



FIRE EMT

Emergency Management Training



Tall Building Emergency Planning - Owner/Occupant Responsibility and Legislation



Garry Dawson (GiFireE)

- 15 years military service as a Marine Engineer in Army Maritime Units
- 12 years in the Australian Aviation Rescue & Fire Fighting Service (ARFF)
- Managing Director/Founder of Fire EMT Pty Ltd in Australia since 2008
- Founder Fire EMT USA LLC 2024



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PRESENTATION FOCUS

- Legislative and procedural changes following incidents and subsequent enquires.
- Queensland Australia (Childers Backpackers)
- Legislated responsibilities and obligations to owners /occupiers of facilities
- Fire service enforcement and enhanced legislation
- Special requirements for High Rise facilities within the legislation (engagement of a qualified a fire safety advisor).



Incident

The **Childers Palace Backpackers Hostel fire** on 23 June 2000 killed 15 backpackers.

Robert Paul Long was arrested for lighting the fire and charged with two counts of murder and one count of arson. He was later sentenced to life imprisonment.



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Building Use

- The building was a backpacker's commercial structure erected in about 1902.
- Budget Accommodation housing a large number of Backpackers.
- Poorly regulated for safety of occupants
- Low consequence for building owner and occupier
- Comparison to:
 - High rise social housing
 - Overcrowded social housing



Building History Leading to the Event

- The building underwent several modifications and ownership, changes in its life



Compliance Inspections

- In 1993 the facility was Inspected, by the local Council Building Surveyor and a decision made that no application was required as the facility was already a Class 3. (BCA Classification)
- Local Fire Safety Officer (LFSO) was consulted on fire safety equipment.
- LFSO made 18 nonbinding recommended they weren't binding as the building was constructed prior to 1975 and fire safety systems were only applicable to buildings erected after 1975.
- LFSO wasn't authorized to make requirements under the building code, and it was a matter for the applicant as to whether they in fact attended to the suggested works. Fire safety alarms were not equipment that could be insisted on.
- Owner stated during the Coroner's enquiry he believed he had met all 18 requirements in September 1993 when the hostel opened.



Class 1	Class 1a	a single dwelling being a detached house or one or more attached dwellings, including a row house, terrace house, town house or villa unit,
	Class 1b	a boarding/guest house or hostel not exceeding 300 m ² in which no more than 12 people reside, which is not located above or below another dwelling or another Class of building other than a private garage.
Class 2	A building containing two or more sole occupancy units each being a separate dwelling.	
Class 3	A resident building, other than a Class 1 or 2, which is a common place of long term or transient living for a number of unrelated persons (e.g. boarding house, hostel, backpackers, hotel, residential part of school etc.).	
Class 4	A dwelling in a building that is Class 5, 6, 7, 8 or 9 if it is the only dwelling in the building.	
Class 5	An office building used for professional or commercial purposes, excluding buildings of Class 6, 7, 8 or 9.	
Class 6	A shop or other building for the sale of goods by retail or the supply of services direct to the public (e.g. cafe, restaurant, bar, kiosk, hair dressers' shop, showroom, service station).	
Class 7	Class 7a	A building which is a car park.
	Class 7b	A building for storage, or display of goods or produce for sale by wholesale.
Class 8	A laboratory, or a building in which a handicraft or process for the production, assembling, altering, repairing, packing, finishing or cleaning of good or produce is carried on for trade, sale or gain.	
Class 9	A building of a public nature -	
	Class 9a	a health care building.
	Class 9b	an assembly building, including workshop, laboratory or the like, in a primary or secondary school, but excluding any other parts of the building that are of another class.
	Class 9c	an aged care building.
Class 10	A non habitable building or structure -	
	Class 10a	a private garage, carport, shed or the like.
	Class 10b	a structure being a fence, mast, antenna, retaining or free standing wall, swimming pool or the like.

Class 3	A resident building, other than a Class 1 or 2, which is a common place of long term or transient living for a number of unrelated persons (e.g. boarding house, hostel, backpackers, hotel, residential part of school etc.).
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Compliance and Inspections

- Local Council conducted an inspection of the hostel and completed a Certificate of Classification dated 21 September 1993.
- The certificate authorised the use of the building as a hostel provided a number of matters identified in the certificate were attended to.

Eight items identified for rectification:

- Within six days they had been signed off by the then CEO of the Council on 27 September 1993.
- There seems little doubt that had it wanted to, the council could have checked that the work it stipulated had been done.



Compliance and Inspections

➤ Lieutenant Richard Randall a member of the Childers Auxiliary Fire Brigade conducted an inspection just prior to the new lessees (Where on Earth Pty Ltd) taking over in March 1999.

➤ Inspection covered the kitchen and various rooms and accommodation at the hostel.

Finding included:

- That the number of people in some of the rooms and personal property presented an evacuation problem.
- Observed barred windows.
- A large dormitory on the lower level of the building also caused concern due to the large number of people accommodated there and the placement of bunks.



Coroner's Enquiry

- The focus
- Questioned
- The circumstances
- Coroner's Statement



OFFICE OF THE STATE CORONER

FINDING OF INQUEST

CITATION:	Inquest into the Palace Backpackers Hostel Fire
TITLE OF COURT:	Coroner's Court
JURISDICTION:	Childers
FILE NO(s):	BRIS-COR 404-418/00
DELIVERED ON:	7 July 2006
DELIVERED AT:	Childers
HEARING DATE(s):	26 June 2000, 22 January 2001, 25 February 2006, 3-5 July 2006



Fire Service Reports



Queensland Fire and Rescue Authority (QFRA) conducted several reports

- Fire Incident Report
- Fire Investigation Report
- QFRA Building Fire Safety Report

➤ investigations conclude:-

“the nominated means of escape was through the normal access into the atrium and then into the hallway which led to the required exit door. A combination of the late notification of the fire and the rapid production of smoke and heat caused this means of escape to become untenable. The installation of suitable fire safety systems within the building would allow adequate time for all occupants to be warned of smoke or fire and escape before the paths of travel become untenable



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The Change

Building Fire Safety Regulation 2008 commences on 1 July 2008.

The main objects of this regulation are—

- (a) to ensure persons can evacuate buildings safely and quickly if a fire or hazardous materials emergency happens;
- (b) to ensure prescribed fire safety installations for buildings are maintained.

If you are an owner of, or a business or person occupying a building in Queensland, you have a legal obligation to ensure the safety of any person in that building in the event of a fire or hazardous material emergency. owners and occupiers must manage their compliance within the bounds of the Fire and Emergency Services Act 1990 and the Building Fire Safety Regulation 2008.



The Change

Queensland Fire Department

- Now has its own legislative branch that can enforce noncompliance of the act and regulation
- Enforceable regulation on budget accommodation and occupancy limits
- Each station has a quota of random inspections of commercial & residential properties
- Has an active building compliance department with specially trained inspectors who have input to new building compliance during design and construction/modification regarding BCA and Act/Regulation compliance



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QUEENSLAND FIRE AND RESCUE SERVICE
MAINTENANCE INSPECTION REPORT

Station File No. _____
QFRS File No. **0028262**
28-06-2012

Building / Part of Bldg. / Business Name: _____ Inspection Date: **28-06-2012**
Building Address: _____
Business Conducted: _____ No. of Floor Levels: _____ Nos. Occupants: _____ No. of Staff: _____
Occupier / Managing Entity / Body Corp: _____ Ph. No. _____
Address: _____ Fax No. _____
Contact Person: _____

Item	1st Ins.	2nd Ins.	3rd Ins.
1. Evacuation Routes	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
2. Fire Detection and Alarm System	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
3. Emergency Lifts - Fire Service Control	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
4. Fire Smoke Doors and Walls	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
5. Fire Alarm System	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
6. Fire Alarm Control Panel	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
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1st Inspection Name: _____ Station: _____
2nd Inspection Name: _____ Date: **28/6/2012**
Referred to Area Commander Name: _____ Author: _____

Notes - Occupier / Owner / Fire Inspector
Notes - Occupier / Manager / Fire Officer
Notes - Area Director / Fire Officer
Notes - Community Safety
Notes - Incident

Version 2.2 - 03/2011

Evacuation Plans:

☒ Evacuation plan in place / current
☒ In specified form
☒ Available for inspection
☒ Evacuation Instructions (Staff)
☒ Record of instruction produced / current
☒ Evac. practice record produced / current
☒ Fire Safety Advisor
☒ Approved Designation
☒ Statement / kept with Evac. Plan
☒ Certificate of Classification displayed
☒ Computer Optimised Plans
☒ Produced / current / checked / dated / valid



The Change

Owners – Occupiers

- Clearer guidelines to duties of owner – occupiers
- Separate requirement for budget accommodation facilities and occupancy limits
- Easier enforcement by owners/managing agencies on secondary Occupiers



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Evacuation Planning, Instruction & Practice

Fire and Evacuation Plans

42. Is there a fire and evacuation plan in place for each building?

- Every building must have a written fire and evacuation plan in place (except Class 1a and Class 10 buildings).
- This may be a hard copy or in electronic format.
- See item 44 to understand the items required in the fire and evacuation plan.

This item relates to Section 21 of the *Building Fire Safety Regulation 2008*.

47. Are all fire and evacuation plans available upon request?

- All fire and evacuation plans must be made available to interested persons for inspection, free of charge, upon request during normal business hours. This includes electronic copies.

This item relates to Section 26 of the *Building Fire Safety Regulation 2008*.

Occupier Statement (Annual)

61. Can an annual occupier statement be produced upon request?

- An occupier statement for the maintenance of all fire safety installations must be kept and a copy sent each year to the Commissioner. The occupier statement can be emailed to occupier.statements@qfes.qld.gov.au once completed.
- A copy must be retained with the evacuation plan and can be kept electronically.
- An example of the occupier statement is contained in the Queensland Development Code Mandatory Part 6.1. It is acceptable to utilise a modified form (e.g. company logo/heading etc.) as long as all of the relevant information is contained.
- Any Critical Defect Notices received during the year must be attached to the occupier statement.
- A Critical Defect is referred to in Items 39 and 40.

This item relates to MP 6.1 of the Queensland Development Code (links to online resources are provided under the 'Maintenance of Fire Safety Installations' section of these Advisory Notes, page 8), Sections 55A and 55B of the *Building Fire Safety Regulation 2008* and Section 10AD of the *Fire and Emergency Services Act 1990*.

42/48	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Evacuation Plans
44	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Written plan in place / current
47	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	In specified form
	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Available for inspection
	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Evacuation Instruction (Staff)
50/52/54	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Record of instruction produced / current
56	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Evac. practice record produced / current
57	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Fire Safety Adviser
	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Approval Documents
59	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Obtained / kept with Evac. Plan
60	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Certificate of Classification displayed
	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Occupier Statement (Annual)
61/39	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Produced / current / Critical Defect Notice



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High Rise Facilities Special Requirements

Owners – Occupiers must appoint a Fire Safety Adviser

- The occupier of any building that is a workplace employing 30 or more people as defined under the Building Fire Safety Regulation 2008 must appoint a Fire Safety Adviser (FSA).
- Accommodation buildings (Class 2 and 3) over 25 metres in effective height and some licensed building regardless of the number of workers must also appoint an FSA.
- Effective height is defined by the Building Code of Australia (BCA).



FIRE SAFETY ADVISER

The Building Fire Safety Regulation 2008 was introduced on 1 July 2008. The most significant reform in the regulation is the requirement for occupiers of high occupancy buildings, as defined under the regulation, to appoint and train a Fire Safety Adviser.

A Fire Safety Adviser is a person who holds an approved building fire safety qualification, issued within the last three years.

Approved building fire safety courses are made up of eight units of competency in Workplace Emergency Response within the Australian Quality Training Framework. They are:

- PUAFR0001 Identify, prevent and report potential facility emergency situations
- PUAFR0002 Ensure facility emergency prevention procedures, systems and processes are implemented
- PUAFR0003 Manage and monitor facility emergency procedures, equipment and other resources
- PUAFR0004 Respond to facility emergencies
- PUAFR0005 Operate as part of an emergency control organisation
- PUAFR0006 Lead an emergency control organisation
- PUAFR0007 Manage an emergency control organisation
- PUAFR0008 Confine small emergencies in a facility

Do I need to appoint a Fire Safety Adviser?

The Building Fire Safety Regulation 2008 states that you are required to appoint a Fire Safety Adviser if the building is a Class 2, 3, 5, 6, 7/8, 9, 9a or 9b building that is a workplace where 30 or more workers are normally employed.

Building Classifications:

- A Class 2 building is a residential building containing two or more apartments or units.
- A Class 3 building is a residential building such as a residential part of a motel, hotel or resort.
- A Class 5 building is an office building.
- A Class 6 building is a shop or other part of a hotel.
- A Class 7/8 building is a storage facility or display area.
- A Class 9 building is a laboratory or a factory.
- A class 9a building is a health care building.
- A class 9b building is an assembly building such as a night club.

The Building Fire Safety Regulation 2008 also states that you are required to appoint a Fire Safety Adviser if the building is a Class 2 or 3 building that is more than 25 metres in effective height. Effective height as defined in the Building Code of Australia is the height to the floor of the topmost story from ground level. For buildings under this height, the number of works is relevant.

In addition, Building Fire Safety Regulation 2008 states that you are required to appoint a Fire Safety Adviser if the building is a licensed premises that has been identified by the Commissioner, Queensland Fire and Emergency Services (QFES) as an at risk building.

This is a building that the QFES Commissioner is satisfied presents an unacceptable risk of overcrowding.

In multi-storied buildings where there are a number of tenancies employing 30 workers or more, each of those tenancies are required to appoint a Fire Safety Adviser. It is however acceptable for those tenancies to liaise with the Managing Entity of the building and appoint the same Fire Safety Adviser for the whole building. This solution allows all tenants to comply with the regulation and share the benefits of increased fire safety awareness.

Who is classified as a worker?

A person is considered a worker if they carry out work regardless of whether they do or do not receive payment. To be considered a worker, a person they must be employed or likely to be employed at the workplace for a total of 40 days during the current year. These 40 days do not need to be consecutive.

What duties can a Fire Safety Adviser undertake?

A Fire Safety Adviser is required to provide or arrange first response evacuation instruction, and evacuation coordination instructions.

In addition the Fire Safety Adviser may provide assistance to the occupier by:

- Liaising with occupiers to ensure the development of the Fire and Evacuation Plan.
- Liaising with occupiers to ensure the development of the Evacuation Sign and Diagram.
- Reviewing the Fire and Evacuation Plan and Evacuation Sign and Diagram annually.
- Monitoring the building's prescribed fire safety installation maintenance schedule and maintaining records and advise the occupier of discrepancies.

Who is classified as a worker?

A person is considered a worker if they carry out work regardless of whether they do or do not receive payment. To be considered a worker, a person they must be employed or likely to be employed at the workplace for a total of 40 days during the current year. These 40 days do not need to be consecutive.



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fireemtusa@yahoo.com

Webpage:

www.fireemt.com.au

Information Links

<https://www.fire.qld.gov.au/compliance-and-planning>

https://en.wikipedia.org/wiki/Childers_Palace_Backpackers_Hostel_fire

https://www.courts.qld.gov.au/_data/assets/pdf_file/0004/86647/cif-childers-palace-hostel-fire-20060707.pdf



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