

EMERGENCY RESPONSE PLAN – SUB PLAN

COFFS HARBOUR HEALTH CAMPUS – Including Mid North Coast Cancer Institute and Mental Health Rehabilitation Unit

BUSHFIRE EMERGENCY MANAGEMENT AND EVACUATION PLAN

Hospital Emergency Operation Centre

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1.0 Introduction

This Bushfire Emergency Management and Evacuation Plan is for Coffs Harbour Health Campus including the Mid North Coast Cancer Institute and the Mental Health Rehabilitation Unit which has been designed to assist management to protect life and property in the event of a bushfire.

The CHHC Bushfire Emergency Management and Evacuation Plan is a requirement of the State Significant Development Approval SSD-8981 which require that;

D9: Prior to the commencement of operation, the Applicant must prepare a Bushfire Emergency Response Plan (OBEMP) to the satisfaction of the Planning Secretary. The OBEMP must form part of the OEMP required by condition D3 and must:

- a) be prepared by a suitably qualified and experienced person(s);*
- b) be consistent with section 4.2.7 of NSW Rural Fire Service's Planning for Bush Fire Protection 2006 and NSW Rural Fire Service's A guide to developing a bush fire emergency management and evacuation plan; and*
- c) include details of:*
 - I. the bushfire emergency response for operational phase of the development;*
 - II. predicted bushfire attack levels;*
 - III. bushfire warning time and bushfire notification;*
 - IV. assembly points and evacuation routes;*
 - V. evacuation and refuge protocols; and*
 - VI. awareness training for employees and contractors*

The plan follows the principles of the NSW Rural Fire Service Bush Fire Emergency Management and Evacuation Plan outlining the procedures for both **sheltering** (remaining on-site) and **evacuation** to enhance the protection of occupants from the threat of a bushfire.

The Primary Action to follow under normal bush fire conditions is to: Shelter

This is a sub-plan of the Coffs Harbour Health Campus Emergency Response Plan required under AS4083.

Type of Premise: Hospital
Name of Premises: Coffs Harbour Health Campus
Street No and Name: 345 Pacific Highway
Suburb: Coffs Harbour
Post Code: 2450
Council Name: Coffs Harbour City Council
Contact Person: Lydia Dennett, Coffs Clinical Network Coordinator
Date of Plan: 1 June 2021
Date of Review: Annually
Types of Facilities: Coffs Harbour Hospital – Clinical Services Building and Main Services Building

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Mid North Coast Cancer Institute – Coffs Harbour
Mental Health Rehabilitation Unit

Additional neighbouring buildings to be considered during a bushfire:

NSW Ambulance
UNSW Rural School of Medicine
Shearwater Lodge
Strammit Cottage

The Coffs Harbour Health Campus - Bushfire Management and Evacuation Plan should be read in conjunction with;

- CHHC Emergency Response Plan: Code Red - Fire
- CHHC Emergency Response Plan: Code Yellow – Internal Disaster
- CHHC Emergency Response Plan: Code Orange – Evacuation

Caution: It should be noted that the procedures and response for a building fire identified in the above documents may be different to those identified for a bushfire under the BEMP.

1.1 Review and Endorsement Process

The Bushfire Emergency Management and Evacuation Plan shall be reviewed no less than annually as a minimum.

Any changes to the Bushfire Emergency Management and Evacuation Plan should be in consultation with the Local Emergency Management Committee (LEMC).

Proposed amendments to the Emergency Response Plan are to be forwarded in writing to the Facility Manager to be endorsed at the Network Emergency Management Committee for endorsement and then to the MNC Health Emergency Management Committee for endorsement and sign off by HSFAC prior to implementation.

Authorised amendments will be listed in the table below;

Amendment List		Section / Page	Amended by: Name & Initials	Date of Amending
Version	Amendment			
1	New	All	Tracey Moore (TM)	1 June 2021
2	Inclusion of bushfire attack levels Inclusion of information on bushfire protection measures		Tracey Moore (TM)	22 April 2022

3	Feedback from North Coast Regional Emergency Management Officer (REMO) Addition of Statement of APZ and Landscaping Management Intent – Coffs Harbour Hospital as an appendix	1.6.3	Tracey Moore (TM)	29 June 2022
4	Feedback from GeoLINK	Section 1 1.5.3 Table 2 and 3 Section 1.6.5	Tracey Moore (TM)	7 Oct 2022

1.2 Related Legislation, Australian Standards and Ministry of Health Policy Directives, Guidelines and Information Bulletins

- The Environmental Planning and Assessment Act (1979)
- Rural Fires Act (1997)
- Rural Fires Regulation (2013)
- Australian Standards AS3745 Planning for emergencies in facilities
- Australian Standards AS3959 Construction of buildings in bush fire prone areas
- Australian Standards AS4083-2010: Planning for Emergencies – Health Care Facilities
- NSW Rural Fire Service (2019) Planning for Bush Fire Protection. A Guide for councils planners, fire authorities and developers.
- NSW Rural Fire Service Bush Fire Emergency Management and Evacuation Template
- GeoLink (2018) Bush Fire Hazard Assessment – Coffs Harbour Hospital Expansion
- MNCLHD Healthplan 2022

1.3 Abbreviations

ACRONYM	DEFINITION
APZ	Asset Protection Zone
AS	Australian Standards
BAL	Bushfire Attack Level
BCA	Building Code of Australia
BPL	Bushfire Prone Land
CCN	Coffs Clinical Network
CHHC	Coffs Harbour Health Campus
FDI	Fire Danger Index
FRNSW	Fire Rescue NSW
HEOC	Hospital Emergency Operation Centre
HIC	Hospital Incident Controller
HSFAC	Health Service Functional Area Co-ordinator
LEOCON	Local Emergency Operations Controller
MNCCI	Mid North Coast Cancer Institute
MNCLHD	Mid North Coast Local Health District

COFFS HARBOUR HEALTH CAMPUS EMERGENCY RESPONSE PLAN – SUB PLAN – BUSHFIRE MANAGEMENT AND EVACUATION PLAN

ACRONYM	DEFINITION
PBP	Planning for Bushfire Protection
RFS	Rural Fire Service
SES	State Emergency Services
UNSW	University of New South Wales

1.4 Coffs Harbour Health Campus – Site Characteristics

Coffs Harbour Health Campus (CHHC) was opened in 2001, and is the Major Non-Metropolitan Referral Hospital for the Coffs Clinical Network (CCN) of the Mid North Coast Local Health District. Coffs Harbour Hospital provides services at role delineation level four and five, providing a broad range of specialist services. Services include general medicine, surgery, day surgery, planned and emergency theatre service, coronary care (including coronary angiography unit), intensive care, obstetrics, special care nursery, paediatrics, emergency medicine, medical and radiation oncology, palliative care, rehabilitation, stroke, renal dialysis, high dependency, acute and rehabilitation mental health, onsite medical imaging and pathology services and an extensive range of outpatient clinics.

In 2018, GeoLINK was engaged by NSW Health Infrastructure to prepare a bush fire hazard assessment as part of the planning for the construction of a new clinical services building. GeoLINK reported;

- Site as being flat and with Swamp Mahogany Swamp Forest vegetation occurring on the north and southern perimeter *Figure 1: Aerial Photo of CHHC* clearly demonstrates the surrounding bushland around the hospital grounds.
- E2 Environmental Conversation zoned land exists within the north and south of the site
- Coffs Harbour City Council Bushfire Prone Land (BPL) Mapping classified the site as Bushfire Prone Land - Category 1 and bushfire buffer
- Coffs Harbour LGA is located within the 'North Coast' fire area, with a Fire Danger Index (FDI) rating of 80.
- Southern Asset Protection Zone (APZ) currently does not provide APZ distances and landscape design consistent with that preferred under Planning for Bushfire Protection (BPB) 2006 and PBP 2017. The southern boundary (*Figure 2: Southern APZ*) does provide some form of APZ; with a cleared inner protection area (internal road formation) of approximately 20 m and maintained understorey outer protection area of approximately 20 m. It is this southern vegetation that presents the greatest fire hazard risk to the site and requires special consideration during preparation of a bush fire emergency and evacuation management plan. *Figure 3: Aerial Photo of Coffs Harbour Health Campus Asset Protection Zones* illustrates the APZs for the hospital
- Bushfire Attack Levels (BAL) were reported for the new Clinical Services Building as 12.5
- A Building Code of Australia (BCA) report prepared by Blackett Maguire & Goldsmith (2018) for the Coffs Harbour Hospital Expansion reported the proposed Clinical

Services Building would not trigger an upgrade of the existing CHHC façade by maintaining a six meter distance between the two buildings

Figure 1: Aerial Photo of Coffs Harbour Health Campus

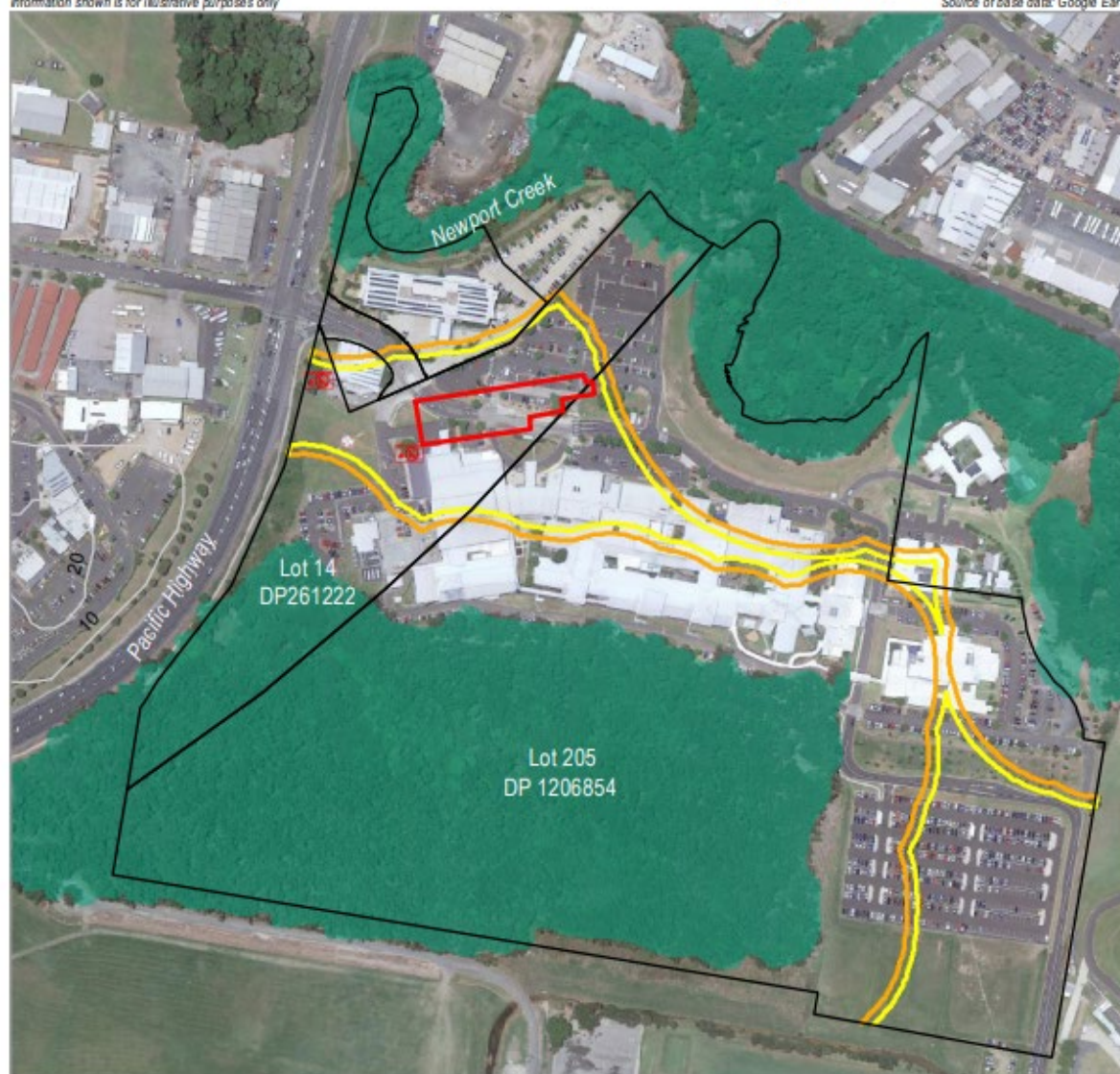


Figure 2: Southern APZ



Figure 3: Aerial Photo of Coffs Harbour Health Campus Asset Protection Zones

Information shown is for illustrative purposes only
 Drawn by: AB Checked by: RE Reviewed by: SJW Date: 15/05/2018
 Source of base data: Google Earth



LEGEND

- New clinical services building development zone
- CHHC boundary
- Forest (hazard vegetation)
- APZ PBP 2006 (60m)
- APZ PBP 2017 (67m)
- Contour at 10m intervals
- Fire hydrant

Data Source: GeoLINK Bush Fire Hazard Assessment Coffs Harbour Hospital Expansion (2018)

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1.5 Bushfire Protection Measures

During a bushfire, there are three ways in which buildings are commonly known to ignite;

- **Ember attack** – burning debris or embers can ignite a building through direct contact, igniting combustible gases, entering through small gaps in the building structure or igniting something near the building
- **Radiant heat** – heat can cause structural failure (i.e. melting and cracking), ignite gases through heating building components and dry out surfaces, making them more flammable
- **Flame contact** – direct contact with flames from the fire front or other fire source (i.e. something that has ignited near the building) will ignite combustible materials

The relative risk of the Hospitals potential exposure to a bushfire is known as the Bushfire Attack Level (BAL). The Bushfire Attack Level (BAL) for the new Clinical Services Building is 12.5.

Table 1: Bushfire Attack Levels (BAL)

Bushfire Attack Level (BAL)	Description of Risk
BAL - Low	Lowest risk from a potential fire
BAL - 12.5	Risk is primarily from potential embers during a fire. (Radiant heat up to a level of 12.5 kW/m ²)
BAL - 19	Moderate risk , particularly from embers and burning debris
BAL - 29	High risk , particularly from embers and burning debris
BAL - 40	Very high risk. Likely to be impacted by embers, debris, heat and potentially flames. i.e. Flames from the bushfire front may intermittently contact the building.
BAL - FZ	Extreme risk. Directly exposed to the flames of a potential fire front. Flames from the bushfire front are likely to engulf part or all of the building.

1.5.1 Construction:

The new Clinical Services Building was constructed to achieve a construction standard of BAL 12.5 as per AS3959:2018 Construction of buildings in bushfire prone areas and NSW Rural Fire Service (2019) Planning for Bush Fire Protection.

No changes were required for the façade of the existing hospital building under Part C of the BCA by maintaining a minimum six meter separation distance between both buildings with a 6.3 metre separation achieved.

1.5.2 Asset Protection Zones:

The southern perimeter road and swales to the north provide asset protection zones (APZ), acting as a buffer zone between a bush fire hazard and buildings. A focus on minimising the fuel load of the southern APZ is undertaken while maintaining compliance with the E2 Environmental Conservation zoned land within this area to reduce radiant heat levels, flame, localised smoke and ember attack.

Within the hospital grounds landscaping is maintained to minimise bush fire risks.

1.5.3 Internal Roads:

CHHC has two access roads to and from the hospital providing safe access and egress for people to leave the hospital at the same time that emergency service personnel are arriving to undertake firefighting operations.

Main entrance to the Coffs Harbour Health Campus is from the Pacific Highway

Secondary access from Stadium Drive along Phil Hawthorn Drive

Within the hospital grounds the southern perimeter road is a sealed road with kerb on one side. The road is a staff only road controlled by boom gates with swipe card access. In the event of a bushfire the boom gates will need to be opened.

The Hospital is located within a built-up urban area accessible to emergency services with urban firefighting facilities available

1.5.4 Services – Water, gas and electricity:

- An adequate supply of water is available for firefighting purposes with council water supply and non-reticulated water supply available from Newports Creek on the northern boundary of the hospital campus grounds.
- Fire hydrant booster onsite
- Fire hose reels are located at regular intervals around the Hospital
- All exposed water pipes external to the building are metal, including any fittings
- Electrical transmission lines supplying power to the hospital are located underground
- Gas cylinders are located more than 10 meters from flammable materials and safety valves are directed away from hospital buildings

1.6 Emergency and Evacuation Planning:

- Evacuation diagrams are installed at the inside face of all external doors
- Fire Extinguishers and fire hose reels are installed throughout building

- Site based Bushfire Management and Evacuation Plan as part of Emergency Response Plans
- Staff training

1.6.1 Building Occupants

The hospital provides a 24 hour, seven day per week service with 319 beds and treatment spaces.

The number of employees, volunteers, patients and visitors on site will vary depending on the time of the day and day of the week.

The nature of the building being a hospital means that there will be a range of people (staff, volunteers, patients and visitors) who may require support. The level of support will range from those who are independent and ambulant to non-ambulant and /or combative and confused patients.

For consideration is the co-located buildings around Coffs Harbour Health Campus that will need to be considered as part of this plan including; UNSW Rural Clinical School of Medicine, Shearwater Lodge, Strammit Cottage and NSW Ambulance.

Number of employees: 1,100
Number of occupants: 500-800, depending on time of day
Number of occupants with support needs: 350

1.6.2 Roles and Responsibilities in Bushfire Emergency

The roles and responsibilities for staff at CHHC in response to a bushfire emergency are outlined in Table 1 below.

Table 2: Bushfire Emergency Roles and Responsibilities

Area of Responsibility	Position	Role in Bushfire
All of site	CCN Network Coordinator (or delegate)	Hospital Incident Controller
MNCCI	Nurse Unit Manager – Oncology 6656 5811	Chief Fire Warden
Mental Health Rehabilitation Unit	Nurse Unit Manager –Mental Health Rehabilitation Unit 6656 5609	Chief Fire Warden
UNSW Rural Clinical School of Medicine	Education Support Officer Acting Campus Manager 6652 0411 8-5pm Mon – Fri 0421 703 740	Chief Fire Warden
Shearwater Lodge and Stramitt Cottage	Site Manager – Linda Phillips 0414 984 581 (24 hours)	Chief Fire Warden

Contact details for Emergency Services listed below are located in the Hospital Emergency Operation Centre. The contact numbers and details are updated regularly by the Executive Assistant to the CCN Network Coordinator:

- NSW Rural Fire Services
- Fire and Rescue NSW
- NSW Police
- NSW Ambulance

Other resources to support the Hospital Emergency Operation Centre during a bushfire include;

- NSW Rural Fire Service website – to access information including Fires Near Me and for Major Fire Updates
- RFS Bush Fire Information Line – 1800 679 737
- Local Fire Control Centre – 1 Aviation Drive, Coffs Harbour 6651 6133

Key contacts for the future review of this plan include;

- Coffs Harbour City Council Local Emergency Management Committee (LEMC), coordinated by Ross Clark Governance Coordinator 6648 4206 / 0409 076 028
- Steve Hompes Region Emergency Management Officer, North Coast Region, NSW Police Force 0417 416 590

There are three key periods of bush fire attack to consider as an approaching bush fire impacts on a property;

- **Bush Fire Approaching:** Can last 30 minutes to several hours, dependent on speed and intensity of fire. Some embers may start to fall around the property, igniting spot fires. The more intense the fire, the earlier the ember attack will start.
- **Fire Front Impact:** During this period, which can last from 10 minutes to over an hour, the property will be exposed to ember attack, radiant heat, and the fire front itself. Wind damage may expose parts of the building for embers to enter.
- **Fire Front has Passed:** For several hours after the fire front has passed, the property will be exposed to ongoing ember attack and spot fires.

Table 3: CHHC Bush Fire Action Statements

Stage	Trigger	LHD Action	By Whom
Hazard Reduction	Outside of Bush Fire Season	Hospital to maintain grounds of the precinct in accordance with the NSW Rural Fire Service document “Planning for Bush fire Protection 2006 and signed <i>Statement of Asset Protection Zone and Landscaping Management Intent – Coffs Harbour Hospital – Appendix 1</i>	CCN Physical Resources Manager
Preparation	Declaration of Bush Fire Season	Staff awareness of bush fire management and evacuation plan	CHHC Executive

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		Ensure buildings and areas around the Hospital are prepared and maintained Ensure any fire-fighting equipment is serviceable and available Update emergency contact details in the Hospital Emergency Operation Centre (HEOC) Update Plan and communicate changes	CCN Physical Resources Manager Executive Assistant to CCN Network Coordinator Chair CCN Health Emergency Management Committee
Response	When bush fire is identified as in surrounding area	Consult NSW RFS website, 1800 NSW RFS smart phone applications Inform staff of fire situation Ensure all LHD and staff vehicles are relocated from road between hospital and koala corridor - do NOT block road as may be required by Fire and Rescue NSW or RFS The boomgates on the southern perimeter road are to be left in the open position to ensure emergency services can access this road during a bushfire event. Establish Hospital Emergency Operation Centre (HEOC) with notification to HSFAC	CCN Network Coordinator As above Fleet Manager Physical Resources CCN Network Coordinator / Hospital Incident Controller
	Approaching bush fire - Shelter	HEOC request resources from LEOCON via HSFAC for regular exterior visual inspections and to extinguish fires Closure of air intake valves Close all doors and windows Identify Relocate persons to the designated space within the building away from the approaching fire front LEOCON to make regular contact with the Hospital Emergency Operation Centre HEOC to maintain regular contact with HSFAC	Hospital Incident Controller Physical Resources As above Hospital Incident Controller LEOCON Hospital Incident

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		HEOC to monitor NSW RFS website, 1800 NSW RFS smart phone applications	Controller As above
	Approaching bush fire – Evacuation Planned or Forced <i>This should only be conducted as a very last resort, because it is at this stage of evacuation where most of the difficulties, in terms of loss of life and injury to patients, occur as exposes people to risks of heat, embers and smoke</i>	LEOCON is the authorising officer for an evacuation order HEOC advising number of people to be evacuated Department Emergency Coordinator to make regular contact with the Hospital Emergency Operation Centre re: evacuation process Ensure all persons evacuated are accounted for Following evacuation – nominated staff to contact relevant families Arrange security for Hospital	LEOCON Hospital Incident Controller LEOCON LEOCON LEOCON LEOCON
Recovery	What to do when a bush fire front emergency has passed	LEOCON confirm bushfire risk has passed Department Fire Warden to coordinate return of all persons, confirming all people are accounted for If the Hospital was evacuated - No person should re-enter any evacuated building until advised by emergency services Notification to HSFAC of return to Hospital if safe to do so Development of recovery plan Debrief and review of the CHHC Bushfire Management and Evacuation Plan	LEOCON Hospital Incident Controller LEOCON LEOCON HSFAC Chair CCN Health Emergency Management Committee

The primary action in the event of a bush fire impacting the Hospital will be **Sheltering in Place**.

The hospital buildings have adequate Asset Protection Zones and building standards to support **sheltering as the primary action** and the relocation of people to the next fire compartment rather than evacuation from the building.

Fire-fighting resources would be deployed to assist the hospital to take the shelter in place stance.

1.6.3 Evacuation Trigger

In the event of an extreme or catastrophic conditions emergency services may decide to evacuate areas for public safety.

Evacuation presents risk to those being evacuated including exposure to heat, embers and smoke.

Evacuation also presents risk to responders impacting the ability of fire appliances responding to the site, possible blocking accesses, creating confusion,

The decision to evacuate will be under direction from;

- Local Emergency Operations Controller (LEOCON) – Senior Police Officer

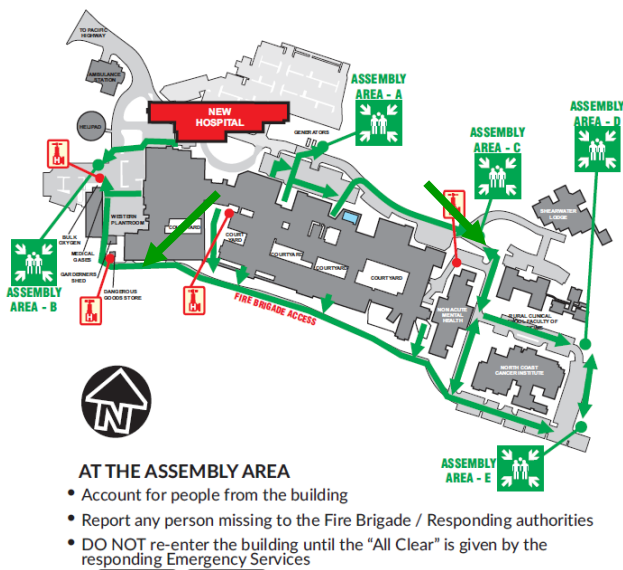
Evacuation is not a decision to be made lightly and while normal manual handling and clinical practices should be followed wherever possible the nature of the emergency may restrict the methods able to be used. Emergency services will assist upon arrival but in the immediate period hospital staff may be required to evacuate patients in the most effective way to save lives. Prior planning and preparation by all staff is essential to achieve the best outcome.

1.6.4 Designated Emergency Assembly Points (On-site Refuge)

LEOCON would determine if evacuation to a designated on-site emergency assembly point is a safe option, noting this decision may present risks of heat, ember and smoke exposure to people assembled at on-site emergency assembly points.

Figure 3: CHHC Emergency Assembly Points Site Plan

SITE PLAN:



Refer to CHHC Emergency Response Plan: Code Orange – Evacuation for detailed information regarding Evacuation

1.6.5 Staff Training

Fire and evacuation training is designated as a mandatory education module for all new employees (including volunteers) and an annual education module for existing employees.

Department-based orientation includes the identification of fire-fighting equipment, evacuation routes and assembly points.

Contractors are orientated to fire safety and evacuation principals as part of site orientation.

MNCLHD Organisational Learning and Development Team coordinate the recording of fire safety and evacuation training for all staff (including volunteers) with compliance reported at a LHD, facility and cost centre level.

MNCLHD employees designated as part of the Hospital Emergency Operation Centre (HEOC) receive training in emergency operation centre management.

A specific bushfire emergency response exercise should be conducted on a regular basis.

DRAFT

Appendix 1: Statement of APZ and Landscaping Management Intent – Coffs Harbour Hospital



31 August 2020

Peter Ashcroft
CPB Contractors
345 Pacific Highway, Coffs Harbour
NSW 2450

Email: Peter.Ashcroft@cpbcon.com.au

To Peter,

Statement of APZ and Landscaping Management Intent - Coffs Harbour Hospital

I, Theresa Beswick as an authorised representative of the Coffs Harbour Hospital, acknowledge and confirm that as part of the redevelopment project, that the grounds of the precinct are required to be managed in accordance with the NSW Rural Fire Service document *Planning for Bush fire Protection 2006* (PBP) and relevant supporting documentation.

I understand that this standard includes the following actions and specifications as adapted from PBP for landscaping and property maintenance:

- Maintain a clear area of low-cut lawn or pavement around each building;
 - Minimise the use of organic mulch around buildings;
 - Trees and vegetation are appropriately separated from any overhead powerlines
 - No tree or tree canopy is to occur within 2 m of the future building rooflines;
 - No tree branches overhanging building roofs;
 - The presence of a few shrubs or trees is acceptable provided they:
 - Are well spread out and do not form a continuous canopy;
 - Are not species that retain dead material or deposit excessive quantities of ground fuel in a short period or in a danger period; and
 - Are located far enough away from the building so that they will not ignite future buildings by direct flame contact or radiant heat emission.
- Any landscaping or plantings should preferably be local endemic mesic species or other low flammability species.

I hereby confirm that the grounds will be managed to the identified standard above.

Yours sincerely


Dr Theresa Beswick
General Manager, Coffs Harbour Health Campus
Coffs Clinical Network Coordinator

General Manager/Network Coordinator
Mid North Coast Local Health District
ABN 57 946 356 658
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Locked Mail Bag 812 Coffs Harbour NSW 2450
Tel (02) 6656 7017 Fax (02) 6656 7018
Email theresa.beswick@health.nsw.gov.au
Website www.mncld.health.nsw.gov.au

Appendix 2: SSD 9891 Conditions and References

Condition ID	Requirement	Reference
D9	Prior to the commencement of operation, the Applicant must prepare a Bushfire Emergency Response Plan (OBEMP) to the satisfaction of the Planning Secretary. The OBEMP must form part of the OEMP required by condition D3 and must:	-
D9 (a)	be prepared by a suitably qualified and experienced person(s);	Refer Geolink Peer Review – Paul Creenaune, Senior Bushfire Consultant
D9 (b)	be consistent with section 4.2.7 of NSW Rural Fire Service's <i>Planning for Bush Fire Protection 2006</i> and NSW Rural Fire Service's <i>A guide to developing a bush fire emergency management and evacuation plan</i> ;	<i>Development Planning: a guide to developing a Bush Fire Emergency Management and Evacuation Plan</i> (NSW Rural Fire Service, 2014), and <i>Planning for Bush Fire Protection: a guide for councils, planners, fire authorities and developers</i> (NSW Rural Fire Service, 2019) <i>GeoLINK Bush Fire Hazard Assessment – Coffs Harbour Hospital expansion (2018)</i>
D9 (c) include details of:	(i) the bushfire emergency response for operational phase of the development;	Section 1.6
	(ii) predicted bushfire attack levels;	Table 1
	(iii) bushfire warning time and bushfire notification;	Table 2
	(iv) assembly points and evacuation routes;	Figure 3
	(v) evacuation and refuge protocols; and	1.6.8 and 1.6.9
	(vi) awareness training for employees and contractors.	1.6.11

