

**COMMUNICATIONS
ALLIANCE LTD**



INDUSTRY GUIDELINE

G596:2013

COMMUNICATION SUPPORT FOR EMERGENCY
RESPONSE

G596:2013 Communication Support for Emergency Response Industry Guideline

First published as ACIF G596:2002

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INTRODUCTORY STATEMENT

The **Communication Support for Emergency Response** Guideline (G596:2013) replaces the **Communication Support for Emergency Response** Guideline (ACIF G596:2002).

The purpose of the changes are to:

- align with developments in the Regulatory arrangements related to the National Broadband Network;
- align with developments in industry practices and procedures;
- reflect changes in legislation related to emergency management; and
- reflect the role of NBN Co in supplying the customer access network to Access Seekers.

The Guideline is designed to provide a standard procedure for the cooperative handling by Carriers and Carriage Service Providers of incidents that require the coordination and communication support of Emergency response.

Peter Bull
Chair

Communication Support for Emergency Response Revision Working Committee

AUGUST 2013

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1 GENERAL

1.1 Introduction

- 1.1.1 The development of the Guideline has been facilitated by Communications Alliance through a Working Committee comprised of representatives from the telecommunications industry and Government departments and agencies.
- 1.1.2 The Guideline should be read in the context of other relevant codes, guidelines and documents.
- 1.1.3 The Guideline should be read in conjunction with related legislation, including:
 - (a) the *Telecommunications Act 1999 (Cth)*; and
 - (b) state or territory legislation for Emergency management. (See the list of References in section 4 for examples of relevant state and territory legislation.)
- 1.1.4 If there is a conflict between the requirements of the Guideline and any requirements imposed on a Carrier or Carriage Service Provider (CSP) by statute, the Carrier or CSP will not be in breach of the Guideline by complying with the requirements of the statute.
- 1.1.5 Compliance with this Guideline does not guarantee compliance with any legislation. The Guideline is not a substitute for legal advice.
- 1.1.6 Statements in boxed text are a guide to interpretation only and not binding as Guideline rules.

1.2 Scope

- 1.2.1 This Guideline deals with the provision of Ad hoc services in responding to an Emergency, where:
 - (a) Pre-planned services are inadequate; and
 - (b) additional communications support is requested by an Emergency Service Organisation (ESO).
- 1.2.2 The Guideline does not apply to Pre-planned services commercially negotiated by the Pre-planned Service Provider (PSP) and the relevant ESO.

1.3 Objectives

- 1.3.1 The objectives of the Guideline are to:
 - (a) set out the nature and extent of responsibilities between and a standard procedure for the cooperative handling among Carriers and CSPs where coordination and

communication support is required for Emergency response;

- (b) provide a framework where the Pre-planned Service Provider acts as the single point of contact to provide the Ad hoc services to meet the needs of the Emergency situation;
- (c) provide a framework for how other Carriers and CSPs should interact with each other to meet the needs of ESOs where the Pre-planned Service Provider cannot efficiently supply the required services; and
- (d) the provision of Ad hoc services in support of Emergency response operations and is based on the existence of commercial arrangements and operational protocols between ESOs, PSPs and Secondary Service Providers (SSPs).

1.3.2 The Guideline relates to the provision of Ad hoc services in support of response operations and is based on there being commercial arrangements and operational protocols between ESOs, PSPs and SSPs.

NOTES:

1. Such agreements should include arrangements on the range of available services, delivery time frames and cost recovery mechanisms.

2. The lack of a suitable pre-arranged commercial agreement to supply Pre-planned services and Ad hoc services will render the provisions and obligations of this Guideline ineffective.

1.4 Guideline review

The Guideline will be reviewed every 5 years, or earlier in the event of significant developments that affect the Guideline or a chapter within the Guideline.

2 ACRONYMS, DEFINITIONS AND INTERPRETATIONS

2.1 Acronyms

For the purposes of the Guideline:

CSP

means Carriage Service Provider.

ESO

means Emergency Service Organisation.

NBN

means National Broadband Network.

NPC

means Nominated Point of Contact.

PSP

means Pre-planned Service Provider.

SSP

means Secondary Service Provider.

2.2 Definitions

For the purposes of the Guideline:

Act

means the *Telecommunications Act 1997 (Cth)*.

Ad hoc service

means communication services which are beyond the capacity of the Pre-planned services.

Carriage Service Provider

has the meaning given by section 87 of the Act.

Carrier

has the meaning given by section 7 of the Act.

Disaster

has the same meaning as Emergency.

Emergency

means an actual or imminent interaction between a hazard and the community that requires a significant and coordinated multi-agency response. It may necessitate the activation of a local/regional/state Emergency plan. For the purposes of this Guideline, 'Emergency' will be taken to refer also to 'Disaster' i.e. the same definition applies to each.

Emergency Service Organisation

means the lead agency responsible for coordinating the Emergency response.

Real Estate Development Project

has the meaning given by section 372Q of the Act.

Nominated Point of Contact

means the nominated Carrier or CSP organisational element responsible for providing 24 hour, 7 days a week Emergency communications assistance to ESOs in accordance with this Guideline.

Pre-planned service

means a service provisioned in advance (usually a Public Switched Telephone Network line with call control features) to be used by an ESO in an Emergency.

Pre-planned Service Provider

means a Carrier or CSP with a contractual arrangement to provide an ESO with Pre-planned services.

Secondary Service Provider

means the Carrier or CSP that responds to a PSP request to provide an ESO with Ad hoc services.

2.3 Interpretations

In the Guideline, unless the contrary appears:

- (a) headings are for convenience only and do not affect interpretation;
- (b) a reference to a statute, ordinance, code or other law includes regulations and other instruments under it and consolidations, amendments, re-enactments or replacements of any of them;
- (c) words in the singular includes the plural and vice versa;
- (d) words importing persons include a body whether corporate, politic or otherwise;
- (e) where a word or phrase is defined, its other grammatical forms have a corresponding meaning;

- (f) mentioning anything after include, includes or including does not limit what else might be included;
- (g) words and expressions which are not defined have the meanings given to them in the Act; and
- (h) a reference to a person includes a reference to the person's executors, administrators, successors, agents, assignees and novatees.

3 EMERGENCY RESPONSE GUIDELINE

3.1 Guideline Principles

- 3.1.1 Carriers and CSPs should:
- (a) recognise that communication support for Emergency response requires:
 - (i) immediate, predictable and coordinated action on the part of all Carriers and CSPs involved in supporting Emergency response;
 - (ii) trained and suitably equipped staff from the organisation; and
 - (iii) a commitment from the organisation to provide support;
 - (b) have internal policies and procedures for handling communication support for Emergency response;
 - (c) appoint one organisational element, the Nominated Point of Contact (NPC), to be the Pre-planned services point of contact for the management of communications support;
 - (d) have a NPC available 24 hours a day, 7 days per week; and
 - (e) keep up to date the contact details of the NPC and make them available through Communications Alliance.
- 3.1.2 Request for communications support for Emergency response should originate from an authorised ESO contact (as required by Appendix C).
- 3.1.3 The PSP should use its best endeavours to respond to all requests without unreasonable delay.
- 3.1.4 Communications between the PSP and the SSP should be through the NPC.
- 3.1.5 The SSP should initially respond only to the PSP. However, if the SSP needs to liaise with the ESO or vice versa, the PSP should provide the relevant contact details to each party.
- 3.1.6 To work efficiently the Emergency communications process needs to involve a minimum number of SSPs. SSPs should only be involved where the PSP cannot efficiently supply the requisite services.
- 3.1.7 Carriers and CSPs should maintain an audit trail for commercial and legal reasons.

3.2 Handling of Communications Support for Emergency Response

- 3.2.1 The NPCs nominated by Carriers and CSPs should ensure the contact number is answered and the request is acted upon without unreasonable delay.
- 3.2.2 To ensure a prompt and appropriate response, a communication support request by a PSP to a SSP should be made through the other party's NPC.
- 3.2.3 A request form for communications support for Emergency response should be provided by facsimile, online (or some other agreed medium). Dispatch of this form can be accompanied by a telephoned request where immediate action is required. In such a case the form or online request is required for confirmation of the oral request.

3.3 ESO to Pre-planned Service Provider

- 3.3.1 All Carriers and CSPs should handle requests in accordance with the procedure set out in this Guideline. This procedure is illustrated at a flow chart in Figure 1 in Appendix B.
- 3.3.2 The ESO, through the authorised ESO contact, is responsible for initiating a request to the PSP via online systems or by using the form shown in Appendix C (or similar).
- 3.3.3 Initial communication between the ESO and the PSP is to be via online systems or written, faxed or otherwise transmitted using the form in Appendix C (or similar).
- 3.3.4 The ESO will liaise with the PSP on a 'best endeavours' basis or in accordance with any agreements in place.

NOTES:

1. In a National Broadband Network (NBN) Real Estate Development Project site (i.e. greenfield estate) there is typically a nominated Carrier for the site.

2. When an ESO wants to install Ad hoc services during times of natural disaster in a greenfield estate and a PSP arrangement is not in place with the nominated Carrier then the ESO should rely on existing arrangements with Carriers and CSPs.

3. With the establishment of the NBN the PSP or a SSP may or may not own the access network(s) in use.

3.4 Pre-Planned Service Provider to Secondary Service Provider

- 3.4.1 The PSP should make its request for services to the SSP as considered appropriate, using the form shown in Appendix D (or similar).

- 3.4.2 Initial communication between the PSP and the SSP is to be written, faxed or otherwise transmitted using the form in Appendix D (or similar). The PSP shall be able to make requests for assistance from other Carriers or CSPs as the PSP judges to be appropriate.
- 3.4.3 The PSP will liaise with relevant SSPs on a 'best endeavours' basis or in accordance with any agreements in place on a commercial basis.

3.5 Impacts on Regulatory Requirements

- 3.5.1 Where legislation provides for a 'State of Disaster' or equivalent to be declared, the affected ESOs will have access to a wide range of powers, including the right to take possession of property.
- 3.5.2 In such cases, the legal framework within which the Guideline is intended to operate is fundamentally altered and the operation of the Guideline must be reassessed according to the prevailing situation.

3.6 Routine maintenance and testing of communication support for Emergency Response

- 3.6.1 A contact list of PSPs and NPCs is maintained by Communications Alliance. Access to the industry contact list for Life Threatening Communications and for Emergency Communications is available to Carriers and CSPs that are on the list and to Emergency Service Organisations that request access to it. Contact Communications Alliance for more information on the list.
- 3.6.2 Carrier and CSP should inform Communications Alliance and other relevant parties when there is a change of contact details.
- 3.6.3 Carriers and CSPs should be prepared to participate in an Emergency training exercise to test procedures between ESOs and PSPs and between PSPs and SSPs.
- 3.6.4 Carriers and CSPs are not required to coordinate the test procedures referred to in section 3.6.3.
- 3.6.5 Following a training exercise or actual Emergency situation, the PSP should conduct, or participate in, a post incident review with ESOs and SSPs involved in the incident. A debrief might include relevant feedback and a review to ascertain whether the procedures currently in place are adequate.
- 3.6.6 Outcomes of the debrief may be incorporated into the review referred to in section 1.4.

4 REFERENCES

Publication	Title
Emergency Management Documents	
Australian Emergency Management Arrangements	http://www.em.gov.au/Emergencymanagement/Preparingforemergencies/Plansandarrangements/Pages/AustralianGovernmentEmergencyManagementPlans.aspx
Federal Legislation	
<i>Telecommunications Act 1997</i>	http://www.comlaw.gov.au/Series/C2004A05145
State and Territory Legislation	
<i>Disaster Management Act 2003 (Qld)</i>	http://www.disaster.qld.gov.au/About_Disaster_Management/DM_Act.html
<i>State Emergency and Rescue Management Act 1999 (NSW)</i>	http://www.legislation.nsw.gov.au/xref/inforce/?xref=Type%3Dact%20AND%20Year%3D1989%20AND%20no%3D165
<i>ACT Emergencies Act 2004 (ACT)</i>	http://www.legislation.act.gov.au/a/2004-28/default.asp
<i>Emergency Management Act 1986 (Vic)</i>	http://www.austlii.edu.au/au/legis/vic/hist_act/ema1986190/
<i>Emergency Management Act 2006 (Tas)</i>	http://www.thelaw.tas.gov.au/linkto.w3p;doc_id=12++2006+AT@EN+CURRENT
<i>South Australian Emergency Management Act 2004 (SA)</i>	http://www.legislation.sa.gov.au/LZ/C/A/EMERGENCY%20MANAGEMENT%20ACT%202004.aspx
<i>Emergency Management Act 2005 (WA)</i>	http://www.slp.wa.gov.au/legislation/agency.nsf/fesa_main_mrtitle_294_homepage.html
<i>Disasters Act 2008 (NT)</i>	http://www.pfes.nt.gov.au/resources/ntes/cda/docs/NTDisastersAct.pdf

A APPENDIX – AUSTRALIAN EMERGENCY MANAGEMENT ARRANGEMENTS

1. INTRODUCTION

The following overview of Australia's Emergency management arrangements which are applicable to telecommunications Emergency management planning are based on the agreed State and Territory arrangements outlined in the Australian Emergency Management Arrangements (see the References section for a link).

2. AUSTRALIA'S EMERGENCY MANAGEMENT ARRANGEMENTS

A.2.1 Overview

Under Australia's constitutional arrangements, state and territory governments have prime responsibility for emergency management within their jurisdictions. The Australian Government supports States and Territories in developing their capacity for dealing with emergencies and disasters, and provides physical assistance to requesting States or Territories when they cannot reasonably cope during an emergency.

A.2.2 Arrangements in States and Territories

In each State and Territory, there exists an Emergency management body tasked with Emergency management at a State or Territory level. A representative of these bodies represents the State or Territory's interests on the Australian Emergency Management Committee (AEMC).

An overview of State and Territory level arrangements is provided in Table 1.

See the list of References (in section 4) for relevant state and territory legislation.

There is no Emergency management legislation applicable to the Cocos Islands, Christmas Island, Norfolk Island or the Jervis Bay Territories. Consequently, the Territory Controller in the Cocos Island and in Christmas Island, the Emergency Controller in Norfolk Island, and the Counter-Disaster Controller in Jervis Bay is the individual with whom the responsibility for coordinating higher level assistance rests.

For more information on state and territory arrangements, refer to the Emergency Management website:

<http://www.em.gov.au/Emergencymanagement/Preparingforemergencies/Plansandarrangements/Pages/default.aspx>

A.2.3 Emergency Management Australia

The Emergency Management Australia Division within the federal Attorney General's Department is responsible for preparing for emergencies and disasters through the development and maintenance of national plans and the coordination of Australian Government crisis response and recovery efforts.

TABLE 1
Overview of Australian Emergency Management Arrangements

State/ Territory	State or Territory Body	Emergency Management Plan/ Disaster Plan
Queensland	Emergency Management Queensland http://www.emergency.qld.gov.au/about/	http://www.disaster.qld.gov.au/Disaster%20Resources/CDMP/default.html
New South Wales	State Emergency Management Committee http://www.emergency.nsw.gov.au/semc	http://www.emergency.nsw.gov.au/plans
Australian Capital Territory	Security and Emergency Management Committee http://esa.act.gov.au/emergency-management/	http://esa.act.gov.au/emergency-management/emergency-arrangements/
Victoria	Victoria Emergency Management Council http://www.oesc.vic.gov.au/home/managing+emergencies/	http://www.oesc.vic.gov.au/emergencymanual
Tasmania	State Emergency Management Committee http://www.dpem.tas.gov.au/	http://www.ses.tas.gov.au/Publications/
South Australia	State Emergency Management Committee http://www.safecom.sa.gov.au/site/emergency_management/emergency_management_arrangements/state_emergency_management_arrangements.jsp	http://www.safecom.sa.gov.au/site/emergency_management/emergency_management_arrangements/state_emergency_management_arrangements.jsp
Western Australia	State Emergency Management Committee http://www.dfes.wa.gov.au/stateemergencymanagement/Pages/default.aspx http://www.semcs.wa.gov.au/Pages/home.aspx	http://www.semcs.wa.gov.au/Pages/stateemergencymanagementplans.aspx

State/ Territory	State or Territory Body	Emergency Management Plan/ Disaster Plan
Northern Territory	Counter Disaster Council http://www.pfes.nt.gov.au/ OR http://www.pfes.nt.gov.au/resources/ntes/cda/sl.cda.html	http://www.pfes.nt.gov.au/Emergency-Service/Publications-and-forms.aspx
Cocos (Keeling) Islands	Counter Disaster Committee http://www.em.gov.au/Emergencymanagement/Preparingforemergencies/Plansandarrangements/Pages/Cocos%28Keeling%29IslandsArrangements.aspx	Not available online
Christmas Island	Counter Disaster Committee http://www.em.gov.au/Emergencymanagement/Preparingforemergencies/Plansandarrangements/Pages/ChristmasIslandArrangements.aspx	Not available online
Norfolk Island	Emergency Management Committee http://www.em.gov.au/Emergencymanagement/Preparingforemergencies/Plansandarrangements/Pages/NorfolkIslandArrangements.aspx	http://www.info.gov.nf/Emergency_Management/
Jervis Bay Territory	Emergency Management Committee http://www.em.gov.au/Emergencymanagement/Preparingforemergencies/Plansandarrangements/Pages/JervisBayTerritoryArrangements.aspx	Not available online

B APPENDIX – PROCEDURE FOR COMMUNICATIONS SUPPORT FOR EMERGENCY RESPONSE

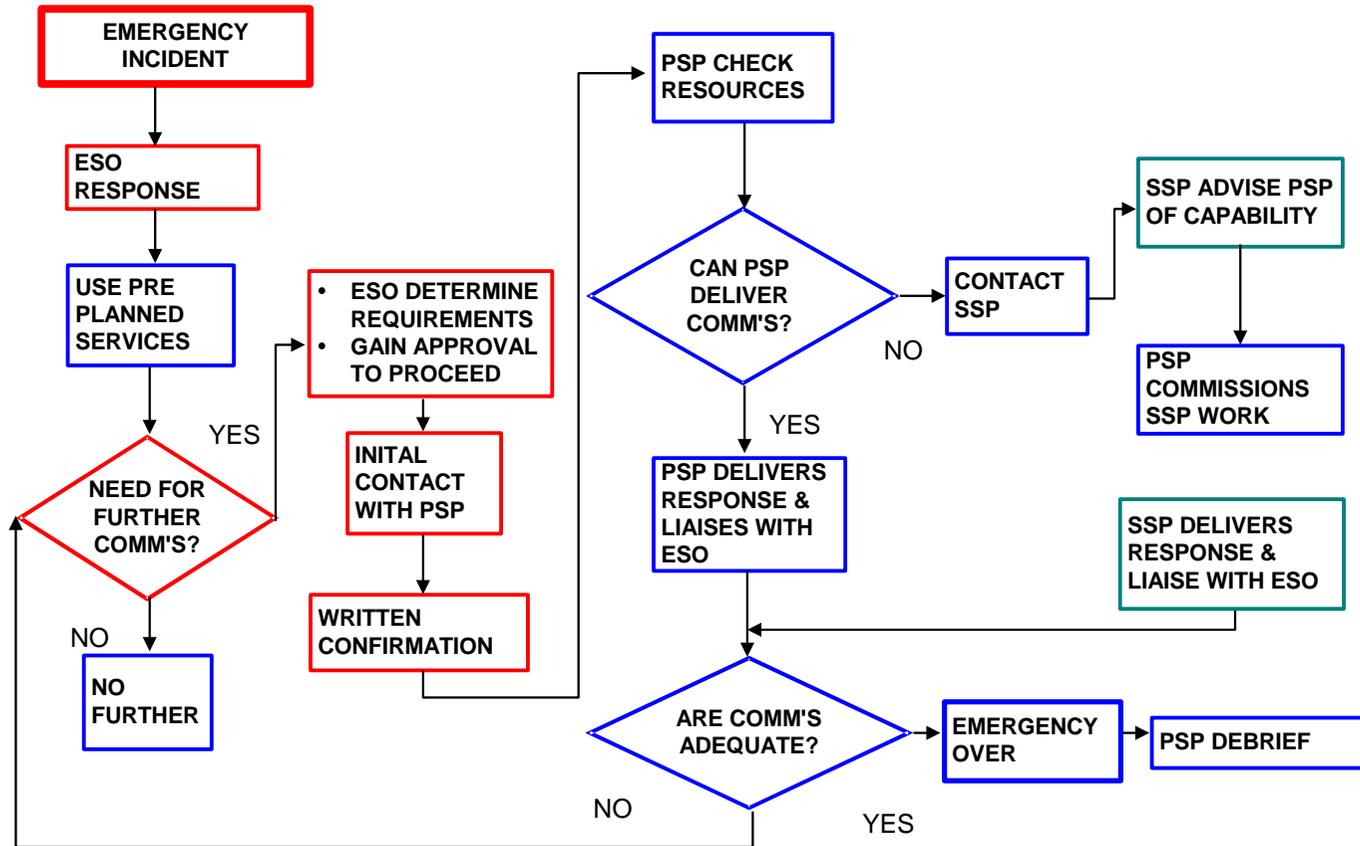


FIGURE 1

Procedure for Communications Support for Emergency Response

C APPENDIX – ESO REQUEST FOR COMMUNICATIONS SUPPORT UNDER EMERGENCY RESPONSE ARRANGEMENTS

Refer to the next page for a template of a form for an ESO to request communications support under Emergency response arrangements.

Identification details of ESO

ESO Logo here

To Pre-planned Service Provider (PSP): _____
PSP Contact Name: _____ **Contact Number:** _____
Verbal Request Time: _____ **Fax Confirmation Time:** _____
ESO Contact Name: _____ **Contact Number:** _____
Rank/Designation: _____ **Station/Unit:** _____
Date: / / **Signature:** _____

(Certify that all communications (including pre-planned) available have been expended and communications support is required to respond to this Emergency. No duplicated request for support has been made in relation to this Emergency.)

Please Supply Communications Support Under Emergency Response Arrangements:

Type of Emergency: _____

Location of Emergency: _____

ESO's Incident No. or reference: _____

Date & Time by which service is required: _____

Exact location communication services are required to be supplied:

ESO employee authorising request: _____

(Must certify the need for communications support and have authority within the ESO to commit to the funding obligation of the request in line with pre-determined pre-planned arrangements and aware that the PSP may seek assistance of other Carrier(s) or CSP(s) to provide the requested service and that such assistance may be subject to additional costs)

Account Number for Billing/Purchase Order Number: _____

Brief Details Of Communications Support Requested:

(Note: PSP will advise as to the best technological and logistical solution to deliver communications support)

PSP Received Request at: **Date** / / **Time** _____

PSP Delivered Service at: **Date** / / **Time** _____

D APPENDIX – INTER-CARRIER/CSP REQUEST FOR SUPPORT TO PROVIDE COMMUNICATIONS SUPPORT UNDER EMERGENCY RESPONSE ARRANGEMENTS

Refer to the next page for a template of a form for a request between Carriers or CSPs for communications support under Emergency response arrangements.

Support Carrier/CSP received request at: Date / / Time _____

Confirmation of Support Carrier/CSP's Ability To Supply Support As Requested: YES / NO

PSP advised of confirmation of support: Date / / Time _____

Support Carrier/CSP service delivered at: Date / / Time _____

PARTICIPANTS

The Working Committee that developed this Industry Guideline consisted of the following organisations and their representatives:

Organisation	Membership	Representative
NBN Co	Voting	Peter Bull
Emergency Management Australia	Voting	Roger Lye
NSW Telco Authority	Voting	Peter Marks
Optus	Voting	Peter Galea
Telstra	Voting	Rod Young
Telstra	Non-voting	Michael Ryan
Vodafone Hutchison Australia	Voting	Alexander R. Osborne

James Duck of Communications Alliance provided project management support.

Communications Alliance was formed in 2006 to provide a unified voice for the Australian communications industry and to lead it into the next generation of converging networks, technologies and services.

In pursuing its goals, Communications Alliance offers a forum for the industry to make coherent and constructive contributions to policy development and debate.

Communications Alliance seeks to facilitate open, effective and ethical competition between service providers while ensuring efficient, safe operation of networks, the provision of innovative services and the enhancement of consumer outcomes.

It is committed to the achievement of the policy objective of the Telecommunications Act 1997 - the greatest practicable use of industry self-regulation without imposing undue financial and administrative burdens on industry.



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