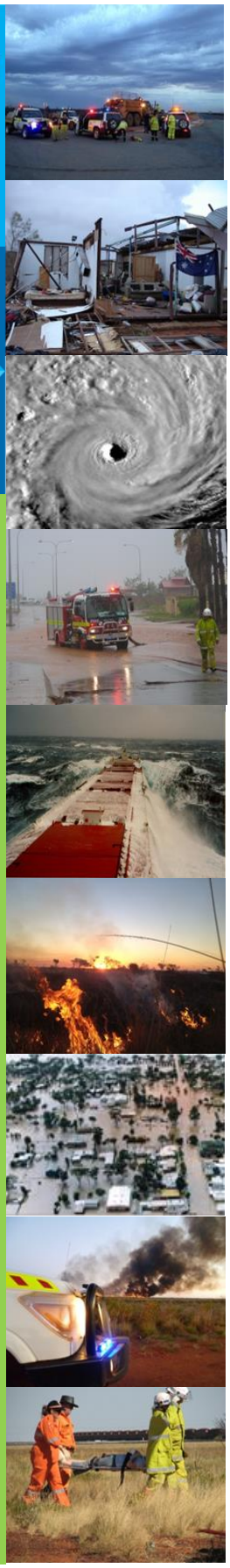
Town of Port Hedland



TOWN OF PORT HEDLAND

Evacuation Plan

2015

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INTRODUCTION

A range of hazards regularly pose a risk to communities throughout Western Australia. Evacuation of people from an area affected by a hazard is one of the strategies that may be employed by emergency managers to mitigate the potential loss of, or harm to, life.

Experience has shown that the evacuation of residents is not always the optimum solution to managing the risk. Alternatives to evacuation such as to stay and shelter in place and control or restriction of movement should also be considered where appropriate.

These instructions are recommended for use by emergency services and support agencies in the Town of Port Hedland and have been specifically designed to establish procedural guidelines for dealing with any emergency.

Should an emergency occur, it is imperative that the situation is dealt with swiftly and effectively to ensure injuries, loss of life, and damage, is kept to an absolute minimum.

Life safety must be considered a priority, and for that reason, the evacuations must be planned and organised to ensure that all personnel are moved in an orderly fashion from any danger, or potentially dangerous situation, to a place of safety.

As a result of an emergency, evacuation of affected people may need to be considered. This may involve a complex operation that has the potential to place evacuees at risk during the evacuation. It also has the propensity to de-stabilise a community and involve extensive welfare arrangements. Through careful planning, and a thorough knowledge of these arrangements, risks associated with the evacuation process can be minimized.

AMENDMENT LIST

Amendments to this Evacuation Plan will be issued periodically. Any suggestions for amendments can be forwarded to the Contact Officer.

AMENDMENT		DETAILS	AMENDED BY
NO.	DATE		INITIALS
	April 2012	Initial issue.	CF
1	September 2015	Update with corporate branding	DH
2			
3			
4			
5			
6			
7			
8			
9			
10			

ACKNOWLEDGEMENTS

The Town of Port Hedland would like to acknowledge all of the HMA's and other LEMC agencies that contributed information and / or input into the preparation of this Evacuation Plan.

CONTACT OFFICER

Suggestions and comments can help to improve this document and subsequent amendments.

Photocopy the relevant section, mark your proposed changes and send it to:

Darryal Eastwell
C/- Port Hedland Local Emergency Management Committee
PO Box 41
Port Hedland WA 6721
managerehs@porthedland.wa.gov.au

Feedback can include:

- What you do and do not like about the document
- Unclear or incorrect information
- Out of date practices
- Inadequacies
- Errors, omissions or suggested improvements

SECTION 1 AUTHORITY

1.1 Authority to Plan

This plan has been prepared as a sub plan for the Town of Port Hedland's Local Community Emergency Management Arrangements in accordance with, and under the authority of Section 41 (1) of the *Emergency Management Act, 2005* (the Act) and State Emergency Management Policy (*SEMP) No 4.7.*

1.2 Area Covered

Port Hedland is a dynamic town of more than 20,000 people located in the Pilbara Region of Western Australia. The original inhabitants, the Karriyarra people, call the place Marapikurrinya for the hand shaped formation of the tidal creeks coming off the natural harbour.

The Town of Port Hedland is located on the Pilbara Coast and is prone to a number of natural threats. The Pilbara coast, from Port Hedland to the Exmouth Gulf, is the most cyclone prone area in Australia.

These arrangements cover the total area contained within the Town of Port Hedland's municipal boundaries.

Total Area (sq km): 11,844
Population (approx.): 20,000
Distance from Perth: 1763km via North West Coastal Highway 1660km via Northern Highway
Approx Number of Dwellings: 5,616
Major centres: Port Hedland, South Hedland, Wedgefield
Main Industries: Iron Ore Export, Salt, Tourism, Pastoral, Light Industrial.

The two main residential centres are Port Hedland and South Hedland. Each centre has a range of community services including cultural, recreation and shopping facilities. The Wedgefield Industrial Area contains a variety of light and service industry premises.

A map showing the boundaries of the Port and South Hedland town sites is included as an appendix of the Evacuation Plan.

SECTION 2 AIMS AND OBJECTIVES OF THE SUB PLAN

2.1 Aim

The aim of the Evacuation Plan is to detail the arrangements and responsibilities for the co-ordination of statutory and volunteer services to deal with the evacuation of 'at risk' persons in the event of an incident threatening or impacting the Town of Port Hedland.

2.2 Objectives

- Define responsibilities for the conduct and control of the evacuation.
- To identify triggers for evacuation,
- Identification of safest corridors, refuge sites, welfare centres, safer places
- Effective planning for the return of the community.
- Prescribe evacuation routes.
- Provide a safe and controlled return of evacuees to their places of residence.

2.3 Scope

The Evacuation Plan is to be read in conjunction with the Town of Port Hedland Local Emergency Management Arrangements and is a subsidiary plan to the Arrangements.

It has application where there is a threat within the Town of Port Hedland, which would cause evacuation procedures to be implemented.

2.4 EXISTING PLANS AND ARRANGEMENTS

- State Emergency Management Plans (WESTPLAN)
- State Emergency Management Policy 4.7 Community Evacuation
- OP17 Direction of Movement or Evacuation
- State Emergency Management Arrangements
- Pilbara District Emergency Management Arrangements
- Town of Port Hedland Local Emergency Management Arrangements
- Town of Port Hedland Local Recovery Plan
- Port Hedland International Airport Aerodrome Emergency Plan
- Town of Port Hedland Tropical Cyclone & Storm Surge Arrangements
- Town of Port Hedland Rural Bushfire Emergency Management Plan
- Department for Child Protection Local Welfare Plan

Individual hazard and support plans are the responsibility of each individual organisation and are held at their respective agencies, and are reviewed regularly by those individual agencies.

The Local Emergency Management Coordinator is to ensure individual plans are maintained and reviewed by the respective agencies.

2.5 AGREEMENTS, UNDERSTANDINGS AND COMMITMENTS

At present, the Town of Port Hedland has no written Memorandums of Understanding with other agencies or municipalities in relation to the provision of assistance during or following an emergency incident.

2.6 ADDITIONAL SUPPORT

Following an emergency incident, additional emergency management support is available from the state once local resources are exhausted.

If the incident is large enough to exhaust state resources, federal assistance, which may include Natural Disaster Relief Arrangements (NDRA) and Defence Assistance to the Civil Community (DACC), may be available.

Although there is no MOU between the Town of Port Hedland and other Local Governments there is a general consensus that if they can, surrounding Local Governments will provide assistance wherever they can.

2.7 SPECIAL CONSIDERATIONS

The Town of Port Hedland is subject to significant factors that could potentially impact the effectiveness of these local arrangements:

- Cyclone season between 1st November and 30th April. Port Hedland is vulnerable to cyclone impact due to the Town's location on the Pilbara Coast.
- The period between April and September is the annual tourist season throughout the northern section of Western Australia. This leads to a large influx of people into the district, a lot of who camp in caravans in roadside parking areas instead of caravan parks in towns.
- The mining industry exports its materials out of Port Hedland resulting in the port being the biggest tonnage port in Australia. The estimated tonnage out of Port Hedland by 2015 is 400,000,000 tonnes.
- Random population surges (2000 plus people) in response to major industrial developments or expansion works.
- A proportion of the Town's population are Fly In – Fly Out (FIFO) workers who live in large worker accommodation camps made up of single accommodation units.
- The population of the Town of Port Hedland is expected to develop into a vibrant City of approximately 50,000 people.
- Significant departures of residents during peak holiday times lessening the availability of local emergency services volunteers.
- Indigenous communities have a unique culture that must be considered when planning for hazards, for example: English is often the second or third language spoken. As a result of indigenous Australians relationship with Land, Lore and Kin, communities are often located in regions considered high risk in terms of emergency. Isolation may increase response times in the event of an emergency and reduce the ready availability of response resources.
- The aged, infirm, culturally and linguistically diverse, and disabled persons are to be given special consideration. Each Aged/Retirement Village maintains records of occupants and their special needs.
- Special attention is to be given to security, to prevent looting and other unlawful activities. Any suspicion of any such activity is to be reported immediately to the Police.
- Assistance at re-establishing evacuees in their residences, when safe to do so, remains a priority, including clean-up assistance for those who require it.

IT IS OF THE UTMOST IMPORTANCE THAT EACH PERSON WHO EVACUATES FROM AN AREA IS RECORDED AND ON RETURN OR OTHERWISE TO THEIR PLACE OF RESIDENCE, BE AGAIN RECORDED SO THAT ALL PERSONS CAN BE ACCOUNTED FOR.

2.8 RESOURCES

Companies and organisations, such as; BHP Billiton, Rio Tinto DSL, FMGL, Coates Hire and the Town of Port Hedland may provide resource support, upon request, to emergency services during an emergency situation.

The HMA is responsible for the determination of resources required for their specific hazards.

Resources available from Local Government and other agencies / organisations have been identified and listed in an asset register kept and maintained by the Officer in Charge (OIC) of the South Hedland Police Station, as well as electronically at the Town of Port Hedland. Where possible, these assets will be made available to an HMA upon request.
Agencies are requested to regularly review and update their resource registers.

Resources may include, but are not limited to:

- Staff & equipment
- Lifeline Services (water, power etc.)
- Interpreters
- Local services (electrical and plumbing services)
- Catering services
- Schools
- Welfare and support (medical centres, doctors, chemists)
- Accommodation
- Fuel
- Animal welfare (vets, pound)
- Counselling Services

2.9 FINANCIAL ARRANGEMENTS

Whilst recognising the provisions of the State Emergency Management Committee (SEMC) Policy Statement Number 13 – Funding for Multi-Agency Emergencies (SEMC PS 13), the Town of Port Hedland is committed to spending such necessary funds as required to ensure the safety of residents and visitors in the Town of Port Hedland.

Each Agency will keep records of all expenditures for the operation. Local Government assistance will be made available on request to assist in the preparation of any claims, reimbursements etc. Expenditures must bear the proper authorisation.

State Emergency Management Arrangements in the SEMC Policy Statement No. 13 outline the responsibilities of funding during multi-agency emergencies. It states:
"Where an emergency involves a multi-agency response, all costs associated with the emergency shall be met by each individual agency, provided such costs are related to the delivery of services or resources which form part of the agencies core functions; or where the agency has a bilateral agreement to provide such services and resources at its own cost. Where costs are incurred in delivering services or resources at the request of the Hazard Management Agency concerned, which are not part of the agency's core functions and there is no prior agreements as to funding responsibilities, then such costs shall be met by that Hazard Management Agency. There are provisions for agencies whose core programs are affected by the costs incurred to make application for supplementary funding to the Treasury

SECTION 3 EVACUATION

3.1 Overview

Dependent on the risk, the need for long or short-term evacuation, and immediate or evacuation with advance warning may be necessary.

The decision to evacuate will be based on an assessment of the nature and the extent of the hazard, the anticipated speed of the onset of the hazard, the number of people to be evacuated, evacuation priorities and the availability of resources. These considerations should focus on providing all the needs of those being evacuated to ensure their safety and on-going welfare.

When planning an evacuation, the HMA is to take into account elements such as;

- **Safest corridors;** the route that evacuees take that presents the safest egress from the threat to the place of safety.
- **Refuge sites;** a place where the community may take shelter within the community that is suitable to the hazard that presents. This may be an open space, building or other suitable place of shelter. It may be determined at the time of the emergency.
- **Safer places;** a nearby location where members of the community can relocate or evacuate to quickly that is safer than the location being threatened by the hazard.
- **Welfare centres; a** location where temporary accommodation is available for emergency affected persons containing the usual amenities necessary for living and other welfare services as appropriate.

The HMA for the event will make decisions on evacuation and will ensure that the community have appropriate information to make an informed decision on whether to stay or go during an emergency.

As far as possible, members of the community should be involved in the decision to stay or to evacuate when threatened by an emergency. The decision to evacuate will only be made by the HMA or an authorised officer when the members of the community who are at risk do not have the capability to make an informed decision or when it is evident that loss of life or injury is imminent.

Under S.67 of the Emergency Management Act 2005, a HMA officer or authorised officer during an emergency situation or state of emergency may do all, or any, of the following:

a) Direct or by direction prohibit the movement of persons, animals and vehicles within, into, out of or around an emergency area or any part of the emergency area;
b) Direct the evacuation and removal of persons or animals from the emergency area or any part of the emergency area;
c) Close any road, access route or area of water in or leading to the emergency area.

The HMA must liaise with the appropriate health, welfare and relevant support organisations, including the Department for Child Protection, during the evacuation process to ensure that appropriate arrangements for the registration and support of the evacuees are in place.

The HMA Incident Controller is responsible for warning the community and is to provide timely advice on the likely threat of an emergency.

The HMA is also responsible for decisions relating to the return of evacuated residents back to their houses and the community. The return of evacuated residents will be conducted in consultation with the community and relevant health and welfare agencies.

Whilst essentially the HMA is responsible for the management of the evacuation, it is the responsibility of the local government to ensure the provision of facilities to use as welfare centres in an emergency.

3.2 Types of Evacuation

Voluntary Evacuation

As far is as practicable, community members should be informed by the HMA of timely and relevant information that will assist them with recognising a threat and being able to make an informed decision as to whether to relocate to another location when threatened by an emergency.

Directed to Evacuate

The decision to evacuate will be made by the HMA or an authorised officer when members of the community at risk do not have the capability to make an informed decision or when it is evident that loss of life is imminent.

The *Emergency Management Act 2005*, Part 4, Division 1, Section 50 (2) (b) dealing with Emergency Situations Declaration states:

"that there is a need to exercise powers under Part 6 (Emergency Powers) to prevent or minimise - loss of life, prejudice to the safety, or harm to the health, of persons or animals; destruction of, or damage to, property; or destruction of, or damage to, any part of the environment".

The HMA will advise community members where the most suitable location to evacuate to, based on the current conditions.

Refusal to Evacuate

The HMA is to provide clear direction to persons conducting the evacuation with respect to what action should be taken where a person refuses to evacuate.

The HMA is to ensure, as far as practicable, that those who refuse to evacuate understand the risks of staying and are capable of making an informed decision.

Where possible, procedures should be developed to track remaining residents' welfare.

3.3 Welfare centres

The designated welfare centres in Hedland are;

- Port Hedland: Andrew McLaughlin Community Centre, Keesing Street, Port Hedland
- South Hedland: JD Hardie Centre, Cottier Drive, South Hedland

The decision to use any or all of the welfare centres will be made by the Hazard Management Agency Incident Controller in consultation with his/her Committee, Department for Child Protection and the Emergency District Co-ordinator. When the decision to open a welfare centre has been negotiated, the co-ordination of staffing of each of these Centres will be the responsibility of the Department for Child Protection.

It is unlikely both of the centres listed will be required to be opened for a particular evacuation. Therefore people wishing to use these facilities must listen to relevant community warnings to obtain advice on the welfare centres to be opened.

The welfare centres have limited capacity and are designed to accommodate transient community members, people travelling through and residents who do not have adequate accommodation.

People moving to a welfare centre must ensure they take a food/water pack sufficient to last them at least seventy two (72) hours, light bedding and any essential medications. Food will be provided in the welfare centres as soon as it is safe for the catering people to move from their own homes. Remember power and water supplies may not be available. (In most cases auxiliary generators will be on stand-by). Pets will not be allowed at welfare centres.

Should the anticipated event be likely to cause widespread evacuation and or severe damage and it is apparent that resources available at the local level will be insufficient to handle the emergency; the Hazard Management Agency Incident Controller will apply for assistance from the Emergency District Co-ordinator.

3.4 Public Information

It is the responsibility of the HMA to provide community warnings and timely advice on the likely threat of an emergency and the required actions of the community.

The Hazard Management Agency or Emergency District Co-ordinator may issue warnings based on intelligence gathered. It is essential that communities threatened by hazards receive adequate information to alert them to the existence or threat of an emergency, and direct them to take appropriate precautions.

Warnings must be issued through a range of communication channels and including, but not limited to media, online and information lines (where available).

There are a number of mediums in which residents can access emergency information in Western Australia. These include:

- Bureau of Meteorology
  Ph. 1300 659 213
  Website: www.bom.gov.au
- DFES Public Information Line
  Ph. 1300 659 209
  Website: www.dfes.wa.gov.au
- ABC Radio
  Frequency 603AM
  Website: www.abc.net.au
- Television; GWN, WIN, ABC, SBS
- Town of Port Hedland
  Ph. 9158 9300
  Website: www.porthedland.wa.gov.au

Where considered necessary, the HMA may utilise the “Standard Emergency Warning System” (SEWS) OP-5 in order to warn the community of an impending threat.

3.5 Return of Community

The HMA is responsible for the provision of timely and accurate situational information to the displaced community (e.g. current activities being undertaken, time-frame for return of community, assistance available to evacuees etc)

The HMA should ensure the absence of risk from other hazards (structural integrity, site contamination, hazardous materials, health threats etc) before returning a community following evacuation.

The HMA should ensure there is an effective plan in place for returning the displaced community.

The return phase of evacuation may be executed in stages and should be subject to planning which should include issues such as community safety, restoration of essential services and provision of welfare support services.

The Local Recovery Coordinator and Town of Port Hedland Local Recovery Coordinating Committee provide a vital link to the affected community and therefore, must be included in planning for the return of evacuated residents.

Strategies for the return of evacuated residents may be included in the Town of Port Hedland's Local Recovery Plan.

3.6 Debriefing / Post Incident Analysis (PIA)

After the decision is made to *STAND DOWN* after an emergency, each Agency will conduct their own debrief before the staff are stood down.

A General De-brief / PIA will be conducted by the Hazard Management Agency within seven (7) days of stand down and it will involve Senior Staff of all participating Agencies.

SECTION 4 ORGANISATIONS RESPONSIBLE FOR THE IMPLEMENTATION OF THE PLAN

4.1 Roles and Responsibilities

Fire and Emergency Services Authority

- Evacuation and rescue
- Provision of manpower and equipment
- Assist with traffic control
- Emergency communications
- Restoration of public utilities

State Emergency Service

- Assist with evacuation and rescue
- Assist with traffic control
- Emergency communications
- Manpower as required

Town of Port Hedland

- Provision of equipment
- Provision of welfare centres
- Restoration of facilities
- Dissemination of information
- Manpower as required

Department for Child Protection

- Provision of welfare to evacuees
- Duty at welfare centres
- Reception and registration of evacuees

Fire and Rescue Services Authority

- Containment of fire / threat of life
- Hazardous chemical management
- Equipment and manpower
- Rescue

St John Ambulance

- Care and transport of casualties to hospital
- Transport of infirm aged persons to their evacuation area

WA Police

- Control of public order and safety
- Victim identification
- Security of damaged / evacuated premises

WA Country Health Services

- Initial casualty treatment
- Set up and manning of satellite medical centre at welfare centre / evacuation area
- Medical support as required

Pilbara Population Health

- Medical and administration support to WACHS
- Community nursing and allied health support

Main Roads WA

- Monitoring and management of roads networks
- Restoration of blocked roadways
- Advice on safe evacuation routes
- Provide advice to Incident Controller and Recovery Coordinator

Horizon Power

- Restoration of power supply
- Attention to damaged or fallen power infrastructure
- Provide advice to Incident Controller and Recovery Coordinator

Water Corporation

- Restoration of water and sewerage supplies
- Attention to damaged water infrastructure
- Provide advice to Incident Controller and Recovery Coordinator

BHP Billiton IO

- Manpower and resources as required

Fortescue metals Group Limited

- Manpower and resources as required

Rio Tinto DSL

- Manpower and resources as required

Atlas Iron

- Manpower and resources as required

Port Hedland Port Authority

- Restoration of port facilities
- Attention to damaged port infrastructure
- Provide advice to Incident Controller and Recovery Coordinator

SECTION 5 DEMOGRAPHICS

Population:	20,200 approximately (based on population growth trends)
Area:	11,844 square kilometres
Distance from Perth:	1763km via North West Coastal Highway 1660km via Northern Highway
Electricity Supply:	Western Power
Water Supply:	From De Grey and Turner River, Borefields and Strelley Pumping Station.
Length of Road:	178.72 km sealed, 484.31 km unsealed
Local Industries:	Iron Ore Export, Salt, Tourism, Pastoral, Light Industrial.

APPENDIX 1 DISTRIBUTION LIST

Organisation	# Copies
Town of Port Hedland	2
Police Station – OIC Port Hedland	1
Police Station – OIC South Hedland	1
FESA Operational Services – Area Manager	1
FESA Regional Director Pilbara / Kimberly (DEMC)	1
SES Port Hedland Unit	1
St John Ambulance Association	1
Port Hedland Hospital	1
Pilbara Population Health	1
Water Authority	1
Horizon Power	1
Main Roads WA	1
Department of Child Protection	1
Health Department	1
Australian Defence Force	1
BHP Billiton IO	1
Fortescue Metals Group Limited	1
Rio Tinto DSL	1
Atlas Iron	1
Port Hedland Port Authority	1
Department for Housing	1
Department for Treasury & Finance	1
SH Volunteer Fire & Rescue	1
Volunteer Marine Rescue Service	1
Department for Planning and Infrastructure	1
Red Cross	1
Bureau of Meteorology	1

APPENDIX 2 TERMS AND DEFINITIONS

Terminology used in this policy shall have the same meaning as prescribed in section 3 of the *Emergency Management Act 2005* (the Act).

Authorised Officer / Person: a person authorised by legislation to utilise a range of powers conferred by that legislation.

Controlling Agency: the agency, service, organisation or authority with legislative responsibility for control of the incident.

Emergency: An unplanned event that threatens the lives of people, property and the environment.

Evacuation: the planned relocation of persons from dangerous or potentially dangerous areas to safer areas considering an eventual return.

Refuge Site: a place where the community may take shelter within the community that is suitable to the hazard that presents. This may be an open space, building or other suitable place of shelter. It may be determined at the time of the emergency.

Safer Place: a nearby location where members of the community can relocate or evacuate to quickly that is safer than the location being threatened by the hazard.

Safest Corridor: the route that evacuees take that presents the safest egress from the threat to the place of safety.

Welfare Centre: location where temporary accommodation is available for emergency affected persons containing the usual amenities necessary for living and other welfare services as appropriate.

Alternative to Evacuation: Occasions when it may be safer for people to stay and shelter in place. Depending on hazard, measures such as closing window, isolation of air conditioning systems and listening to the radio and/or TV to receive information can be taken to reduce vulnerability.

Control of Movement: Restrictions placed on movement of animals, people and vehicles.

Hazard Management Agency (HMA): That organisation which, because of its legislative responsibility or specialised knowledge, expertise and resources is responsible for ensuring that emergency management activities pertaining to the prevention of, preparedness for, response to and recovery from a specific hazard are undertaken. Such organisations are either designated by legislation or detailed in State level emergency management plans.

Incident Controller (IC): The person designated by the relevant *Hazard Management Agency,* responsible for the overall management and *control* of an *incident* and the tasking of agencies in accordance with the needs of the situation.

Local Emergency Management Committee (LEMC): The local government is to establish one or more LEMCs for the local government district, based on local government boundaries. The committee is chaired by a nominee of the local government, and the Local Emergency Coordinator, whose jurisdiction covers the local government area concerned, is a member. The LEMC is established by the local government to ensure that local emergency management arrangements are written and placed into effect for its district [s. 38 of the Act].

Local Emergency Management Arrangements: Written by the local government, local emergency management arrangements are documented emergency management plans for

the local government district. Consistent with State Emergency Management Policies and plans, arrangements are to include information as stipulated in section 41(2) of the Act, accommodating the comprehensive approach to emergency management (Prevention/Mitigation, Preparedness, Response and Recovery) that contribute to the reduction or elimination of hazards and to reducing the susceptibility or increase in the resilience to hazards of the community or the environment in the local government district.

Shelter in Place: People stay where they are at the time of the emergency. The Hazard Management Agency may determine that, with appropriate measures, people sheltering where they are is a safer alternative to evacuation.

SES: State Emergency Service.

TOPH: Town of Port Hedland

DCP: Department for Child Protection.

DFES: Fire and Emergency Services Authority.

MRWA: Main Roads WA

WAPOL: WA Police

WACHS: WA Country Health Services