

GUIDELINES FOR MAJOR HAZARD FACILITIES



D – EMERGENCY PLANS & PROCEDURES

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(i) Sections of the Act Relevant to Guideline

Dangerous Goods Safety Management Act 2001

PART 2—SAFETY OBLIGATIONS

Division 2—Obligations of occupiers and others

23 Obligations of occupiers

- (1) Not directly relevant
- (2) The occupier of a major hazard facility or large dangerous goods location also has the following obligations—
 - (a) in consultation with the employees at the facility or location, to establish, maintain and document emergency plans and procedures to—
 - (i) contain and control a hazardous materials emergency happening at the facility or location; and
 - (ii) minimise the effect of the emergency on persons, property and the environment;
 - (b) in consultation with the employees at the facility or location, to review and update emergency plans and procedures before any modification of the facility or location that would significantly alter the risk associated with the facility or location.

PART 4—MAJOR HAZARD FACILITIES

Division 3—Other obligations of occupiers of major hazard facilities

42 Emergency plans and procedures for major hazard facility

For section 23(2)(a), emergency plans and procedures for a major hazard facility must be established and documented—

- (a) for a facility classified as a major hazard facility within 12 months after the commencement of this section—within 8 months after classification; or
- (b) for a facility classified as a major hazard facility more than 12 months after the commencement of this section—within 3 months after classification.

43 Occupier must consult about emergency plans and procedures

In establishing, maintaining and documenting emergency plans and procedures the occupier of a major hazard facility must also consult with—

- (a) emergency services; and
- (b) persons and owners who must be consulted under section 46(2)(a).

(ii) Sections of Regulation Relevant to Guideline

Dangerous Goods Safety Management Regulation 2001

PART 3 – SAFETY OBLIGATIONS FOR OCCUPIERS

Division 1 – Obligations applying to occupiers of major hazard facilities and dangerous goods locations

Subdivision 9—Accidents

45 Response to hazardous materials emergencies

- (1) This section applies if a hazardous materials emergency happens at an occupier's facility or location.
- (2) The occupier must respond to the emergency by ensuring that—
 - (a) immediate action is taken to assess and control any risk associated with the emergency, including by making safe, so far as is practicable, the area, and plant and equipment, affected by the emergency; and
 - (b) only persons essential to carry out the action mentioned in paragraph (a) remain in the vicinity of the emergency; and
 - (c) the risk to persons carrying out the action mentioned in paragraph (a) is minimised as far as reasonably practicable.

Maximum penalty—

- (a) for a major hazard facility—100 penalty units;
- (b) for a dangerous goods location—30 penalty units.

Division 2—Further obligations applying to occupiers of major hazard facilities and large dangerous goods locations

61 Emergency plans and procedures

The emergency plans and procedures mentioned in section 23(2)(a)⁶ of the Act must include details of the following—

- (a) the dangerous goods and combustible liquids stored or handled at the facility or location;
- (b) the potential hazardous materials emergencies for the goods and liquids;

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- (c) the organisational structure in place to deal with a hazardous materials emergency, including the roles and responsibilities of persons holding positions mentioned in the structure;
- (d) the resources and equipment available to deal with a hazardous materials emergency;
- (e) the procedures that must be followed if a hazardous materials emergency happens;
- (f) the site layout of the facility or location showing where—
 - (i) the dangerous goods and combustible liquids are stored or handled; and
 - (ii) the resources and equipment available to deal with a hazardous materials emergency are located;
- (g) the telephone or other contact details of emergency services and other persons who may help in a hazardous materials emergency.

Maximum penalty—

- (a) for a major hazard facility—100 penalty units;
- (b) for a large dangerous goods location—30 penalty units.

1 Introduction

This guideline provides advice about the preparation, implementation and testing of Emergency Plans and Procedures (EP&Ps) for Major Hazard Facilities (MHFs) as required under the Dangerous Goods Safety Management Act 2001 and Regulation. It outlines the expectations of the regulatory authority as to the nature, and content of EP&Ps for a MHF. This Guideline does not purport to be a definitive text on EP&Ps. The regulatory authority expects that an occupier would consult the references listed in Section 7, particularly the publication Emergency Plans - Guidelines for Major Hazard Facilities, when developing and reviewing EP&Ps for a MHF.

The Act requires an occupier of a MHF to put in place risk reduction measures to eliminate or, if not practicable to eliminate, to reduce the risk posed by the MHF so far as is practicable, to people, property and the environment. The very nature of a MHF is such that complete elimination of its risk is not practicable. Further, the consequences of a major accident will have a significant impact on people, property and the environment inside and outside the facility. Consequently an effective emergency plan is an essential risk reduction measure for a MHF.

EP&Ps should be structured to address the major accidents scenarios which have been identified in the systematic risk assessment. As an essential risk reduction measure, EP&Ps must be part of the facility's Safety Management System (SMS).

In the event of a major accident, emergency plans must be implemented and procedures must be followed to minimise the consequences of the accident to people, property and the environment. Major accidents and their consequences usually occur within a short time frame. To have a mitigating impact on the consequences of a major accident, EP&Ps must be implemented quickly and comprehensively. For this to occur the plans and procedures must have been developed, documented and tested prior to the occurrence of the major accident.

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Emergency plans should co-ordinate the alarm, notification, response, management and rehabilitation requirements in the event of a major accident. Emergency plans should be capable of dealing with the range of major accident scenarios identified in the Systematic Risk Assessment (SRA); however, detailed planning should concentrate on the more likely events.

EP&Ps should be well structured, succinct and:

- specific to the facility, and to the major hazards identified in the SRA;
- effective in addressing the consequences of a major accident both onsite and offsite;
- integrated into the facility's SMS;
- developed in conjunction with the employees at the facility, emergency services and people located outside the facility who may be affected by the consequences of a major accident;
- understood by employees and other potentially affected parties with this understanding validated; and
- subject to review, testing and update at appropriate intervals and circumstances.

2 Key Legislative Issues

2.1 Timeframe

EP&Ps for a MHF must be established and documented:

- for a facility classified as a MHF before 7 May 2003 — within 8 months after classification; and
- for a facility classified as a MHF after 7 May 2003 — within 3 months after classification.

2.2 Implementation

Section 45 of the Regulation requires an occupier of a MHF to take immediate action in the event of a hazardous materials emergency. Consequently when establishment and documentation of the EP&Ps are complete:

- training of all facility's employees and onsite personnel in those plans and procedures should occur without delay;
- EP&Ps should be made available to the emergency services and the regulatory authority; and
- those sections of the community which may be affected by a major accident should be consulted. Information about the EP&Ps should be supplied including how the community would be notified in the event of a major accident and what actions they should take.

3 Content of Emergency Plans and Procedures

3.1 Major Accidents

A facility typically will develop plans and procedures to respond to a range of situations including:

- accidents involving employees at the facility;
- loss of services e.g. electricity;
- fires;
- equipment failures; and
- spillage.

Notwithstanding the above the occupier of a MHF must ensure that EP&Ps address the consequences of major accidents that are identified in the SRA.

EP&Ps should address the consequences of each major accident identified in the SRA where accident histories both at the facility and within similar facilities must be taken into account.

3.2 Content

The content, organisation and format of EP&Ps are dictated in part by the nature, hazards and complexity of a facility and its geographical situation. When a major accident occurs, facility employees and emergency services will use the EP&Ps to reduce the consequences of the major accident and speed of response is critical to achieving that objective. The EP&Ps should be simple with a content and format which promotes ease of comprehension and completeness of response but minimises the chances of confusion and indecision.

EP&Ps will vary from facility to facility; however the Act and Regulation require that certain information be contained within them. Specifically Section 61 of the Regulation requires that the occupier of a MHF must ensure EP&Ps include details of the following:

- ***the dangerous goods and combustible liquids stored or handled at the facility or location***

This information should be presented in such a manner that the emergency services can quickly and accurately determine the location of all major storages of hazardous materials at the facility as well as their types and quantity. Location of plant and storage facilities containing hazardous materials are most easily conveyed through a coloured scaled site plan. The nature of hazardous materials at the locations should be identified by their chemical names and, as a minimum, by their dangerous goods classes and packing groups. Quantities of materials should be stated in commonly used units such as litres, tonnes and cubic metres. This information duplicates some of the information contained in the manifest for the facility.

- ***the potential hazardous materials emergencies for the goods and liquids***

Section 13 of the Act defines a major accident as being a sudden occurrence (including, in particular, a major emission, loss of containment, fire, explosion or release of energy) leading to serious danger or serious harm to persons, property or the environment, whether immediate or delayed. The SRA identifies the possible major accidents at the facility and their consequences. The EP&Ps must be designed to minimise the consequences of these major accidents. In addition the EP&Ps must be capable of mitigating the consequences of accidents of lesser magnitude.

Assumptions about major accidents used in developing plans should be included as an attachment to the EP&Ps. In describing consequences, the EP&Ps should indicate the area likely to be affected by each major accident. For accidents which release gaseous toxic materials into the atmosphere, the plans should provide the following information for varying atmospheric conditions:

- the expected extent of areas subject to toxic materials;

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- the concentrations of toxic materials in those areas expressed in a manner which indicates the severity of impact of the materials on people; and
- the expected change with time of the size of the affected area and concentrations of toxic materials within the affected area.

EP&Ps should include a map of the surrounding area showing features which may be affected by the consequences of a major accident. The maps should show details of residences, the built and natural environment, adjacent facilities containing quantities of hazardous materials and all other installations likely to be affected by a major accident.

- ***the organisational structure in place to deal with a hazardous materials emergency, including the roles and responsibilities of persons holding positions mentioned in the structure***

An organisational structure appropriate for emergency management is essential if mitigation efforts are to be successful. The structure should be laid down in clear terms yet be flexible enough to enable the structure to change to meet the circumstances at the time. The responsibilities and authorities of all key positions in the structure should be simply and unambiguously defined.

The organisational arrangements must be such that the absence of key people through illness, injury, annual leave etc does not cause the organisational structure to fail. If people occupying key positions in the emergency management structure have to travel to the facility in the event of an out of hours major accident then the plans should allow for this.

Organisational arrangements should take into account unusual situations such as a large increase in people at the facility, e.g. visitors for an event or contractors for a major shutdown. Alternatively contingency plans to supplement the EP&Ps may be drawn up on a situation by situation basis.

The organisational arrangements for unmanned facilities, facilities that are not continuously manned, and facilities with varying manning levels at different times

must take these factors into account. For facilities which are unmanned for any period of time the EP&Ps must contain the names and contact details of responsible staff who are to be contacted in the event of an incident at the facility.

The organisational arrangements should address the liaison function between the facility, emergency services and other external agencies or organisations which may be involved in the mitigation of the major accident.

- ***the resources and equipment available to deal with a hazardous materials emergency***

EP&Ps should allow for first response to the major accident by facility personnel and equipment. The numbers of personnel and types and quantities of equipment at the facility should be adequate to commence rapid containment of the consequences of the major accident pending arrival of the emergency services.

Where the facility is located in an area remote from emergency services, EP&Ps must take account of that fact. Personnel numbers, equipment and consumables at the facility must be adequate to limit the consequences without assistance from emergency services.

Management of a major accident may require that the concentrations of pollutants and/or toxic materials be determined. Where the nature of hazardous materials or the consequences of a major accident at a facility indicate that sampling, analysing and monitoring on-site and off-site is necessary, the EP&Ps must indicate the location of relevant equipment and the contact details for the staff who will carry out this work.

Guide Note 1 - Gas Analyses

Examples of analyses which may need to be carried out when mitigating the consequences of a major accident:

- combustible gases in confined spaces and the atmosphere;
- oxygen in confined spaces;
- toxic gases such as chlorine and ammonia in the atmosphere; and
- toxic materials in firewater runoff.

- ***the procedures that must be followed if a hazardous materials emergency happens***

Procedures for the control and mitigation of the consequences of a major accident should indicate the circumstances in which prescribed actions are carried out by nominated people. Procedures should exist for:

- containment of hazardous materials and contaminated firewater released in an accident;
 - methods and circumstances by which the occurrence of incidents which may lead to a major accident will be communicated to facility employees, emergency services, any adjacent facilities and neighbours who may be affected;
 - the accounting for and safe evacuation of employees including visitors to the facility;
 - first aid arrangements including procedures for evacuation of injured people;
 - decontamination following an accident; and
 - securing of non affected areas of the facility.
- ***the site layout of the facility or location showing where—***
 - (i) ***the dangerous goods and combustible liquids are stored or handled; and***
 - (ii) ***the resources and equipment available to deal with a hazardous materials emergency are located***

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This information should be presented in the EP&Ps in such a manner that the emergency services can quickly and accurately determine the location of equipment which could be used to reduce the consequences of a major accident. Locations are most easily conveyed through coloured scaled site plans. The plans should indicate the location of:

- command and communication centres including backup centres;
 - control rooms;
 - assembly areas and evacuation routes;
 - areas where shelter is provided from toxic gases;
 - fire water hydrants, monitors and auxiliary sources of water for fire fighting;
 - isolation points for services;
 - relevant analytical equipment;
 - specialised personal protective equipment;
 - spill clean up or containment equipment; and
 - specialised equipment including decontamination equipment and chemicals.
-
- ***the telephone or other contact details of emergency services and other persons who may help in a hazardous materials emergency***

Emergency procedures should show the circumstances and methods whereby emergency services and other agencies or organisations who can assist in managing a hazardous materials emergency can be advised of an impending or actual major accident. Where it is possible that a major accident at a facility could sever normal phone systems to the MHF alternate methods of communication should be available.

Guide Note 2 - Key Content Issues

The Regulation requires that EP&Ps must include details of:

- the quantity, type and location of hazardous materials stored or handled at the facility;
- the potential hazardous materials emergencies which may occur at the facility;
- the organisational structure in place to deal with a hazardous materials emergency, including the roles and responsibilities of people holding positions mentioned in the structure;
- the resources and equipment available to deal with a hazardous materials emergency;
- the procedures that must be followed if a hazardous materials emergency happens;
- the site layout of the facility showing the location of resources and equipment available to deal with a hazardous materials emergency; and
- emergency telephone or other contact details of emergency services and other people who may assist in a hazardous materials emergency.

4 Consultation and Information Sharing

The Legislation requires the occupier to consult with the following groups in the development of EP&Ps:

- emergency services;
- employees of the facility; and
- people and owners of property situated in the area external to the facility which may be impacted by a major accident at the facility.

4.1 Emergency Services

In the context of this Guideline emergency services comprise the Queensland Fire and Rescue Authority (QFRA), the Queensland Ambulance Service (QAS) and includes the Queensland Police Service (QPS).

The emergency services have legal responsibilities to discharge should an emergency situation arise. Further they have a range of powers which enables them to respond to, manage and mitigate the consequences of a major accident. Their involvement in the formulation of EP&Ps is vital if the EP&Ps are to be effective. The involvement of some or all emergency services in emergency exercises at the facility ensures that that EP&Ps are effective in combating the consequences of major accidents.

Emergency services likely to be involved in response to a major accident at the facility need relevant information to enable them to pre-plan their response, based on the types of events that are possible. It is not enough for emergency services simply to respond to an initial alert; they must also plan for an escalation of events, in order to provide the appropriate level of resources and management for the maximum potential consequences. For pre-planing purposes the following matters may need agreement between the occupier and the emergency services:

- types of equipment and materials to be used on-site. For maximum effect equipment and materials at the facility should be compatible with the equipment/materials brought to site by the emergency services. This compatibility should also extend to issues such as water supply pressures, for example mobile pump performance versus ring-main design pressure. Consultation with the water supply authority may also be needed in this respect.
- reporting structures and authorities. To prevent confusion at an accident organisational responsibilities and authorities must be agreed for cases when site and emergency services personnel are working together to combat an accident. This should include processes for hand-over of responsibilities and roles upon arrival of the emergency services.
- expectations. There should be cross-checking of the expectations of the occupier regarding the emergency services performance, and vice versa. This should include issues such as response time, numbers of available emergency personnel, their level of competency, etc.

4.2 Employees

Methods of involving employees at the facility in the formulation of EP&Ps must be developed and then implemented. The methods of involving employees in the formulation and implementation of EP&Ps and the outcomes of those consultations should be recorded.

4.3 Community

The SRA for a facility identifies an area outside the facility which may be affected by a major accident. The Legislation requires the occupier to consult with people and owners of property situated in this area in the development of EP&Ps. The Legislation also requires the occupier to inform the people and owners of property situated in this potential impact area of the following:

- the hazards at the facility; and
- the safety measures which they should take if a major accident occurs at the facility.

This information must be updated as often as necessary to ensure the people and owners are always fully informed about these matters.

If a major accident happens at the facility, the occupier must ensure people and owners who may be affected by the accident are immediately warned of the dangers and advised of the safety measures they should take. The method by which this is done and the circumstances and manner in which it is initiated must be included in the EP&Ps.

Guidelines for Major Hazard Facilities G - Community Consultation provides guidance on the community consultation process.

4.4 Mutual Assistance

Consultation should be held with any facilities in the general area to establish, if practicable, a mutual aid group to assist members of the group to collaboratively deal with major accidents. EP&Ps should involve adjacent facilities if those facilities can supply assistance to the MHF in mitigating major accidents.

4.5 Availability of Emergency Plans and Procedures

Copies of EP&Ps should be placed in a number of locations within the facility so that irrespective of the location and type of major accidents a copy of the EP&Ps will always be available for use. Copies should be readily available for study by all people at the facility. Copies should be made available to emergency services and the regulatory authority. Processes should be in place to ensure that at all times all copies are up to date.

5 Other Obligations

5.1 Response

In the event of an emergency situation arising at a facility the Regulation requires that an occupier of a MHF must:

- take immediate action to assess and control any risk associated with the emergency;
- relocate people at the facility who are not involved in managing and mitigating the emergency to a safe locality; and
- ensure that people at the facility engaged in managing and mitigating the consequences of the emergency are not exposed to unacceptably high levels of risk.

5.2 Practices and Drills

As a minimum, the occupier should carry out annual exercises and drills which establish and maintain the readiness of the facility's overall response to a major accident. Exercises and drills for elements of the overall EP&P should be conducted more frequently. The exercises should be designed to:

- test the adequacy of the EP&Ps and in so doing identify those sections which can be improved;
- confirm that the interface with emergency services, including communications, operates effectively and efficiently;
- test the organisational arrangements to manage major accidents;
- provide training opportunities for facility employees, other people at the facility (contractors and visitors) and emergency services personnel;
- test communications with and the response from the community in the area that may be affected by a major accident; and
- test the adequacy of equipment at the facility to signal a major accident and mitigate its consequences.

Training in EP&Ps, drills and exercises should be recorded in sufficient detail to allow subsequent compliance auditing by the regulatory authority.

5.3 Update and Review

EP&Ps should be updated to ensure that all information contained in the EP&Ps is current. For example the names and contact details of people who fulfil defined roles in EP&Ps should be kept current. As a further example a change in the organisational structure to manage major accidents should be reflected in all copies of EP&Ps including those distributed outside the facility to agencies such as emergency services.

Emergency procedures should be reviewed:

- after an exercise;
- after a near miss which caused the EP&Ps to be activated;
- after a major accident;
- prior to a modification which significantly alters the risk associated with the facility;
- after a significant change in the built or natural environment neighbouring the facility;
- and
- at intervals not exceeding 2 years.

The extent of the review would depend on the seriousness of the deficiencies revealed by the exercise, near miss or major accident. This review should include a re-examination of the high level strategy on which the emergency plan is based and should incorporate consultation with emergency services and neighbours. Changes to procedures should be made promptly after the deficiencies have been revealed and include necessary consultation and training.

This ensures that at all times the EP&Ps are up to date and, when activated, remain an effective risk reduction measure.

5.4 Equipment

Equipment used to limit the consequences of major accidents must be fit for purpose, available at appropriate locations and accessible. Equipment should be adequately maintained and tested at intervals to ensure that it can, at all times, operate at design conditions. Examples of such equipment are personal protective equipment, fire water pumps, emergency tenders, communications systems and portable pumps used to recover product spills. Test results should be recorded.

Alarm systems used to signal emergency conditions and emergency protective equipment such as self contained breathing sets must be inspected, tested and maintained at regular intervals so that they are, at all times, fit for use.

5.5 Indicators of Effectiveness

Indicators of effectiveness should be established for EP&Ps and performance criteria for those indicators determined and published. Performance against criteria should be measured during drills and exercises. Where performance falls short of these criteria prompt action should be taken to lift performance.

An occupier should choose performance criteria which are appropriate to the facility and its location. Examples of performance criteria are :

- time taken for people with defined roles in the emergency organisation to arrive at emergency control locations;
- time taken for non essential employees to arrive at their assembly points;
- number of employees, contractors and visitors who fail to follow emergency procedures including those procedures addressing assembly and reporting;
- time taken from recognition of a major accident to summoning emergency services; and
- time taken for emergency services to arrive after being summonsed.

6 Summary of Occupier's Requirements

The occupier may use the following as a checklist.

Under the legislation the obligations of an occupier of a MHF are as follows :

- | | Tick
Box |
|--|--------------------------|
| • EP&Ps are complete and implemented by the date required under the Act. | <input type="checkbox"/> |
| • EP&Ps meet the objectives contained in the Act, namely: | |
| – to contain and control a hazardous materials emergency happening at the facility or location; and | <input type="checkbox"/> |
| – to minimise the effect of the emergency on people property and the environment. | <input type="checkbox"/> |
| • EP&Ps contain the information required by Section 61 of the Regulation, namely: | |
| – details of the hazardous materials at the facility; | <input type="checkbox"/> |
| – details of the major accidents which could arise as a consequence of the hazardous materials at the facility; | <input type="checkbox"/> |
| – the organisational structure in place to deal with a hazardous materials emergency; | <input type="checkbox"/> |
| – the resources and equipment available to deal with a hazardous materials emergency; | <input type="checkbox"/> |
| – the procedures that must be followed if a hazardous materials emergency occurs; | <input type="checkbox"/> |
| – the site layout of the facility or location showing where: | |
| (i) hazardous materials are stored or handled at the facility, and | <input type="checkbox"/> |
| (ii) the resources and equipment available to deal with a hazardous materials emergency are located at the facility; and | <input type="checkbox"/> |
| – emergency telephone no. or other contact details of emergency services and other people who may assist in a hazardous materials emergency. | <input type="checkbox"/> |

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- The occupier must provide current information about the hazards at the facility and the actions which should be taken if a major accident occurs to the following people:
 - employees of the facility;
 - people and owners of property situated in the area external to the facility which may be impacted by a major accident at the facility; and
 - emergency services.
- Facility personnel should be capable of implementing the EP&Ps efficiently and effectively.
- The EP&Ps should have been tested through drills and exercises.
- Copies of the EP&Ps should be made available to:
 - all facility personnel;
 - those sections of the emergency services which will need to use them in the event of a major accident; and
 - to the regulatory authority.
- The EP&Ps directly address the major accident scenarios established in the SRA.

7 Further Reading

This section is not intended to be an exhaustive list of references but simply a list of useful reference texts concerning emergency plans and procedures.

Chemical Hazards and Emergency Management (CHEM) Unit, Queensland Department of Emergency Services and Australian and New Zealand Hazardous Industry Planning Taskforce

Emergency Planning - Guidelines for Hazardous Industry, 1998

ISBN 0-7242-9310-8

Chemical Hazards and Emergency Management (CHEM) Unit and Queensland Fire Service Department of Emergency Services

Emergency Plans - Guidelines for Major Hazard Facilities, 1996

ISBN 0-7242-7190-2

Health and Safety Executive (United Kingdom)

Emergency Planning for Major Accidents - Control of Major Accident Hazards

Regulations 1999 HSG191

Her Majesty's Stationery Office London

ISBN 0-7176-1695-9

National Occupational Health and Safety Commission

National Code of Practice for the Control of Major Hazard Facilities

[NOHSC:2016(1996)]

Australian Government Publishing Service, Canberra, 1996

ISBN 0-6444-5926-3

Available at:

www.nohsc.gov.au/OHSInformation/NOHSCPublications/fulltext/toc/01497-01.htm

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National Occupational Health and Safety Commission
National Standard for the Control of Major Hazard Facilities
[NOHSC:1014(1996)]

Australian Government Publishing Service, Canberra, 1996

ISBN 0-6444-5926-3

Available at:

www.nohsc.gov.au/OHSInformation/NOHSCPublications/fulltext/toc/01397-01.htm