be reported to DFES Communications Centre via '000'. DFES Communications Centre will create an emergency incident report used as a permanent record of the event.

4.2.1 Alerts. Once an assessment has been undertaken on the magnitude and severity of an incident, DFES Communications Centre will notify other agencies according to the response level. The basic notification and call-out procedures are illustrated in Figure 2 below:

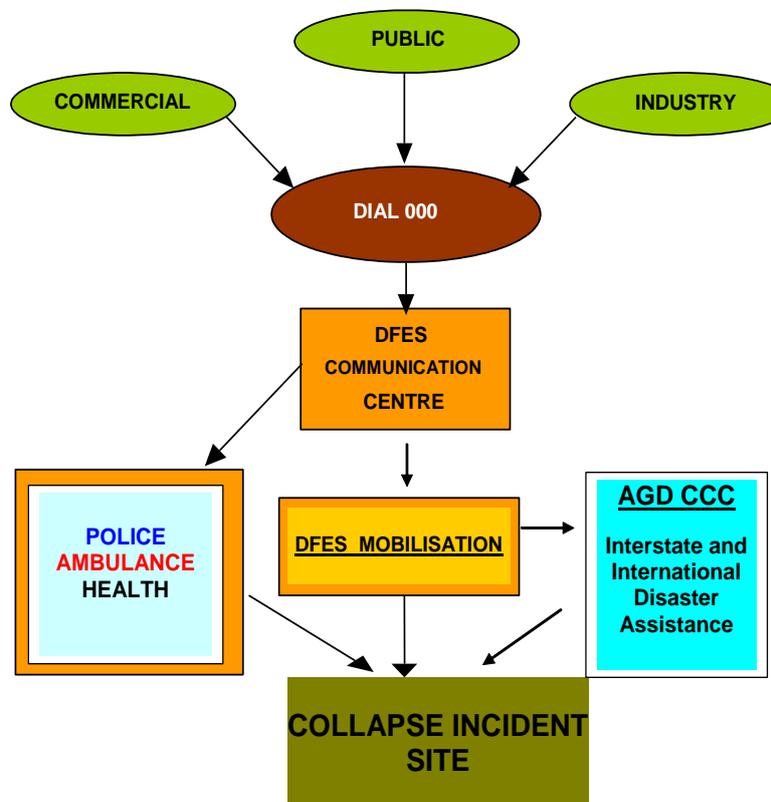


Figure 2. Initial mobilisation process

4.3 Levels of response

DFES will mobilise personnel and resources appropriate to the reported incident in accordance with its mobilising procedures (Figure 2).

The responding DFES Officer will determine the collapse classification and level of response required. Factors to be considered are:

- Type, magnitude and complexity of the collapse(s);
- Number of people (estimated) trapped;
- Health and safety risks;
- The location(s);
- Potential for secondary collapse(s);
- Capability and resources needed to combat the incident; and
- Cause (e.g. subsidence, earthquake, flood, terrorist event [in this case refer para. 4.8.3]).

The Incident Controller will determine the level of incident and appropriate response actions based on the principle of a graduated approach in accordance with State EM Response Procedure 2 and State EM Plan Section 5.

4.3.1 Declaration of Emergency Situation. When there is an identified need to access extraordinary emergency powers within Part 6 of the *Emergency Management Act 2005*, the HMA, or the State Emergency Coordinator, will declare an Emergency Situation in accordance with the State EM Response Procedure 5

4.3.2 Declaration of a State of Emergency. The Minister is responsible for declaring a State of Emergency, a declaration for this purpose will be conducted in accordance with section 56 of the *Emergency Management Act 2005* and State EM Response Procedure 11.

4.3.3 Hazard Management Officer/s. In the case of an Emergency Situation, Hazard Management Officers will be appointed in accordance with State EM Response Procedure 6.

4.3.4 Authorised Officers. In the case of a State of Emergency, Authorised Officers will be appointed in accordance with State EM Response Procedure 13. Preapproval has already been given to WA Police to serve as Authorised Officers.

4.4 Activation of this plan

On notification of a collapse emergency, DFES will activate a graduated approach in accordance with State EM Policy Section 5 and State EM Plan Section 5.

The implementation of plans and operational structures will vary depending upon the incident level declared by the Incident Controller. For a level 2/3 collapse incident, DFES on behalf of the FES Commissioner will activate the response phase of Westplan – Collapse.

4.5 Incident Management System

DFES divisions operate under the Australasian Inter-service Incident Management System (AIIMS) structure (Figure 4) and therefore the Manager required under State EM Policy Section 5 and State EM Plan Section 5 will be known as the Incident Controller/ Operational Area Manager. Participating agencies are required to understand the AIIMS principles and structure.

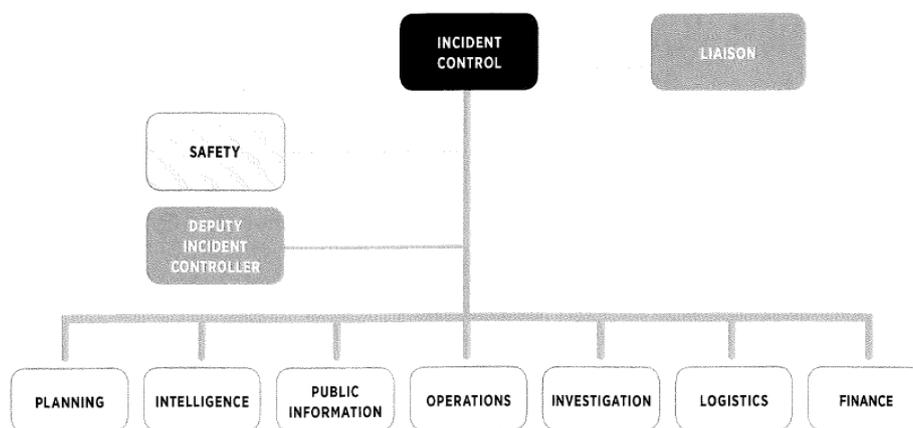


Figure 3: Full Incident Management Structure

The Incident Controller will appoint an Incident Management Team (IMT). A fully functional Team, once established, will be identified with tabards as follows:

- Incident Controller;
- Planning Officer;
- Operations Officer;
- Logistics Officer;
- Public Information Officer;
- Safety Officer;
- Investigation;
- Finance; and
- Intelligence.

Combat Agencies and Support Organisations attending the collapse emergency may be requested to nominate a suitable person to become part of the IMT. In the absence of a DFES Officer, the most appropriate Police Officer present may assume the role of Controller until relieved by a DFES Officer.

Interagency liaison will be considered during Level 3 incidents and/or incidents involving high numbers of fatalities.

4.5.1 Site organisation

- a. Zones.** Collapse site control is made possible by dividing the collapse area into three zones (Figure 5) that are called the Hot, Warm and Cold Zones. Each zone should be clearly marked and all personnel should understand the purpose of each zone.
- b. Divisions/Sectors.** Further site control is made possible by dividing the zones of the collapse incident into Divisions/Sectors managed by Divisional/Sector Commanders.
- c. Forward Control Point** - A facility where the Operations Officer is located, at or near the scene of a collapse emergency to better facilitate the management and supervision of combating forces.
- d. Control Centre** - An area for operational facilities required for the emergency management arrangements to function where the Incident Manager is located. It is the site for the control and management of collapse emergency operations.
- e. Assembly Area** - Anybody required to attend a collapse emergency site should report to the assembly area and advise the Marshalling Officer of their arrival. Their arrival time will be logged and forwarded to their respective agencies' Command Post for information. Allocations to zones/sectors will be conducted from the Assembly Area.

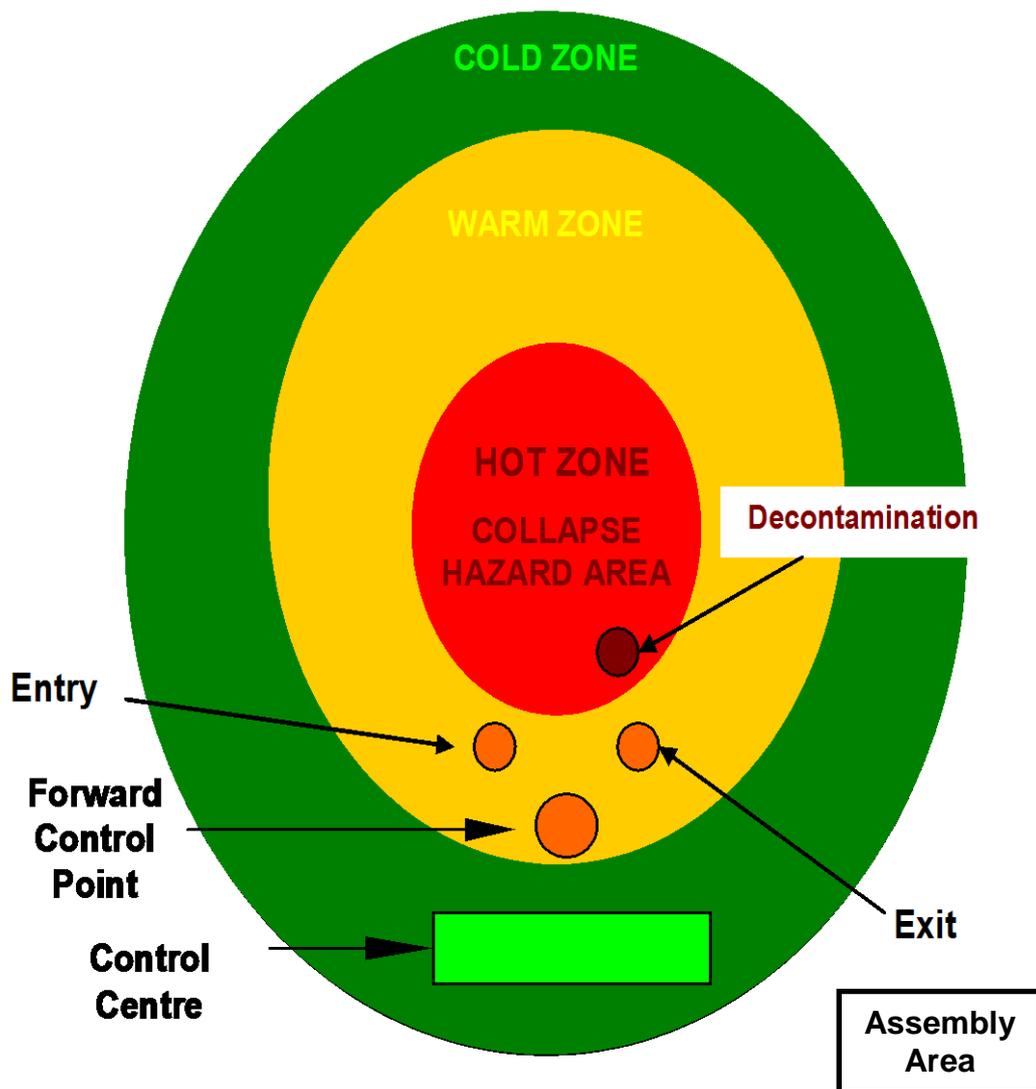


Figure: 4 – Site organisation

4.6 Hazard Management Structure/Arrangements

4.6.1 Multi Agency Management Groups and triggers for activation.

To provide effective consequence management support DFES may establish its own team within its own State Operations Centre (SOC) and/or Regional Operations Centre (ROC).

The activation and establishment of an operations support team within the SOC and/or ROC will be determined by the on-duty DFES Operational Director.

4.6.2 Emergency Management Coordination structure.

The Incident Controller in consultation with the relevant Emergency Coordinator will assist in the provision of an appropriate coordinated response during an emergency.

Coordinators at the different levels (Figure 6) may be activated at the same time for a large or complex event such as a Level 3 incident. In this situation the Coordinators and Support Groups will operate in conjunction with each other to ensure effective and coordinated support to the Controlling Agency at all levels.

At the declaration of a Level 3 Incident DFES must contact the State Emergency Coordinator (SEC) to advise of the Level 3 declaration, request activation of the State Emergency Coordination Group (SECG) in accordance with State EM Response Procedure 4 and discuss the potential for an emergency situation declaration.

4.7 Evacuation arrangements

The decision to evacuate people from areas impacted by a structure collapse emergency shall be the responsibility of the Incident Controller and conducted in accordance with State EM Policy Section 5.7 and State EM Plan Section 5.3.

4.7.1 Triggers for evacuation. Evacuation may be required if:

- a. There is a direct threat to people within the incident area of the collapsed structure from further collapse.
- b. There is a direct threat to people within the incident area or adjacent areas from fire, explosion or Chemical, Biological, Radiological and Nuclear (CBRN) hazards.

4.7.2 Purpose. The purpose of evacuation is to remove people from the area threatened by an emergency. The decision to evacuate an area will be made by the Incident Controller in consultation with other stakeholders.

4.7.3 Activation of evacuation arrangements. The IC is responsible for notification of the affected community in accordance with State EM Policy Section 5.7 and State EM Plan Section 5.3.2. DFES may require assistance from WA Police in the conduct of any evacuations and from the Department for Child Protection and Family Support (CPFS) and Local Government to manage of the welfare of evacuees.

Appropriate protective equipment will be available to all persons required to conduct an evacuation, however the requirement to use it will be at the discretion of the Incident Controller. Evacuation from high risk areas where specialised equipment is required will be carried out by DFES personnel with the appropriate competency and equipment.

4.8 Support plans

4.8.1 Medical services. In the event that the emergency results in casualties beyond local capabilities, the Operational Area Manager is to notify the Department of Health on-call Duty Officer. The Duty Officer liaises with the State Health Coordinator who may authorize the activation of the State Health Emergency Response Plan. The response may include a medical and public health response utilising hospital and environmental health assets if required.

The initial transport of medical resources and personnel will be coordinated at a local and district level wherever possible. Where local transport resources are insufficient further transport are to be requested through the State Health Coordinator.

The USAR Doctors are primarily responsible for the overall health and wellbeing of the USAR Task Force members.

4.8.2 Telecommunications. Each agency is responsible for the provision of equipment to enable communications between their on-site personnel and their management. The Incident Controller and the senior on-site representatives of the participating agencies will be issued with handheld radios on a dedicated channel or talk group specific to the incident by the Controlling Agency.

4.8.3 Terrorist act arrangements. In the event of a terrorist act resulting in a collapse, WA Police will assume command and control of the terrorist emergency whilst DFES as the Combat Agency will manage the consequential collapse emergency. The Commissioner of Police, as the HMA for a terrorist act, remains responsible for the overall management of the terrorist act emergency.

Under these conditions DFES and WA Police are required to work in close consultation with respect to the collapse site taking into consideration Police specific issues (e.g. crime scene protocols, evidence collection and preservation, human remains, etc.).

4.8.4. Disaster Victim Identification (DVI). WA Police are responsible for identifying deceased persons to the State Coroner. It is essential that the recording, collecting and preservation of evidence are done by appropriately qualified personnel. Except in exceptional circumstances, all deceased remains and personal property shall be guarded and left in-situ until the arrival of Forensic Investigation and DVI teams. The scene will be photographed by WA Police, the position of all remains and personal effects will be recorded, labeled and recovered. Deceased will be transported to a mortuary.

Successful disaster victim identification in mass casualty events requires a multi-agency approach involving a number of disciplines. WA Police will work closely with medical and dental staff, Coroners and their staff, victim support groups, grief counselors and others.

Disaster Victim Identification is carried out in accordance with the Australasian DVI Standards Manual.

4.9 Public information and media management

The HMA will ensure that appropriate public information is provided accurately and in a timely manner. The Incident Controller will authorise appropriate media releases.

4.10 Other Westplans and Support plans

Other Westplans that complement Westplan - Collapse are:

- WESTPLAN – FIRE; and
- WESTPLAN - HAZMAT

In addition, other plans that complement this plan are:

- the State Health Emergency Response Plan;
- the State Emergency Welfare Plan and its annexures on Reception and Registration and Reunification;
- the State Emergency Public Information Plan activated by the State Emergency Public Information Coordinator; and
- State Emergency Telecommunications Plan.

4.11 Financial arrangements for response

Financial management arrangements are to comply with State EM Policy Section 5.12 and State EM Plan Section 5.4 by all participating organisations.

PART 5 RECOVERY

5.1 Responsibility for recovery

Recovery includes all activities intended to return the community to normal, as soon as possible, following the impact of an emergency or disaster.

Local Government are responsible for the coordination of community recovery at the local level. Where recovery activities are beyond the capacity of the local community, State support may be provided through the State Recovery Coordinator as detailed in the State EM Policy Section 6 and State EM Plan Section 6.

A documented handover process may be applied to identify that the situation has passed from the response to the recovery phase and responsibility has passed from the HMA to those identified as responsible for recovery.

5.2 Transition to recovery

The recovery process covering both the affected site and the community is to commence as soon as practicable during the response to collapse.

Site recovery activities will only commence once the associated risks are reduced to a point considered acceptable to the Incident Controller. The Incident Controller, on the advice of technical or local advisory groups, permit recognised contractors to commence clean-up operations. However, preservation of evidence must be considered prior to any restoration work commencing. The Controlling Agency remains the custodian of property until the owners or the Police arrive to take responsibility.

As per Local Emergency Management Arrangements, supported by State EM Policy Section 6 and State EM Plan Section 6 ideally, the recovery process should be initiated during the response. The Controlling Agency should ensure all possible mitigating actions will be conducted in such a way to simplify and facilitate recovery. The Controlling Agency will assist those responsible for recovery during the response phase with information and by assembling resources to initiate recovery actions. Where operationally practicable, the HMA may permit recovery operations to commence during the response phase.

A site is 'safe for recovery' when:

- the emergency impacting the site no longer exists;
- control of the situation has been established;
- all trapped persons and the deceased or missing as far as practicable have been recovered; and
- the site is safe for recovery by non-emergency services personnel using appropriate controls (e.g. work practices and personal protection).

At this point a formal handover process will be applied from the Controlling Agency.

To initiate the recovery process for the community the Incident Controller and ensure that relevant information is provided to the local government in order to facilitate the transition from response to recovery activities.

If the SECG has been convened during the response to the collapse then the State Emergency Coordinator (as Chair of the SECG), the Incident Controller and the relevant local government(s) are to consider recommending that the SECG continue during the recovery phase of the emergency.

5.3 Impact Assessment and Needs Assessment.

The development of a recovery plan for the emergency by local government is dependent upon an assessment of the impact of the emergency.

The controlling agency is to arrange for the communication of an initial impact assessment by way of either a regional, metropolitan or State situation report (sitrep), to the recovery coordinator appointed by the local government. The range of impacts drawn from the sitrep includes, but is not limited to information about:

- Death and injuries
- Number of people displaced
- Damage to homes
- Damage to other buildings
- The availability of health services
- Damage to infrastructure and services (including electricity, gas, telephone, internet, water, sewage, road and rail)
- Food supply; and
- Environmental impacts and information about any hazardous materials.

The local government is to prepare an initial needs assessment based on the DFES sitrep to help establish basic recovery services. Other information and data from the impacted community and those working with them should also be incorporated. The context in which recovery is undertaken is a rapidly and ever-changing environment, which require the frequent and continuing assessment of community need.

PART 6 STAND DOWN AND DEBRIEFS

6.1 Stand down and debriefs

- 6.1.1 A “Hot” Debrief.** Before stand down, the HMA will arrange a debriefing of participating agencies. Responsibility for remaining tasks such as clean up, site monitoring, disposal and agency reports will be clarified at this stage.
- 6.1.2 Stand-Down.** Stand-down does not occur until recovery arrangements are in place. The HMA will determine when the emergency site has been rendered safe for recovery, so that stand-down may commence.
- 6.1.3 An Incident Analysis.** Where an incident was complex, protracted or critical issues were identified during the ‘hot’ debrief, a ‘post operation’ debrief will be called by the HMA. Participating agencies will need to conduct internal agency debriefs prior to attending.

6.2 Post Incident analysis

- 6.2.1 Incident Reporting.** The level of Collapse Response/USAR preparedness in Western Australia will be ultimately determined by the collection and analysis of data on collapse emergencies and exercises. It is the responsibility of DFES to prepare reports for review by the State Urban Search and Rescue Working Group.
- 6.2.2 Agency Reports.** Each participating agency, if requested, will provide a written report to DFES.
- 6.2.3 Post Incident Analysis.** An *Incident Analysis* is an in-depth analysis of the incident to identify ways to improve the Plan. The person responsible for conducting the incident analysis will be a DFES nominated person under DFES’s policy.
- 6.2.4 Post Operations Report.** A Post Operations Report may be required by SEMC according to State EM Policy Section 5.11 and State EM Plan Section 5.7 for Collapse Response/USAR incidents where:
- The incident was sufficiently complex and protracted;
 - The incident involved significant loss of life, injury or property damage;
 - The incident involved the establishment of the SECG; or
 - If requested by the Coroner, State Emergency Coordinator or SEMC.

APPENDIXES

7.1 Appendix A - Distribution List

Attorney General's Department

Crisis Coordination Centre

Emergency Management Australia Institute Library (2 copies)

State Government Ministers

Minister for Emergency Services

Minister for Police

State Emergency Management Committee

Chair

All members

SEMC Secretariat

State Urban Search and Rescue Working Group

Organisations with responsibilities in this plan

ChemCentre (CCWA)

Department for Child Protection and Family Support (CPFS)

Department of Fire and Emergency Services (DFES)

Department of Environment Regulation (DER)

Department of Health (DOH)

Industry Owners and Operators

Local Government Association (WALGA)

Main Roads Western Australia (MRWA)

Water Corporation

St John Ambulance Australia (Western Australia) Inc. (SJA)

Western Australia Police (WA Police)

Library Deposits

National Library of Australia, Legal Deposit Unit (1 copy)

State Library of Western Australia, Battye Library (4 copies)

7.2 Appendix B - Glossary of terms/acronyms

ACTIVATION - USAR Teams are formally activated and call back/mobilisation
CATEGORY OF USAR QUALIFICATIONS

CAT 1: Training directed at all personnel involved with a collapse who would be in position from early stages of an incident as the first responders and who form a skilled, large scale back up. CAT 1 is primarily directed at rescue/removal of surface casualties.

CAT 2: USAR Teams members trained in specialist USAR operations for major collapse utilising specialised equipment and accessing voids and confined spaces.

CAT 3: Command, Control and Management Level.

COLD ZONE - The outermost zone area surrounding the incident site within which it is safe to operate unprotected.

COLLAPSE - A collapse involving a structure or landform requiring a USAR response.

CONTROL POINT - The point from which the Operations Officer directs operations toward combating the incident.

FACILITY - All buildings, equipment, structures, and other stationary items which are located on a single site or on contiguous or adjacent sites and which are owned or operated by the same person.

HOT ZONE - The area immediately surrounding the collapse site and potential secondary collapse where appropriately trained personnel and their equipment are employed to carry out search and rescue tasks.

OPERATOR - The person or company who operates the facility.

OWNER - The person, persons or company who own the facility.

PREMISES - Any land, house, storehouse, storehouse, warehouse, shop, factory, store, cellar, yard, building, or enclosed space, or any part thereof.

TASK FORCE - A deployable USAR Team comprising of four search and rescue teams, one task force support team and task force management.

TASK FORCE LEADER - USAR Category 3 qualified (desirable) person responsible for managing and supervising all search and rescue activities of a USAR Task Force during a mission assignment.

TASK FORCE TEAM LEADER - USAR Category 2 qualified (minimum) person responsible for managing and supervising all search and rescue activities of a USAR team during a mission assignment.

USAR (URBAN SEARCH & RESCUE) - Integrated Multi Agency Response which is beyond the capability of local rescue arrangements to locate and provide initial medical care and remove trapped persons from a collapse.

WARM ZONE - The area surrounding the Hot Zone where personnel and equipment are assembled and prepared prior to entry to the Hot Zone. The Warm Zone comprises the Site Control Centre, Forward Control Point Team staging area, Hazmat decontamination area, Rehabilitation area, Equipment point and First Aid point. The Warm Zone may also be referred to as the Safety Zone.

7.3 Appendix C – Organisational Roles and Responsibilities

Department of Fire and Emergency Services (DFES)

Role: To be the Hazard Management Agency for collapse emergencies. DFES undertakes HMA responsibilities under the FESA Act 1998 and the Emergency Management Act 2005.

1. Train and maintain sufficient operational personnel to USAR CAT 1 level;
2. In coordination with other agencies, establish, equip, train and maintain two CAT 2 USAR Teams;
3. Train and maintain sufficient USAR CAT 3 level personnel;
4. Upon receipt of a potential collapse emergency determine the need to activate Westplan - Collapse;
5. If necessary, notify all members of the Collapse Response/USAR Teams to assemble and mobilise DFES resources;
6. Appoint an Incident Manager/Controller for each incident and, if necessary, an Operational Area Manager to undertake those responsibilities;
7. Establish an on-site Control Centre with an Incident Management Group and, if necessary, an Operational Area Support Group. Determine (in conjunction with another HMA as appropriate) the Hot, Warm & Cold Zones and Sectors;
8. Develop and implement the Incident Action Plan;
9. Provide prompt first strike action according to Standard Operating Procedures. Actions may include:
 - a. Reconnaissance and survey;
 - b. Elimination of utilities;
 - c. Primary surface casualty location and extrication;
 - d. Exploration of all void spaces;
 - e. Access by debris removal;
 - f. General debris removal;
 - g. Firefighting; and
 - h. Hazmat;
10. Task and coordinate participating agencies and execute the incident action plan;
11. Maintain a record of activities;
12. Provide assistance during cleanup of the site, where the use of Breathing Apparatus, protective clothing, specialist equipment, etc. is necessary;
13. In consultation with the Emergency Coordinator, ensure the preparation and approval of media releases;
14. Arrange a debriefing of participants following an emergency and preparation of a Post Operation Report in accordance with State EM Policy Section 5.11 and Section 5.7
15. Chair the State Urban Search and Rescue Working Group (SUSARWG);
16. Undertake Incident Analysis when required (in accordance with organizational policy); and
17. When required, determine the activation of Interstate and International Disaster Assistance via AGD CCC.

Western Australia Police

Role: To assist the HMA in a coordinated response to a collapse emergency.

1. Appoint an Emergency Coordinator to assist the HMA in the provision of a coordinated response during the emergency;
2. Provide a Liaison Officer to the Incident Support Group (ISG) and/or the Operational Area Support Group (OASG);
3. Support the HMA in the evacuation process once the decision is made to conduct evacuations;
4. In the event of mass casualties, provide Disaster Victim Identification (DVI);
5. Provide road traffic management where appropriate;
6. Maintain public order where required;
7. Investigate the cause of the emergency together with other agencies as appropriate;
8. Provide a written report and/or participate in post operation debriefs on the emergency as required.

St John Ambulance Australia (Western Australia) Inc. (SJA)

Role: To provide initial medical treatment and transportation of casualties resulting from a collapse emergency, and provide paramedic support to the USAR Task Force.

1. To provide USAR Paramedic support to the USAR Teams, as follows;
 - First - USAR Task Force personnel
 - Second - Victims directly encountered by USAR Teams
 - Third - Other persons as required
2. Additional responsibilities may include;
 - To provide paramedic support to the USAR Teams in accordance with the structure;
 - To train, maintain and equip USAR paramedics to an agreed level, Category (CAT) II Urban Search and Rescue (USAR) desirable and CAT II Confined Space Rescue (CSR) desirable;
 - To provide an on-site liaison officer to the Incident Manager or Operations Area Manager, where required.
3. Provide and coordinate ambulance responses to emergencies as outlined in the State Health Emergency Response Plan

Department of Health

Role: Responsible for the coordination of the overall health response in a disaster or major incident.

1. Department of Health
 - Medical care of the USAR Taskforce;
 - Management of casualties in conjunction with St John Ambulance;
 - Contribution to public information, particularly in Chemical, Biological, Radiological and Nuclear incidents; and
 - Provision of a written report and/or participation in post operation debriefs as required.
2. Public Health support
 - To be contactable on a 24/7 basis via an on call Duty Officer;
 - Provision of an on-site Liaison Officer to the Incident Controller/ Manager or Operational Area Manager as required;
 - Provision of advice on the potential dangers to public health and actions to be taken to mitigate these effects as required;
 - Provision of a written report and/or participation in post operation debriefs as required; and
 - Undertake medical surveillance to gather information concerning infectious disease and other public health issues specific to the emergency area.
3. Management of casualties (Hospital Response Teams)
 - In conjunction with SJA, manage the care of casualties as outlined in the State Health Emergency Response Plan.

ChemCentre

Role: Provide chemical support as required for detection and identification and to provide advice with respect the properties of chemicals, their neutralisation, decontamination and environmental fate. To assist the HMA and other agencies with forensic analysis and monitor site until danger has passed.

1. Be contactable and available on a 24/7 basis;
2. Provide a representative to the ISG/OASG as required;
3. Provide and maintain trained personnel in the use of appropriate protective equipment provided by DFES for entry into the Hot zone;
4. Sample and identify chemical substances including chemical CBRN agents;
5. Sample for additional evaluation at Chemistry Centre and/or DSTO;
6. Maintain chain of evidence and procedural protocols for forensics;
7. Provide information on the hazard;
8. Monitor until danger has passed;
9. Provide backup radiation detection support if required; and
10. Maintain specialised sampling and detection equipment, including by agreement, equipment provided by DFES.

Department of Environment Regulation (Pollution Response Unit)

Role: To administer the pollution and waste management control provisions of the *Environmental Protection Act 1986* and the provisions of the *Contaminated Sites Act 2006*.

1. To be contactable and available on a 24/7 basis;
2. Provide a representative to the ISG/OASG as required;
3. Provide advice on potential dangers to the environment and preferred actions with respect to contamination control measures, decontamination (where required), neutralisation, clean up, minimisation of wastes, disposal of wastes, and other actions to minimise or mitigate environmental impact;
4. Provide on-site representative for technical advice and other such assistance that may be appropriate and available when required by ISG/OASG;
5. Provide and co-ordinate environmental monitoring (such as particulates and dust, air toxics and contaminated water) during the emergency response and recovery phase for off-site impacts in the air or water using scientific instrumentation and/or sample collection as required;
6. Determine the level of clean up, disposal and site restoration required, and advise of any residual environmental impacts;
7. Provide a written report and/or participate in post operation debriefs on the emergency, as required; and
8. Coordinate/monitor long term clean up, when required.

Local Government

Role: To assist the HMA at collapse emergencies with advice and resources to deal with the emergency and coordination of community recovery at a local level.

1. Provide liaison officer with DFES;
2. Act in accordance with the Local Emergency Management Arrangements in support of DFES;
3. Provide advice on Local Authority drains, water and sewerage systems;
4. Provide resources support;
5. Provide advice by making the local Environmental Health Officer and Engineer available for collapse emergencies;
6. Provide a written report and/or participate in post operation debriefs on the emergency, as may be required, by the HMA;
7. Ensure management of risks process is applied to collapse in accordance with State EM Policy Section 3.2 and State EM Prevention Procedure 1
8. Provide Recovery Coordinator to coordinate long term community recovery, in accordance with the Local Recovery Plan, as required; and
9. Assist with the long term clean up, when required.

Main Roads Western Australia (MRWA)

Role: To manage the Main Roads network and structures and provide engineering and technical advice and support to the HMA for structural collapse emergencies.

1. To be contactable on a 24/7 basis;
2. Provide engineering and technical advice with respect main roads infrastructure;
3. Prepare and implement contingency traffic management plans arising from a collapse emergency;
4. To be responsible for the restoration of the Main Roads Network, including clean up and construction of Bridge assets during recovery operations; and
5. Participate in Post Operational Debriefs as required.

Water Corporation

Role: Protect and maintain the Corporation's water supply, sewerage, and drainage and irrigation services and provide advice and support to the HMA on water pollution and hydraulic services aspects of collapse emergencies

1. To be contactable on a 24/7 basis;
2. Provide specialist/technical advice, personnel and equipment to the Incident Manager or Operational Area Manager, as required;
3. Advise on non-local authority water supply, drainage sewerage and public irrigation systems;
4. Advise on water pollution aspects of collapse;
5. Where requested deal with containment, clean up and disposal of spills associated with the collapse;
6. Provide a written report and/or participate in post operation debriefs on the emergency, as may be required, by the HMA; and
7. Assist with the long term clean up, when required.

Industry Owners and Operators

Role: To assist the HMA with dealing with a collapse emergency.

1. Immediately advise emergency services via 000 of any collapse emergencies;
2. Assist the emergency services in coping with a collapse emergency at their facility by making available their own resources;
3. Provide specialist/technical advice by telephone and/or by attending the scene of an emergency;
4. Cooperate with their Local Emergency Management Committee by participating in the local planning process;
5. Provide a written report and/or participate in post operation debriefs on the emergency, as may be required, by the HMA; and
6. Assist with long term clean up, when required.

Other support organisations

Role: Provide support to the HMA and meet their statutory obligations.

1. Attend at the emergency site as requested;
2. Provide technical advice;
3. Assist with resource provision;
4. Assist in clean-up operations; and
5. Carry out statutory tasks.