





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







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.

















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 m² 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.).







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.







> The focus

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



Coroner's Enquiry



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



- > 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









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

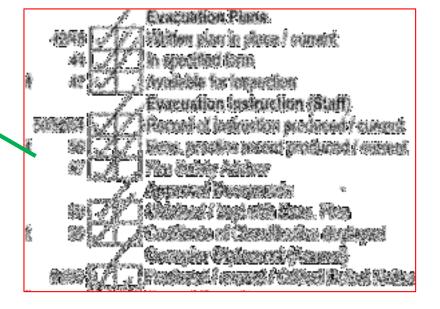
- Now has its own legislative branch that can enforce noncompliance of the act and regulation
- > Enforceable regulation on budget accommodation and occupancy limits
- > Each station has a quota of random inspections of commercial & residential properties
- ➤ Has an active building compliance department 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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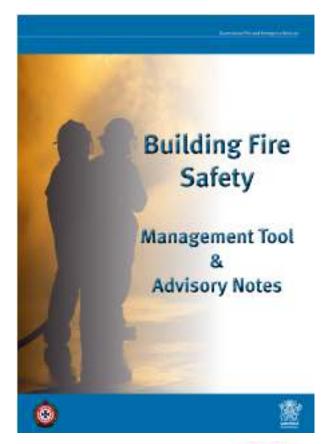




The Change

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









Advisory Notes for Fire Safety Management Tool for Owner/Occupiers

Instructions for the

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For forther information you can contain the ISES Community Safety Office in your region, id. Inc. to the contact life is not page 10 of these

Building Code of Australia Classification of Buildings and Structures

Bolow is a classification summary of haldings and structures as defined in the Building Code of Australia for reference in also significant of this document.

Class 1	One or more dischillings which coordinate -				
	Ciem le	durings deating being a described house of one or normalizative deatings, his holing a law house. Makes house, been house or ella-piol,			
	Carn 1b	a baseding/guest focuse or footed not exceeding (Killer) or which not yours than 1.2 people results,			
	which is not issued above or before exother diseiting ar worker Gass of Subjürg when then a private gauge.				
Date 7	A building completing 2 to store later supports such each haing a separate deciling				
(late)	A resident building, other than a Clarc Lise J, which is a common place of targ term or toward typing for a number of corestand persons in g. (pureling house, horte), hadeparkers, hotel, residented part of school etc.).				
Denn 4	Admitting in	writing in a building that is Class 5, 6, 7, 8 or 9/8 to the onto dwelling in the building.			
Class 5	An office but	e building road for professional or in momental purposes, excluding buildings of Claim 6, 7, 6 or 9.			
Dann 6	A stop or other building for the sale of goods by explice the supply of semices direct to the public is g. sale, instaured, but, troop, but observer's sing, stemment, service states).				
Class 7	Class fo	A Solding which is used park			
	Cless Th	# Dupliding for process, he disprise of growth or penduce for safe by wholesom:			
Claus #	A laboration, or a Scribing to which a handcraft or process for the production, assembling, altering, securing, particing, florating, or character of growing or produce to control or find harbs, rate or gate.				
Class #	A holding of a politic ration				
	Class Fe	A health care Soliding			
	Class We	an accordity building, including moderning, belonding on the libe, in a primary or according school, the excluding explicate parts of the building that are of accordes class.			
	Cieso 9x	an aged care fruiting.			
am. 16	A non-habitatian babiling or introducer.				
	Comments	A printer parties, compare, combat the life.			
	Class 186	a structure being a freez, most, among, enturing or the standing out, necessing out or the file.			

Class to and Class 10 folialitys are not sometro the requirements of the dutility five Julia Aspetrose 2008.

See the link below for an explanation of terrace house, now houses exmen provinger, as joint behalf that 2021 (1/Q/D-M) to bit had been for Maudi





DESCRIPTION OF THE PROPERTY OF

Means of Escape

vacuation Routes - All Buildings.

1. Are evecuation routes clear of obstructions?

- . The owner/accopier must ensure that no thing impedies or obstructs have an the execution made.
- The regulation defines a thing that may improve an abstract travel as a setticin, an animal, flatures or fittings. goods or materials. It may also include people.
- As execution mult is the path a person would take to exit the building. It is exactly marked with exit signaps. An execution must includes the space above the path of traval. An execution must must be indicated on the evacuation diagram (rate to items 9 and 44 for further details regarding evacuation diagrams).
- · Evaluation modes must be a recommend any mode wide.
- . A final and wast had directly to a road or upon space and where people are safe from the effects of a fire or fluored out moter/als emergency in the lackding.
- Evacuation reades start in common areas, and analise units, musting rearns or individual offices, A normal area is. a passageway, stationary, constant or multi-

This item relates to Section 9 of the Building Fire Safety Regulation 2008.

I. Are final exits clear of obstructions for two metres?

- The emery/nougher must amore a choic execution cools for two makes outside the Snot set of the building G.a. Host as thing improve as obstructs travel for two meters wanter the floor with.
- · A final enit state is the last enit store from the building
- A final and above must lead directly to a place of sofety outside the building or open square and where people are. safe from the effects of fire or happrocoun materials emergency to the building.
- The regulation defines a thing that may imposit or ideal or I travel as a minimit, an arrival, Balance or Billings. gloods or traderiets. It may also include people.

This item relates to Section 8 of the Building five Solely Requisition 2008.

I. Are the final outs of any adjoining properties clear?

- · The acceptor of one limiting must not blank the front and from a neighbouring habiling or unuma-
- . The pener/occupier must prouve that the first softs of the adjusting property are steal (i.e. that is a fixing largestes or obstructs travel for two meters outside the /kspl exity.
- A first out does is the last exit abor from the neighbouring building or tenancy and leads to a power of soleto. without any further impediments such as looked gimes.
- . The regulation defines a thorp that may impace or obstract travel as a rehicle, on aromal, fedures or fittings, goods or resterials. It may also include people. We example of a thing obstructing travel would be piscong or rubblish skip within two metres of a neighbouring teneral's final exiti-

This tiem relates to Section 9 of the Building Fire Soficy Regulation 2008.

Exit Goors

4. In the door hardware the correct type?

- Exit doors are doors that are in the reorganism mute or are doors at the final soil of the building.
- . Exit doors must be opened by a single handed downward or pashing action on a single device.
- . Lever type handles or panic bars are the only acceptable door handware for exit doors.
- Barrel bolts are not idegal providing they are belied to the open position when the building is occupied.
- Enob type handles are not acceptable door hardware for ext doors.
- Automatic opening doors that open on activation of the fire detection system are acceptable, providing if they fail.
- they can be manually operact with a force of \$100 Newton. The force related to \$6.11 Mingrand; or less.

 Siding doors, if approved, are acceptable, Queensland Recard Energincy Services SQESI recommend that an army showing the direction of stide and signage indicating side to open be attached to the dose.

This turn relates to Sections 10 and 11 of the Building Fire Safety Deposition 2006.

5. Are the doors along the execuation route unlocked (unabstructed?

- . The penery/acception must ensure down on evaluation routes see not looked if people are known to be in the
- . Doors on evaluation mates must be able to be specied by a single handred downward or pushing action on a single dwise. Book type handles are not acceptable door handware for these doors.

DESCRIPTION OF







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 sofety installations must be kept and a copy sent each year
 to the Commissioner. The accupier statement can be emailed to occupier statement spokes old 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 Waintenance of Fire Safety Installations' section of these Advisory Notes, page 8), Sections 55A and 55B of the Building Fire Safety Regulation 2008 and Section 104D of the Fire and Emergency Services Act 1990.

FIRE EMT

Emergency Management Training









High Rise Facilities Special Requirements

<u>Owners – Occupiers must appoint a Fire Safety Adviser</u>

- 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).









The Building Fire Sofety Regulation 2008 was introduced on 1 July specii. The most significant reform in the regulation is: the requirement for accupiers of high accupancy buildings, as defined under the regulation, to appoint and train a Fire

A Tire Safety Advisor is a person who holds an approved building fire safety qualification, issued within the last there

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

- PUATERsocs identify, prevent and report potential. facility emergency situations
- PUAPSRoop Ensure facility emergency prevention. procedures, systems and processes are implamented
- PGAFOlion's Manage and monitor facility emergency procedures, equipment and other resources
- PDATERoog Respond to facility emergencies
- PUNFERGO, County of part of an emergency control
- PCAFEROod Lead an emergency control organisation
- PUAFDFoor Manage on emergency control organisation
- PUAFERood Curffor until amergencies in a facility

Do I need to appoint a Fire Safety Adviser?

The Building Fire Sefety Regulation 2008 states that you are required to appoint a Fire Safety Advisor if the building is a Class 2, 5, 5, 6, 75, 9, 54 or 90 building that is a workplace where 30 or more workers are normally employed.

Building Classifications:

- A Class a building is a residential building containing. two or more apartments or units.
- A Class a boilding is a residential building such as a residential part of a motel, hotel or resort.
- . A Clean's building in an office building.
- A Class 6 building is a shop or other part of a husel.
- A Class 7b building is a storage facility or display awa.
- A Class 8 building is a laboratory or a factory.
- A class so building to a health care building.
- . A class, git building is an assembly building such as a

The Building Fire Sofety Angulation 2008 also states that you are required to appoint a fire Safety Advisor 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 Cade of Australia is the height to the floor of the tournest story from ground level. For buildings under this height, the number of works is intelligent.

in addition. Building Fire Safety Regulation anod states that you are required to appoint a Fire Safety Advisor If the building is a licensed premises that has been identified by the Coremissioner, Queenstand Fire and Emergency Services. KDFES) as an at risk building.

This is a building that the OPES Coremissioner is satisfied. presents an unicorptable risk of overcrewding.

to multi-benunted buildings where there are a number of tenancies employing yo werkers or more, each of those: tenuncles are required to appoint a fine Safety Advisor. It is: however acceptable for those tenancies to large with the Managing Entity of the building and appoint the same New Safety Advisor for the whole building. This subdies above all tanents to comply with the legislation and share the benefits of increased the safety evereness.

Who is classified as a worker?

Aperior is correlated a worker if they carry out work regardless of whether they do or do not tecopy contraint. 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 go days do not ment to be consensible

What duties can a Fire Safety Advicer undertake?

A Fire Sigkity Advisor is required to provide or amongo first response exacuation instruction, and evacuation coordination instructions.

in addition the Fire Safety Advisor may provide assistance to the occupies by:

- Listing with occupiers to ensure the development of the Rim and Tyaquation Plan.
- Listening with occupiers to ensure the development of the Evecuation Sign and Diegram.
- Paviewing the Fire and Evacuation Plan and Evacuation Sign and Diagram annually.
- Monitoring the building's prescribed fire safety

installation maintenance schedule and maintenance records and white 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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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

