



Government of Western Australia
State Emergency Management Committee

STATE HAZARD PLAN

Fire

Legislation

Policy

PLAN

Procedure

Guidelines

Glossary

Note: This document contains information relating to the arrangements for managing emergencies resulting from the hazard of fire. It must be read in conjunction with the State Emergency Management Plan, which contains the generic emergency management arrangements.

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AMENDMENT TABLE

| AMENDMENT | | DETAILS | AMENDED BY: |
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| # | DATE | | |
| 1 | August 2013 | FINAL DRAFT | LB |
| 2 | 11 September 2013 | Minor grammatical amendments | ML |
| 3 | October 2015 | Statement of fact amendments to Part 5 – Recovery to reflect changes to SEMP 4.4 – Recovery Coordination; change Department of Parks and Wildlife (DPaW) to Parks and Wildlife (PWS); fire investigation wording | SG |
| 4 | May 2016 | Statement of fact changes | SEMC Secretariat |
| 5 | October 2016 | Reference to SEMC Strategic Control Priorities Bulletin in section 4.1 | SEMC Secretariat |
| 6 | December 2016 | Correction to the plan by removing the term 'by mutual agreement' from the Note section of 4.1 Responsibility for Response. Approved by SEMC (Resolution Number 62/2016). | SEMC Secretariat |
| 7 | October 2017 | Interim – Version 01.00 – New State Hazard Plan format, Statement of fact changes, removal of duplication, inclusion of assurance activities, Machinery of Government changes, expansion and further clarification of treatment options | DFES |
| 8 | April 2018 | Interim – Version 01.01 – Update to the establishment of Incident Support Groups reflected at section 4.8 Levels of Response – Table 1 for level 2 incidents. | Office of Emergency Management |

| AMENDMENT | | DETAILS | AMENDED BY: |
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| 9 | December 2018 | Interim - Version 01.02 – Statement of fact amendments to reflect: OEM to SEMC and State Emergency Public Information Plan to State Support Plan – Emergency Public Information references. | SEMC Business Unit |
| 10 | November 2019 | Version 01.00 – Initial release of State Hazard Plan Fire. Statement of fact changes to Section 5 – Recovery to reflect changes to State EM Plan 6 Recovery, inclusion of DBCA Commander role, section 2.2.7 Total Fire Bans amended to reflect changes to the <i>Bush Fires Regulations 1954</i> . | DFES |
| 11 | December 2020 | Version 01.01 – Amendments approved by SEMC (Resolution Number 84/2020) as per amendments table v02.06 . | SEMC Business Unit |

This State Hazard Plan is available on the State Emergency Management Committee website <http://www.semc.wa.gov.au>.

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1. INTRODUCTION

The State Hazard Plan for Fire (the Plan) provides an overview of arrangements for the management of fire in Western Australia (WA) and contains information on fire prevention, preparedness, response and initial recovery.

The Plan refers to a range of existing plans and documents relating to fire but does not duplicate the information contained in these, instead provides directions to websites or other sources where further information can be obtained.

The Fire and Emergency Services (FES) Commissioner, is the Hazard Management Agency (HMA) for fire.¹

1.1 SCOPE

This Plan covers emergency management arrangements within the geographic boundaries of WA, for the hazard of fire. It describes risk reduction strategies, preparedness for, response to and initiation of recovery arrangements following the impact of a fire.

1.2 HAZARD DEFINITION

A fire refers to any actual or impending bush or property fire that impacts and/or causes or threatens to cause injury, loss of life and/or damage to property or natural environment that may require a response.

For the purpose of this Plan, a bushfire is a fire burning in bush, as described in the *Bush Fires Act 1954*² (Bush Fires Act), property fire is used to refer to all other fires.

1.3 ORGANISATIONAL ROLES AND RESPONSIBILITIES

The FES Commissioner is the HMA for fire and is responsible for ensuring effective prevention, preparedness, response and recovery to this hazard within the community.³

The Department of Fire and Emergency Services (DFES) is responsible for the development, implementation and revision of the Plan, in consultation with key stakeholders.

DFES, the Department of Biodiversity Conservation and Attraction's (DBCA) Parks and Wildlife Service (PWS), and local governments (LGs) are responsible for fire management in their respective jurisdictions. Their overall roles and responsibilities for Bush Fire and Property Fire are outlined in Appendix C. Appendices D, E and F detail the agency specific process for the appointment of an authorised person to take control under the Bush Fires Act.

It is recommended that each agency with a role or responsibility under this Plan has appropriate operational procedures detailing their response arrangements in accordance with this Plan. These arrangements should be complementary to the agency's operational procedures detailing their roles and responsibilities under the State Emergency Management Plan.

¹ *Emergency Management Regulations 2006* s. 17(2)

² *Bush Fires Act 1954*, s. 7

³ *Emergency Management Regulations 2006* s. 17(2)

Additionally, agencies involved in fire response should maintain a Business Continuity Plan to ensure they maintain capabilities in the event of a major fire or wide spread fire incidents statewide.

A coordinated response to a fire requires agencies to undertake a variety of agreed and statutory responsibilities. Information regarding the roles and responsibilities of relevant agencies under this plan is detailed at Appendix C.

1.3.1 Bushfire

The Bush Fires Act applies to the whole of the State and is used for the prevention, preparedness and response elements of bushfires. Recovery is initiated as early as practicable during a response by the appropriate Controlling Agency and managed by the impacted LGs.

“Occupier of land” and “owner or occupiers” have statutory obligations to prepare for, prevent and respond to bushfires on their land.⁴ Statutory responsibilities to ensure obligations are undertaken are allocated as follows:

- Prevention: DFES, PWS, and LGs for their designated areas⁵;
- Preparedness: DFES, PWS, and LG for their respective areas;
- Response: DFES statewide; PWS and LG are: Controlling Agencies for their respective areas of jurisdictional responsibility;

⁴ *Bush Fires Act 1954*, s. 28 and s. 33

- Recovery: LGs (Recovery will be initiated by the Controlling Agency and managed by the impacted LGs with support from the State Recovery Coordinator if required); and
- Day to day responsibilities for fire management are shared between DFES, PWS, and LG within their respective jurisdictions as outlined in Appendix B.

1.3.2 Property Fire

Certain provisions of the *Fire Brigades Act 1942* (FB Act), Bush Fires Act and Emergency Management Act are used for the prevention, preparedness and response to property fires. While some provisions of recovery will be initiated by the appropriate response agency, the overall management of and responsibility for recovery rests with the property owner/manager. When a property owner cannot be located or is incapacitated or deceased then the respective LG should be contacted.

1.3.3 Shipboard fires

Fires on-board ships lying in any river, harbour, or other waters within or adjacent to any Fire District are subject to the *Fire Brigades Act 1942*.

Arrangements for responding to shipboard fires in accordance with the *Fire Brigades Act 1942* will be determined by DFES, in conjunction with the relevant Ports, Port Operator, Port Facility and Boat Harbour Operator.

⁵ Note that DFES and PWS also do mitigation works on other lands besides those lands they manage directly through respective MOUs with other agencies.

For further details, refer to State Hazard Plan – Maritime Environmental Emergencies.

1.4 RELATED DOCUMENTS AND LEGISLATION

This plan is to be read in conjunction with the following documents:

- *Building Act WA 2011*;
- *Building Regulations 2012*;
- Building Code of Australia (updated annually);
- *Bush Fires Act 1954* (the Bush Fires Act);
- *Bush Fires Regulations 1954*;
- *Conservation & Land Management Act 1984* (the CALM Act);
- *Conservation and Land Management Regulations 2002*
- *Dangerous Goods Regulations 1992* (Parts 4, 5);
- *Emergency Management Act 2005* (Emergency Management Act);
- *Emergency Management Regulations 2006* (EM Regulations);
- *Explosives and Dangerous Goods Act 1961*;
- *Fire Brigades Act 1942* (Fire Brigades Act);
- *Fire Brigades Regulations 1943*;
- *Fire and Emergency Services Act 1998* (FES Act);
- *Local Government (Miscellaneous Provisions) Act 1960*;
- *Local Government Act 1995*;
- *Meteorology Act 1955* (Cwlth);

- National Construction Code of Australia;
- *Occupational Safety and Health Act 1984*;
- *Occupational Safety and Health Regulations 1996*;
- *Planning and Development Act 2005*;
- State Planning Policy 3.7 – Planning in Bushfire Prone Areas
- State Emergency Management Policy (State EM Policy)
- State Emergency Management Plan (State EM Plan)
- State Emergency Management Procedures
- State Support Plan - Emergency Public Information;
- State Support Plan – Animal Welfare in Emergencies;
- Department of Health WA State Health Emergency Response Plan;
- State Hazard Plan – Maritime Environmental Emergencies
- State Emergency Welfare Plan; and
- Local Emergency Management Arrangements.

1.5 ASSURANCE ACTIVITIES

The HMA ensures aspects of operational performance are reviewed, and that a consistent and structured approach is applied to all aspects of operational performance. This includes

the implementation and evaluation of the outcomes (lessons identified, findings, recommendations, etc.) of such reviews.⁶

Operational performance assurance activities identify and generate opportunities for improvement in operational performance to ensure incident management and response capabilities are continuously improved to provide the most effective service to the community. The types of performance reviews conducted are:

- Reactive operational performance reviews
- Live incident reviews
- Operational investigations
- Hot debrief
- Formal operational debrief
- Post incident analysis
- Major incident review
- External reviews/investigations
- Proactive operational performance reviews
- Post-exercise debriefs
- Operational readiness review
- External Agency Report Reviews.

Information relating to two types of review (Post Incident Analysis (PIA) and Major Incident Reviews (MIR) conducted by DFES) is included in the DFES Annual Report; this is an essential component of external performance reporting to the

Minister for Emergency Services, State Parliament and the wider community. This information also facilitates decision making affecting DFES operations.⁷

Post Operation Reports shall be provided to SEMC in accordance with State EM Policy section 5.11 and State EM Plan section 5.7.

⁶ DFES Policy No 54: Operational Performance Assurance Policy, 2017

⁷ DFES Directive – Operational Performance Assurance, 2017

2. PREVENTION AND MITIGATION

2.1 RESPONSIBILITY FOR PREVENTION AND MITIGATION

As the HMA, the FES Commissioner has overall responsibility for the prevention and mitigation aspects of the hazard of fire.

In addition, the PWS and LGs have roles in fire prevention and mitigation, which are detailed below.

LGs are responsible for planning in their local communities by ensuring appropriate local planning controls are consistent with the objectives and requirements set by the Western Australia Planning Commission (WAPC).^{8,9} The WAPC is responsible for approving subdivision applications and has delegated powers for the determination of development applications to local governments and development assessment panels.

Building construction standards are set by the State, usually by reference to the National Construction Code of Australia (NCC). Local governments and registered building surveyors have responsibility for ensuring adherence to building construction standards.

DFES also has a statutory referral obligation for commercial and industrial building development applications through the WA Building Commission by providing operational advice concerning fire safety to Building Surveyors.

⁸ WAPC State Planning Policy 3.4 Natural Hazards and Disasters, https://www.planning.wa.gov.au/dop_pub_pdf/SPP3_4.pdf

The responsibility for property fire prevention/mitigation lies with the property owner or occupier of premises. Owners/occupiers also have responsibility for bushfire mitigation in accordance with section 33 of the Bush Fires Act.

LGs are responsible for issuing an appropriate firebreak notice for their area and ensuring compliance within.

2.2 MITIGATION STRATEGIES - BUSHFIRE

A summary of the mitigation strategies (i.e. risk treatment) for bushfire are provided below.

2.2.1 Land Use Planning

Additional planning and building requirements may apply to developments, within areas designated as bushfire prone areas by the FES Commissioner, in accordance with Schedule 2 Part 10A of the *Planning and Development (Local Planning Schemes) Regulations 2015*, State Planning Policy 3.7 Planning in Bushfire Prone Areas, the supporting Guidelines for Planning in Bushfire Prone Areas and the NCC. Certain exemptions and exclusions may apply.

LG planning and development processes also play a role in bushfire risk management by utilising specific standards as outlined in the WAPC Guidelines for Planning in Bushfire Prone

⁹ WAPC State Planning Policy 3.7 Planning in Bushfire Prone Areas, <https://www.dplh.wa.gov.au/information-and-services/state-planning/bushfire-planning/state-planning-policy-3-7-and-guidelines>

Areas.¹⁰ In addition, LGs are responsible in their local planning scheme for ensuring new buildings within these areas comply with any applicable construction and development standards.

DFES also has a statutory referral obligation for land development proposals through WAPC by providing professional advice concerning fire management conditions that WAPC may stipulate.

2.2.2 Prescribed Burning

Prescribed burning can be undertaken by brigades, groups or units and others for the purposes of removal or abatement of a fire danger.¹¹ Many volunteer brigades across the State are involved in mitigating risk within their communities under the auspices of the respective LG, DFES or DBCA across various land tenures by way of prescribed burning.

PWS is required to manage land under its control which includes carrying out planned or 'prescribed' burning.¹² PWS will use prescribed burning to reduce bushfire-related risk to communities and built and natural assets at both the local scale and the landscape scale, and to achieve biodiversity conservation, forest silviculture, research and other land management objectives.¹³

PWS develops annual burn programs throughout the State which are identified based on various factors, including bushfire risk.

¹⁰ Guidelines for Planning in Bushfire Prone Areas, https://www.planning.wa.gov.au/dop_pub_pdf/Bushfire_GuidelinesText.pdf

¹¹ *Bush Fires Act 1954*, s. 33

In addition to its regulatory requirements DFES has several memorandums of understanding with various government agencies requiring it to undertake fire management activities.

2.2.3 Vegetation and fuel modification

Alternative bushfire mitigation measures may be used in some areas and fuel types where prescribed burning is not appropriate. These measures can include mulching, slashing, mechanical removal or herbicide to reduce or alter the structure and/or quantity of available fuel.

2.2.4 Firebreak and Hazard Reduction Notice

LGs may publish a notice under section 33 of the Bush Fires Act requiring fire breaks to be prepared and maintained for a set period as well as other measures such as asset protection zones and building protection zones. The width and position of the fire break are specified in the notice. A LG may direct any owner or occupier of land by notice to prepare fire breaks within the time specified in the notice. Similarly, the removal or clearing up of any fire hazard may be ordered. If the owner or occupier fails to carry out the work, the LG may enter the land and prepare the fire breaks at the cost of the owner or occupier.¹⁴ A LG Bush Fire Advisory Committee (BFAC) may advise its LG Council on bushfire response and preventing, including development of a local firebreak notice.

¹² *Conservation and Land Management Act 1984* s. 33

¹³ DBCA, Corporate Policy Statement No. 88 – Prescribed Burning, 2015, p. 2

¹⁴ *Bush Fires Act 1954*, s. 33

2.2.5 Prohibited and Restricted Burning Times

Prohibited Burning Times (PBT) may be declared by the Minister and published in the Government Gazette stipulating the times of the year that it is unlawful to set fire to bush. The FES Commissioner can suspend the declaration and apply conditions in which a fire may be lit.

Restricted Burning Times (RBT) may be declared by the FES Commissioner and requires a person to obtain a permit if they wish to set fire to the bush.

LGs may vary the RBT and PBT by a period of no more than 14 days at a time where seasonal conditions warrant the shortening, extending, suspending, re-imposing or imposing a further period. It should be noted that PBT and RBT cannot be shortened by more than 14 days at either end of the declared period.¹⁵

The FES Commissioner or LG can vary the RBT by a period not exceeding 14 days at a time where seasonal conditions provide for the shortening, extending, suspending, re-imposing or imposing a further period.¹⁶

2.2.6 Permits to Burn

Permission must be sought to set fire to bush during RBT. Permits are to be in a written format and be obtained from a Bush Fire Control Officer of the LG of the district or other

approved person as identified in the Bush Fires Act. All conditions set out in the permit must be adhered to.¹⁷

During unrestricted burning times, fires may be lit without permits being issued or notice given to neighbours, with the exception that notice must be given to a forest officer, when a fire is to be lit on land adjoining State Forest or Timber Reserve. This restriction applies at all times of the year.¹⁸

2.2.7 Total Fire Ban and Harvest Bans

The FES Commissioner or a delegated officer, may declare a Total Fire Ban (TFB) for a defined area where specific fire weather conditions exist or where extensive fires are burning. When such a declaration has been made, no person may light a fire or carry out an activity in the open air that causes or is likely to cause a fire.¹⁹

When a TFB is declared:

- Information is made available on the DFES website and TFB Hot Line (1800 709 355 / 13 33 37)
- Information is available on Emergency WA (www.emergency.wa.gov.au)
- Information is available ABC Local Radio and other media outlets.
- Information is shown on LG roadside fire danger signs.

¹⁵ *Bush Fires Act 1954* s.17

¹⁶ *Bush Fires Act 1954* s. 18 and *Bush Fires Regulations 1954* r15, 15A and 15B

¹⁷ *Bush Fires Act 1954* s. 18

¹⁸ *Conservation and Land Management Act 1984* s. 105

¹⁹ *Bush Fires Act 1954* s2B

- Agricultural activities are exempt from a TFB; however, a bush fire control officer must impose a Harvest and Vehicle Movement Bans (HVMB)²⁰ on these activities when the Fire Danger Index (FDI) for local grasslands is 35 or above.

The *Bush Fires Regulations 1954* require an exemption for the activities of **rail way works, programmed hot fire training and religious and cultural ceremonies**. Exemptions can be obtained from DFES. Conditions are applied to the exemptions to manage risks associated with the specified activity.

Exemptions may be revoked by DFES in writing to the holders.

Some activities, previously requiring an exemption²¹, can only be carried out where the work is occurring in the course of trade or commerce, or by (or on behalf of) a public authority, and only when all of the prescribed conditions are met. These activities include **blasting; fireworks; gas flaring; hot work; road work (grading and bituminising); off-road activity; catering activities**. The conditions required to be met before carrying out the activity are found within the *Bush Fires Regulations 1954*.

LGs may issue an HVMB if their Bush Fire Control Officer considers the use of engines, vehicles, plant or machinery during the PBT, RBT or TFB is likely to cause a fire or contribute to the spread of a bushfire. A HVMB may be issued at any time, especially if fire resources are heavily committed.

²⁰ *Bush Fires Regulations 1954 r38A (during the PBT or RBT) or 24C (during a TFB)*

²¹ *Bush Fires Regulations 1954* amendments effective as of 6 November 2019

²² State EM and Mitigation Procedures, Emergency Risk Management Planning – Specialised Risk Criteria and Guidelines, p. 11

HVMBs apply to off-road activity where the activity is occurring in the course of trade or commerce or by (or on behalf of) a public authority, as prescribed in the *Bush Fires Regulations 1954*.

2.2.8 Bushfire Risk Management Plans

Bushfire Risk Management Plans (BRMPs) identify assets (Human Settlement, Economic, Cultural and Environmental), at risk from bushfire, assign them a risk rating and treatment priority, and set out a broad program of proposed coordinated, multi-agency treatment strategies to help reduce the risk to an acceptable level.

LGs identified as having high or extreme bushfire risk²² are required to develop an integrated BRMP outlining a strategy to treat or reduce bushfire related risk across all land tenures.²³

LG, DFES, PWS and Forest Products Commission (FPC) participate in, and contribute to, the BRMP process. In addition, all State agencies that control or manage land within the LG must contribute relevant risk data to the planning process. Data and information provided to the planning process must be in a defined form.²⁴

Bushfire risk management must be underpinned by a rigorous process²⁵ that identifies, analyses, assesses, treats and reviews risks. The resultant plan should be reviewed by the

²³ State EM Prevention and Mitigation Procedure 1

²⁴ State EM Prevention and Mitigation Procedure 1 and OBRM BRMP Guidelines and template

²⁵ State EM Policy s. 3.2

Office of Bushfire Risk Management (OBRM) and endorsed by the LG Council.

An LG may use its Bush Fire Advisory Committee (BFAC)²⁶ or Local Emergency Management Committee (LEMC) as a means of negotiating a commitment by all land owners and land managers to a plan of action to reduce the incidence and impact of bushfire on the local community.

2.3 MITIGATION STRATEGIES – PROPERTY FIRES

DFES, LG and other agencies provide site/property visits and fire safety advice. These visits do not constitute acceptance or otherwise of fire safety compliance.

The functions of the FES Commissioner in preventing fires are referred to in section 25(a) of the FB Act. This is enacted in the following ways:

- DFES provides input to various Australian Standards related to building / property fire safety (active and passive features) through direct representation on certain standards committees and review of other related standards;
- DFES contributes to an Australasian Fire and Emergency Service Authorities Council (AFAC) Built Environment Technical Group which develops a national approach to building, structure fire and life safety;
- DFES contributes to the AFAC Fire Investigation Network Group (FING) which promotes an interchange of ideas,

information and developments in the areas of fire and arson prevention and incident reporting;

- DFES are required to receive building plans for all commercial (Class 2-9) buildings in WA²⁷;
- DFES provides feedback, regarding operational effectiveness, of plans received to the owners / developers;
- DFES develops Operational Pre-Plans and FES Emergency Response Guides for certain structures and facilities;
- DFES conduct inspection visits of properties (private and public buildings) to review risk and to familiarise operational crews with the site;
- DFES in partnership with WA Police Force, LGs and PWS develop and initiate arson prevention measures;
- DFES develop and implement several fire safety educational campaigns such as Winter Safe, Smoke Alarm, School Aged Education programs such as Bushfire Patrol, Year Three Home Fire Safety and the Bushfire preparedness program; and
- DFES has the power to “remove and keep possession of any material which may tend to prove the origin of a fire” to determine the cause and use the findings for prevention initiatives and potential prosecution.²⁸

²⁶ *Bush Fires Act 1954* s. 67

²⁷ *Building Act 2011*

²⁸ *Fire Brigades Act 1942*, s. 34(1) and s. 14(a)(e)(h) of Bush Fires Act

2.4 MITIGATION STRATEGIES – ARSON REDUCTION

The lighting of deliberate fires in contravention of state legislation constitutes a criminal act. Arson offences carry penalties up to and including life imprisonment.

Vegetation fires determined to be deliberate or suspicious consistently account for most fire brigade attendances.

Arson reduction strategies are a shared responsibility for police and fire controlling agencies. A variety of strategies have been identified including:

- Bushfire Investigation Team Meetings;
- Regional briefings conducted by DFES Fire Investigation and Analysis Unit, PWS and WA Police Force;
- Bushfire Arson Investigation Strategy (Strike Force Vulcan) implemented by WA Police Force;
- Juvenile and Family Fire Awareness (JAFFA) program;
- Extinguish Arson signage;
- Arson Reward Scheme; and
- Crime Stoppers Reporting of Bushfire Arson.

DFES contributes to the AFAC Fire Investigation Network which promotes an interchange of ideas, information and developments in the areas of fire and arson prevention and incident reporting.

3. PREPAREDNESS

3.1 RESPONSIBILITY FOR PREPAREDNESS

As the HMA for fire the FES Commissioner has responsibility for:

- promoting resilience activities within communities to improve the management of future risks; and
- promoting the undertaking of emergency management activities relating to fire prevention and preparedness.

DFES, PWS, LG and other government departments and agencies are responsible for the following preparedness activities within their respective jurisdictions:

- Pre-incident planning to identify response arrangements;
- Training of firefighters and support personnel to allow a competent, coordinated, effective and safe incident response; and
- Establishing mechanisms to provide the community with information and education and engage them in bush fire risk management prior to and during an incident.

3.2 PLANNING AND ARRANGEMENTS

3.2.1 Bushfire

At the State level, DFES is responsible for the development of this Plan in consultation with PWS, WA Local Government Association (WALGA) and other agencies.

The following arrangements and plans are in place and maintained:

The Western Australian Fire and Emergency Services (WAFES) Manual

The Manual outlines the overall operational management structure and systems used by DFES for emergency preparedness and response throughout the State. It unites State legislation, State Emergency Management Policy and Plans with DFES's structures and its operational doctrine. It describes the FES Commissioner's intent for the role of DFES during emergencies in Western Australia.

PWS Bushfire Response and Preparedness Manual

This manual outlines the policies and procedures used by PWS to prepare for and respond to bushfires on PWS-managed land, and for participation with DFES, LGs and other agencies in multi-agency responses.

State Bushfire Pre-Formed Teams: Governance Arrangements

The State has established four multi-agency pre-formed bushfire incident management teams (PFTs), capable of managing extended response to Level 3 and other significant bushfires, utilising personnel and resources from DFES, PWS, FPC, other agencies, LGAs and volunteer emergency service organisations. A PFT Subcommittee consisting of three DFES representatives, three PWS and one WALGA representative provides oversight and overall management of the PFTs.

Regional/District Arrangements²⁹

DFES, PWS and LGs have Regional Interagency Bushfire Command and Control Arrangements. These incorporate agency and interagency preparedness and response arrangements and formalise the requirement for DFES and PWS regional staff to give effect to regional operations command. Arrangements include procedures/protocols for establishment of pre-formed and reactive Level 2 interagency incident management capacity, systems and practices. LGs are integral to these arrangements. The Region/District Operational Advisory Committee is the means to formally involve LG and ensure participation. DFES liaises with PWS and individual LGs to assist with development and maintenance of arrangements. DFES Metropolitan Operations Centre/Regional Operations Centre (MOC/ROC) will be the focus of regional preparedness for both DFES and PWS. PWS is responsible for preparedness levels for PWS managed lands.

Local Arrangements

LGs are responsible for developing and maintaining Local Emergency Management Arrangements (LEMAs) which should include comprehensive (prevention, preparedness, response and recovery) arrangements for the management of bushfire within their area.

²⁹ Agencies utilise the terms Regional/District interchangeably to suit their own boundaries and hierarchies

Brigade Area Response Plans

Brigade Area Response Plans are the responsibility of both DFES and LGs. DFES has an Urban/Bushland Response Plan template which can be adapted to suit local circumstances.

3.2.2 Fire Weather Forecasting

The Bureau of Meteorology (BoM) is responsible for the development and dissemination of fire weather forecasts including daily publicity concerning Fire Danger Ratings and provides this in accordance with agreed standards and protocols.³⁰ The commencement, extension and cessation dates for fire weather forecasts for each bushfire season will be determined by DFES in consultation with PWS and BoM.

BoM, through formal arrangements with DFES, provides a dedicated meteorologist based within the State Operations Centre (SOC). A SOC Meteorologist Directive issued by the SOC Meteorologist (SOCMET) provides instructions and guidance to be followed in the preparation and dissemination of products and briefings and on the role and responsibilities of the SOCMET. PWS has a separate fee-for-service arrangement with BoM for its specific weather forecasting requirements to support prescribed burning and bushfire response. BoM also provides a registered users site containing tailored services for fire agencies.

BoM will liaise with DFES, PWS and LGs should severe, extreme or catastrophic fire weather be expected. DFES is responsible for the distribution of severe, extreme and

³⁰ *Meteorology Act 1955* s. 6(1)(c)

catastrophic fire weather information and warnings beyond the normal BoM dissemination process. BoM has detailed its fire weather information processes in its Fire Weather Directive which is agreed to by the fire agencies each fire season.

3.2.3 Resources

The identification of appropriate and adequate resources and expertise is essential to preparedness for a fire. Planning at all levels should reference resource management, inventory and acquisition arrangements

DFES, PWS and LGs maintain a fire fighting capability to meet anticipated needs, including firefighting appliances, trained personnel for firefighting operations, and incident management personnel. Seasonally, DFES and PWS each also contract aerial fire suppression aircraft, which are jointly managed through the State Operations Air Desk. DFES and PWS also maintain arrangements and contracts for the provision of additional heavy earthmoving, logistical and other equipment.

Industry are required to have emergency plans in place, these plans may include additional preparedness provisions. LEMCs are encouraged to seek the inclusion of these plans within LEMAs, making them available on LG websites where possible.

In certain areas, some industry groups have established mutual aid agreements and/or systems that contribute to the reduction of the effects of an emergency through rapid response and improved response capability.

Where an operation is beyond the resources of the State, a request for assistance from other jurisdictions may be made in accordance with section 3.3.

3.2.4 Incident Management Facilities

DFES, in conjunction with PWS and LG identifies suitable facilities at which Incident Management Teams (IMT), Incident Support Groups (ISG) and Operational Area Support Groups (OASG) may operate.

3.2.5 IMT Structures

Inter-agency Incident Management Teams (IMTs) and State Bushfire Pre-Formed Incident Management Teams will be maintained regionally during periods of heightened bushfire risk.

- IMTs should include personnel with local knowledge where practicable;
- Level 2 IMTs must include a Public Information Officer (PIO);
- Level 3 IMTs must include a Deputy Incident Controller (IC), Safety Advisor and PIO; and
- Level 3 IMTs should be led by an endorsed L3 IC, whenever practicable, unless otherwise determined by the HMA.

3.2.6 Community Education and Information

DFES has developed programs and associated material for use at a local level, including school aged education programs that address bushfire and home fire safety, smoke alarm and home fire safety programs.

PWS conducts a fire education program for students, teachers and parents through several centres in the South West.

LGs may have locally developed community education programs. The local BRMP must include strategies for community education relating to preparedness activities in their local community.

During fires, community information will be provided in a coordinated manner through the Incident Controller (IC) and/or Operational Area Manager (OAM).

Media and public information strategies are reviewed annually by DFES and PWS to ensure appropriate communication of fire information to the community.

3.2.7 Property Fire

DFES develops Operational Pre-Plans and FES Emergency Response Guides for certain structures and facilities.

3.3 ASSISTANCE ARRANGEMENTS WITH OTHER JURISDICTIONS

Should a fire emergency be beyond the resources of the State, support may be requested from the Australian Government, other States or overseas.

DFES (inclusive of LG personnel) and PWS maintain schedules of competent personnel capable of deployment interstate.

Deployment will be managed by the agency employing the deployed personnel in accordance with individual agency policy and directives. DFES must be notified of any significant resources being committed to interstate deployments. Ministers

responsible for DFES and PWS are to be notified before any interstate deployment of their respective personnel.

Assistance to interstate, overseas and other jurisdictions for fire emergencies will be coordinated at a state level by DFES. This will include determination of the process involved and recognition of pre-existing arrangements for inter-jurisdictional assistance by other agencies where such arrangements exist.

The Arrangements for Interstate Assistance (AIA) have been developed on behalf of the Commissioners and Chief Officers Strategic Committee (CCOSC) through the National Resource Sharing Centre (NRSC) to provide the timely and meaningful exchange of capability between Australian states and territories during significant incidents. The Commonwealth, through Home Affairs - Emergency Management Australia, co-chairs CCOSC and is integral to this Arrangement.

The AIA provides for mutual assistance between Australian emergency management agencies: fire services, emergency services and land management agencies. It is for domestic use within Australia, which may involve New Zealand resources. While the focus is to support operational deployments, this agreement may also be used to facilitate activities such as prescribed burning. Strong partnerships, goodwill and cooperation across organisations and interstate boundaries are essential to this process.

International arrangements are very similar to state arrangements however a rigorous checklist applies to support effective response as these are often for longer durations. The CCOSC and NRSC are primary contacts to support a deployment with Director General Emergency Management



Australia, ultimately responsible for coordination of deployment requests interstate and internationally.

All requests for Australian Government Physical Assistance are to be made in accordance with State EM Policy section 5.10 and State EM Plan section 5.6.

4. RESPONSE

4.1 STRATEGIC CONTROL PRIORITIES

The Strategic Control Priorities for fires are:

- Protection and Preservation of Life: This is the fundamental overarching priority for the State, and includes:
 - safety of emergency services personnel.
 - safety of community members including at risk community members and visitors/tourists located within the incident area.
- Community warnings and information
- Protection of critical infrastructure and community assets
- Protection of residential property
- Protection of assets supporting individual livelihood and community financial sustainability
- Protection of environmental and heritage values.

The above priorities are **not** hierarchical; however, protection and preservation of life must be paramount when developing incident action plans that identify the priority roles and actions for the emergency management response, where there are concurrent risks or competing priorities.³¹

4.2 RESPONSIBILITY FOR RESPONSE

DFES, PWS and LGs are responsible for developing and implementing rapid, effective and complementary fire response arrangements for their jurisdictions.

4.3 RESPONSE ARRANGEMENTS

Fire response arrangements are in accordance with the principles of Australasian Inter-Service Incident Management System (AIIMS)

DFES

Mobilisation and management of DFES resources is coordinated through its Communications Centre (COMCEN) and the SOC, MOC or relevant ROC. COMCEN receives Triple Zero (000) calls state-wide and either dispatches resources direct or passes call information to PWS or LG.

PWS

Management of PWS response to bushfire on PWS managed land is through its State Duty Officer and network of regional offices, district offices and work centres. Coordination of PWS resources for major incidents is through the presence of a PWS State Commander in the SOC or WA Police Force Maylands Incident Command Centre as necessary.

³¹ The State Strategic Control Priorities for all hazards (State EM Policy s. 5.1)

Local Government

LG Bush Fire Brigade response to fires is managed at the local level by Chief Bush Fire Control Officers (CBFCO), Deputy Chief Bush Fire Control Officers, Captains and Fire Control Officers.

DFES assists LG Bush Fire Brigades through the coordination of resource deployments (individual resources, strike teams and task forces) to incidents at the request of Controlling Agencies. LG Bush Fire Brigades provide these resources at the request of the DFES RDC, neighbouring LG CBFCOs or PWS Duty Officers.

Industry

Some industries maintain rapid response fire appliances which are used in an emergency on/near their site or before the arrival of DFES operational crews. They are also prepared to respond to emergencies at other locations if they are within a mutual aid group or working under a Memorandum of Understanding.

Owners/occupiers of land

Have a responsibility to take all possible measures to extinguish a fire burning on their land, unless that fire is part of burning operations.³²

³² Bush Fires Act 1954 s. 28

4.4 NOTIFICATIONS

DFES COMCEN is central to state-wide fire reporting and monitoring, as follows:

- all fires state-wide are to be reported to DFES COMCEN via Triple Zero (000), radio or 1800 198 140 (or by other means, where agreed between agencies). COMCEN will subsequently notify relevant agencies (DFES, PWS, LGs) as applicable;
- any fires reported directly to a Controlling Agency are to be immediately reported to DFES COMCEN;
- triple Zero (000) agreements are maintained with those LGs, with fire response responsibilities, to ensure calls are expedited state-wide and reporting arrangements identified;
- the Controlling Agency will provide DFES (via the DFES COMCEN or Regional/Metropolitan Duty Coordinators) with regular situation reports as requested;
- all fire agencies will keep DFES informed of bushfires that have the potential to escalate to Level 3, including their incident level declaration³³;
- the Controlling Agency will keep other agencies and support organisations, with a responsibility under this Plan informed of developing situations that may require their support or action; and
- PWS and LGs will notify by telephone or radio the relevant DFES Regional/Metropolitan Duty Coordinators as soon

³³ State EM Response Procedure 2

as is reasonably practicable where incident control arrangements are transferred to another agency under sections 45 or 45A of the Bush Fires Act.

4.5 BUSHFIRE WARNING SYSTEM

WA has agreed to a national approach to community warnings for bushfire. This approach includes a scaled approach with three levels of Warning and an All Clear. The alert level should change to reflect the increasing or decreasing risk to life and property. The frequency of alerts depends on the level of threat. The fire agencies agreed bushfire warning system is as follows:

- **ADVICE:** A fire has started and there is no immediate danger, this is general information to keep you informed and up to date with developments.
- **WATCH AND ACT:** There is a possible threat to lives and homes. Conditions are changing, you need to leave the area or prepare to actively defend your home to protect you and your family. Broadcast in full on ABC Local Radio and 6PR every half hour at quarter past and quarter to the hour.
- **EMERGENCY WARNING:** You are in danger as your area will be impacted by fire. You need to take immediate action to survive. Listen carefully as you will be advised whether you can leave the area or if you must shelter where you are as the fire burns through your area. Issued at least every hour. Broadcast in full on ABC Local Radio and 6PR every 15 minutes. An emergency warning may be supported with a siren sound called the Standard Emergency Warning Signal (SEWS) and / or a Telephone Warning System message.

- **ALL CLEAR:** The danger has passed and the fire is under control, but you need to remain vigilant in case the situation changes. It may still not be safe to return home.

4.6 PROPERTY FIRE WARNING SYSTEM

The IC or PIO can request the activation of public information in the event of a fire involving a property that is unrelated to a bushfire or hazardous materials (HAZMAT), poses a threat to the public or attracts sufficient media attention to warrant the issuing of public information. This request can be made to the controlling agency's media branch or COMCEN.

The public information process in State Hazard Plan - HAZMAT may be applicable if the property fire poses a threat to the community other than fire or smoke from a bushfire.

If requested, the public information will advise the public that an incident has occurred and will:

- describe the incident;
- outline what people should do to keep safe from the threat;
- advise of road closures, if appropriate; and
- advise what fire fighters are doing to protect the public.

4.7 TELEPHONE WARNING SYSTEM

Telephone Warning System is a warning system that uses web technology to send alerts to home phones and mobiles. It is an additional public information tool that can be used for any emergency where there is an imminent threat, to alert people in a specific location.

The IC or PIO can request an Emergency Alert by calling the DFES District Officer State Situation.

4.8 STANDARD EMERGENCY WARNING SIGNAL

The Standard Emergency Warning Signal (SEWS) is a distinctive siren sound to alert the community to the broadcast of an urgent safety message relating to a major emergency. SEWS is intended for use as an alert signal to be played on public media such as radio, television, or public address systems to draw listeners' attention to the emergency warning that follows. SEWS should only be used when issuing Emergency Warnings and there is a need to warn people to take urgent and immediate action to reduce the potential for loss of life or property from emergency events. **Note that it is not required for all Emergency Warnings.**

State EM Response Procedure 3 describes the conditions and procedures for use of the SEWS.

4.9 LEVELS OF RESPONSE

DFES, PWS and LGs will undertake a range of pre-emptive activities prior to the onset of the hazard, during times of potential threat, or reactively post impact. This may include a range of actions at State and/or Regional level by the relevant agency and/or Local Government(s).

DFES, PWS and LGs will promptly and deliberately instigate IMTs appropriate to the scale and requirements of the

emergency in accordance with the State's emergency management arrangements.³⁴

The level of implementation of plans and operational structures can vary considerably depending upon circumstances. Factors which may influence the level of response include the degree of threat to a community, the number of DFES fire districts impacted by fire and whether a multi-agency response is required.

If the incident is likely to escalate and may have a significant impact on WA attracting national attention, DFES will send situation reports to the Australian Government Crisis Coordination Centre regarding actions taken for this event. This will assist in providing whole of Australian Government situational awareness if Australian Government assistance is required.

The declaration of an incident level is a critical component of emergency management in terms of triggering the responsibilities and actions of emergency management stakeholders to ensure a response in which the size of both the IMT and the coordination structure are proportional to the size of the fire emergency. State EM Response Procedure 2 enables one of three operational levels to be declared depending upon the characteristic 'factors' of the emergency. This procedure is aligned with State EM Plan section 5.1.5 and the DFES WA FES Manual. The descriptors are guidance for DFES Operational Managers and are used for all bushfire emergencies.

³⁴ State EM Plan s. 5 Response

| INCIDENT LEVELS | DESCRIPTORS AND ACTIONS Note: All fire incidents are regarded as Level 1 unless declared otherwise. |
|-----------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| LEVEL 1 | <p>A Level 1 fire incident is characterised by being able to be controlled through local or initial response resources within a few hours of notification. Being relatively minor, all functions of incident management are generally undertaken by the first arriving crew/s.</p> <ul style="list-style-type: none"> • COMCEN to be notified of the fire; and • PWS and LG can transfer control of bushfires to one another.³⁵ This can be by verbal agreement, as long as the agreement is diarised and confirmed in writing as soon as practicable. DFES ROC/Regional Duty Coordinator (RDC) or MOC/ Metropolitan Duty Coordinator (MDC) to be notified (verbally) on each occasion where transfer of control has occurred. |
| LEVEL 2 | <p>Level 2 fire incidents are more complex either in size, duration, resources, risk or community impact. They usually require delegation of a number of incident management functions and may require interagency response. At declaration of a Level 2 incident:</p> <ul style="list-style-type: none"> • COMCEN to be notified of all fires; • PWS and LG can transfer control of bushfires to one another. This may be verbal agreement, as long as recorded, and confirmed in writing as soon as practicable. DFES ROC/RDC or MOC/MDC to be notified of any situations where transfer of control has occurred; • Pre-formed Interagency IMTs may be utilised if required and available; • Establishment of an Incident Support Group (ISG) must be considered; • Relevant Emergency Coordinator should be provided with an Incident Situation Report (ISR)^{36, 37}; • Fire status to be regularly reported to DFES ROC/RDC or MOC/MDC including changes in incident status, values at risk and resourcing; • Incident Level Declaration form and actions must be completed in accordance with State EM Response Procedure 2, • Notification must be made to the State Recovery Coordinator³⁸; |

³⁵ *Bush Fires Act 1954* s45 and s45A

³⁶ DFES Directive 3.2 Incident Control – SAP 3.2C Incident Action Plans

³⁷ Note: PWS will provide ISRs to DFES for L2 and L3 fires, who can then pass them on to others as required.

³⁸ State EM Plan s. 6.4

| | |
|----------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | <ul style="list-style-type: none"> • The Controlling Agency will keep agencies with a responsibility under State Hazard Plan – Fire, as well as support organisations, informed of developing situations that may require their support or action; • If a Level 2 incident has the potential to escalate to a Level 3 incident, the FES Commissioner as HMA (or delegate) must contact the State Emergency Coordinator to advise them of the current situation, the potential Level 3 declaration and discuss activation of the State Emergency Coordination Group and consider the potential for an emergency situation declaration; and • DFES ROC/MOC to be established and available. |
| LEVEL 3 | <p>Level 3 fire incidents are protracted, large and resource intensive. They may affect community assets and/or critical infrastructure and attract significant community, media and political interest. These incidents will usually involve delegation of all the Incident Management functions.</p> <p>At declaration of a Level 3 incident:</p> <ul style="list-style-type: none"> • COMCEN to be notified of the fire; • Upon a Level 3 declaration and the appointment of an IC under s. 13 of the Bush Fires Act, DFES will assume Controlling Agency status; • The IC appointed under s. 13 will report to the designated OAM; • A section 13 (Bush Fires Act) appointment must be applied by the FES Commissioner or delegate; • Incident Level Declaration form must be completed in accordance with State EM Response Procedure 2, • Notification must be made to the State Recovery Coordinator, • The FES Commissioner as HMA (or delegate) must contact the State Emergency Coordinator to advise of a Level 3 declaration, discuss activation of the State Emergency Coordination Group and consider the potential for an emergency situation declaration and activation of the State Disaster Council; • The FES Commissioner as HMA may at their discretion appoint an OAM to undertake strategic management; • Pre-formed Interagency L3 IMTs will be utilised if appropriate; • An ISG must be established, an Operational Area Support Group (OASG) may be required; • DFES ROC/MOC and SOC to be established, with all reporting and coordination of resourcing through DFES ROC/MOC to SOC; and • A briefing note will be provided by DFES to the State Emergency Coordination Group and supporting agencies. |

Table 1: Fire Incident Levels, Descriptors and Actions

4.9.1 Naming Convention and Incident Number

The initial Controlling Agency is responsible for providing the incident name for each fire they are controlling. It is critical that once named the fire is referred to consistently by that name.

Incidents will be named using a common standard. In many instances, the locality place or feature may be adequate. The nearest major roadway and the LG name may be necessary for other situations where there are no specific features.

DFES COMCEN is responsible for providing the incident number for all fires once notified. Controlling agencies must use this incident number, as well as the assigned name for consistency.

4.9.2 Bush Fire Liaison Officers

The FES Commissioner may authorise a Bush Fire Liaison Officer (BFLO) or other person to take control of all operations in relation to that fire if a bushfire is burning in the district of a LG on land other than conservation land, or on conservation lands³⁹;

- (a) at the request of the LG; or at the request of the CALM Act CEO; or
- (b) if, because of the nature or extent of the bushfire, the FES Commissioner considers that it is appropriate to do so.

In making such a decision, he may consider if:

- (a) a bush fire has assumed or is likely to assume such proportions as to be incapable of control or suppression

by the firefighting agency in whose jurisdiction it is burning; or

- (b) a bush fire is not being effectively controlled or suppressed by the firefighting agency or agencies in whose jurisdiction(s) it is burning.

Note: Unless otherwise agreed, the BFLO or other person authorised under section 13 of the Bush Fires Act, will continue to report to the agreed Controlling Agency for Level 1 and Level 2 fires.

A multi-agency or multi-jurisdictional fire requires or may require the coordination of resources and public information. DFES RDCs will advise the DFES District Officer State Situation when it is considered that this situation may exist based on one or more of the following criteria:

- there is not a clear plan or objectives established within 4 hours and the fire is continuing to burn uncontrolled;
- an urban settlement is in the direct path of the fire;
- the IC believes the fire is not likely to be contained using existing/available resources;
- the nature and extent of the bushfire requires state-level coordination of resources or public information;
- the bushfire has been declared a Level 3 incident.

³⁹ *Bush Fires Act 1954* s. 13(4) (5)

4.10 DECLARATION OF AN EMERGENCY SITUATION OR STATE OF EMERGENCY

The FES Commissioner has powers in relation to natural disasters⁴⁰ and fires under the *Fire and Emergency Services Act 1998*⁴¹ and *Fire Brigades Act 1942*⁴². In addition, bush fire officers have a range of similar powers in relation to bushfires under the Bush Fires Act. These powers are wide-ranging and are normally adequate to respond to fire emergencies. Should additional powers be required, the Emergency Management Act can be used to access emergency powers through the declaration of an 'Emergency Situation'⁴³ or a 'State of Emergency'.⁴⁴

4.11 EVACUATION ARRANGEMENTS

Evacuation is a risk mitigation strategy that may be used to mitigate the effects of an emergency on a community. The decision to evacuate is complex and requires careful consideration to ensure residents are not placed at greater risk.

The controlling agency or HMA is responsible for the identification of 'at risk' locations that may be impacted by fire and ensuring that facilities and services are available to protect the local community. This may include the identification of refuges and safer places as required. DFES retains a list of evacuation centres provided by Department of Communities and shares information about centre activations and status

⁴⁰ As defined in the *Fire and Emergency Services Act 1998* s. 3

⁴¹ *Fire and Emergency Services Act 1998* s. 18B

⁴² *Fire Brigades Act 1942* s. 34

through WebEOC. HMA or Controlling Agency to activate Department of Communities as soon as practicable if a welfare evacuation centres are required.

Refuge sites and evacuation centres should be documented in LEMAs⁴⁵, and are identified and established in partnership with LG and Department of Communities.

When evacuation is required during an authorised period under section 13 and section 14B of the Bush Fires Act provides the authorised person and Police Officers with additional powers to:

- direct or by direction prohibit, the movement of people, animals and vehicles within, into, out of, or around the affected area or any part of the affected area;
- direct the evacuation and removal of persons or animals from the affected area or any part of the affected area; and
- close any road, access route or area of water in or leading to the affected area.

4.12 FINANCIAL ARRANGEMENTS

The State EM Plan describes the financial responsibilities of Controlling Agencies during response to emergencies. Controlling Agencies are responsible for payment of all expenses related to their response to incidents. When an emergency involves a multi-agency response, costs associated

⁴³ *Emergency Management Act 2005* s. 50 and State EM Response Procedure 6

⁴⁴ *Emergency Management Act 2005* s. 56, s. 61 and State EM Response Procedure 13

⁴⁵ State EM Policy s. 5.7

with the emergency shall be met by each individual emergency management agency, provided such costs are related to the delivery of services or resources which form part of the agency's core functions.

Where costs are incurred in delivering services or resources at the request of the Controlling Agency (Incident Controller), which are not part of the agency's core functions financial considerations and agreements, where possible, should be made at the time. Where there are no prior agreements as to funding responsibilities, if reimbursable, these costs can be recovered from the Controlling Agency as per section 5.4 of the State EM Plan.

DFES has identified and can implement arrangements for financial assistance with a number of its key stakeholders for Bushfire and Natural Hazards. In all circumstances, Incident Controllers should record the time and date of when supplementary funding arrangements commence for that incident.

For response to fire outside of gazetted fire districts financial and contractor assistance can be provided to LGs by DFES.

DFES personnel may agree to supply contract machinery, resources or supplies to LGs if the following circumstances occur:

- The LG has notified DFES of the incident, an incident created in P1CAD and
- The LG has exhausted its appropriate, available and deployable resources;

- The LG is unable to sustain the costs associated with the procurement of specific equipment, resources, supplies or contractors; and/or
- The size, nature and risk of the incident justify the expenditure.

To receive emergency incident financial assistance a LG must make application (documented within a Personal Incident Diary (PID)/Incident Records) to a DFES Bushfire Liaison Officer (BFLO) or RDC/MDC. The DFES BFLO or RDC/MDC is authorised to approve expenditure within their financial delegation as per limits approved in DFES' normal operations Incurring Register, after which appropriate higher approval must be obtained. The DFES BLFO or RDC/MDC must maintain records of these expenditures. This can be achieved using WebEOC or the Incident Expenditure Running Sheet (IERS).

5. RECOVERY

The HMA or Controlling Agency has a role in initiating both relief and recovery during emergencies. It is the responsibility of the Controlling Agency to gain an understanding of the known and emerging impacts during the response to an emergency and provide this awareness to the State and local recovery coordinators, as soon as possible.

In accordance with State EM plan section 6.4.1, upon notification of a level 2 incident or above to the State Recovery Coordinator, the Controlling Agencies must identify if there are recovery impacts.

An Impact Statement must be completed by the Controlling Agency for all level 3 incidents and level 2 incidents where there are impacts requiring recovery activity in accordance with State EM Recovery Procedure 4.

Where there are no recovery impacts identified by the Controlling Agency during a level 2 incident, the State Recovery Coordinator/Deputy State Recovery Coordinator will determine if an Impact Statement is required, partially required, or required in full. Consultation with the local government will occur prior this determination, as necessary.

The Impact Statement must be approved by the IC, agreed to by the local government and acknowledged by the State Recovery Coordinator. The Impact statement should be

provided to the members of the Incident Support Group, Recovery Coordinators and the ROC/MOC and OAM.

The impacted local government is responsible for managing the community recovery process.

During emergencies, the respective Controlling Agency will ensure that relief agencies are provided access to the affected community, however at all times will ensure that access to the affected area is limited to ensure community safety, security and welfare. The Controlling Agency will assist relief agencies to deliver essential services in safe and accessible community based locations.⁴⁶

Recovery activities will commence during the response phase and will be undertaken in accordance with the State EM Policy section 6 and State EM Plan section 6. As such, there needs to be high levels of understanding and cooperation between response and recovery organisations at each level (State, District, Local).

⁴⁶ DFES, WA Fire and Emergency Services Manual – Part One: Overview, 2017, p. 20

APPENDIX A: DISTRIBUTION LIST

This State Hazard Plan is available on the SEMC website (www.semc.wa.gov.au). The agencies below will be notified by the HMA (unless otherwise specified) when an updated version is published on this website.

- All agencies and organisations with responsibilities under this plan.
- Emergency Management Australia (SEMC Business Unit to notify)
- Minister for Emergency Services (SEMC Business Unit to notify)
- Minister for Planning
- Minister for Police
- State Emergency Management Committee (SEMC), SEMC subcommittee and SEMC reference group members (SEMC Business Unit to notify)
- State Library of Western Australia (SEMC Business Unit to notify)

APPENDIX B: GLOSSARY OF TERMS / ACRONYMS

Terminology used throughout this document has the meaning prescribed in section 3 of the *Emergency Management Act 2005* or as defined in the [SEMC Glossary](#). In addition, the following hazard-specific definitions apply.

B1 GLOSSARY OF TERMS

| | | | |
|-----------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Bush Fire Liaison Office | Bush Fire Liaison Officers pursuant to Section 12(2) of the Bush Fires Act 1954. | Juvenile and Family Fire Awareness | Juvenile and Family Fire Awareness is a free, confidential, fire safety education program delivered by specially trained firefighters using unique, purpose-developed educational resources. |
| Communications Centre | Responsible for receiving radio and phone communications relating to emergency incidents, discerning relevant information, coordinating and alerting relevant emergency agencies, and dispatching appropriate emergency fire resources. | Metropolitan Duty Coordinator | The Metropolitan Duty Coordinator is the primary point of contact for the Metropolitan Operations Centre outside business hours. |
| Fire Danger Index | This is a measure of fire conditions and has a value between 0 (No Danger) and 100 (Extreme Danger). The index takes into account interaction between temperature, humidity, wind speed and the degree of fuel curing. | Metropolitan Operations Centre | Responsible for supporting emergency incidents and maintaining situational awareness of emerging threats and risks across their designated DFES regions. |
| Fire Investigation Network Group | The Fire Investigation Network Group promotes an interchange of ideas, information and developments in the areas of fire and arson prevention and incident reporting. | | |

**Office of
Bushfire Risk
Management**

OBRM is an independent office within the Department of Fire and Emergency Services (DFES), reporting directly to the Fire and Emergency Services (FES) Commissioner. OBRM's role is to oversee prescribed burning and bushfire related risk management in Western Australia.

**Prohibited
Burning Times**

The lighting of fires is prohibited during certain times of the year in most Local Government districts throughout the State. Prohibited Burning Times dates are declared by the Minister for Emergency Services and are published in Government Gazettes, and may vary between districts.

**Pre-Formed
Bushfire
Incident
Management
Teams**

A state multi-agency Bushfire Pre-formed team is a group of people, competent in the appropriate AIMS roles. They are rostered to be available to take control of potential or declared incidents across the state and to ensure safe and effective incident management.

**Restricted
Burning Times**

Restrictions apply to all burning carried out during the period declared as restricted burning times within most areas of the State. Those times are declared by DFES and are published in the Government Gazette, and generally speaking are related to periods immediately prior to and following the Prohibited Burning Times.

**Regional Duty
Coordinator**

Regional Duty Coordinator (RDC) who is the primary point of contact for the Regional Operations Centre 24 hours 7 days a week.

**Regional
Operations
Centre**

Responsible for supporting emergency incidents and maintaining situational awareness of emerging threats and risks across their designated DFES regions.

**State Operations
Centre**

The DFES State Operations Centre (SOC) coordinates the strategic activities of the FES Commissioner in delivering his/her emergency management responsibilities as a Hazard Management Agency under the provisions of WA Legislation.

Western Australian Fire and Emergency Services Manual

The Manual provides detailed instruction and guidance on the various individual and collective responsibilities of agencies and individuals—from Incident Management Teams, to the staff of the DFES State Operations Centre, DFES Regional Operations Centres and State level.

B2 ACRONYMS

| | |
|-----------------------|-------------------------------------------------------------|
| AFAC | Australasian Fire and Emergency Service Authorities Council |
| AIIMS | Australasian Inter-Service Incident Management System |
| BFAC | Bush Fire Liaison Officer |
| BFLO | Bureau of Meteorology |
| BOM | Department of Water and Environmental Regulation |
| BRMP | Bushfire Risk Management Plans |
| Bush Fires Act | <i>Bush Fires Act 1954</i> |
| CBFCO | Chief Bush Fire Control Officer |
| CCOSC | Commissioners and Chief Officers Strategic Committee |
| CEO | Chief Executive Officer |

| | |
|--------------------------|----------------------------------------------------------|
| COMCEN | Communications Centre |
| DBCA | Department of Biodiversity, Conservation and Attractions |
| EM | Emergency Management |
| FDI | Fire Danger Index |
| FES Act | <i>Fire and Emergency Services Act 1998</i> |
| FES Commissioner | Fire and Emergency Services Commissioner |
| FING | Fire Investigation Network Group |
| Fire Brigades Act | <i>Fire Brigades Act 1942</i> |
| FPC | Forest Products Commission |
| HAZMAT | Hazardous materials |
| IERS | Incident Expenditure Running Sheet |

JAFFA Juvenile and Family Fire Awareness

MDC Metropolitan Duty Coordinator

MIR Major Incident Review

MOC Metropolitan Operations Centre

NCC National Construction Code of Australia

OBRM Office of Bushfire Risk Management

PBT Prohibited Burning Times

PFT Pre-formed incident management teams

PIA Post Incident Analysis

PID Personal Incident Diary

PIO Public Information Officer

PWS Parks and Wildlife Service

RBT Restricted Burning Times

RDC Regional Duty Coordinator

ROC Regional Operations Centre

SEWS Standard Emergency Warning Signal

SOC State Operations Centre

SOCMET State Operations Centre Meteorologist

TFB Total Fire Ban

TWS Telephone Warning System

UCL Unallocated Crown land

UMR Unmanaged Reserves

WAFES Manual Western Australian Fire and Emergency Services Manual

WALGA WA Local Government Association

WAPC Western Australia Planning Commission

APPENDIX C: ROLES AND RESPONSIBILITIES

Introduction

DFES, through the FES Commissioner as the HMA, has the primary responsibility for managing the effects of fire in WA. However, DFES requires the support and assistance of other organisations to ensure an integrated community response occurs.

Agency Responsibilities

The agencies will undertake the agreed responsibilities, as detailed below. All the agencies should maintain appropriate internal plans and procedures in relation to the specific agency responsibilities. Appendices D, E and F detail the agency specific process for the appointment of an authorised person to take control under the Bush Fires Act.

Note: The capability and commitment of each local government to undertake the tasks and meet the responsibilities identified in this State Hazard Plan should be confirmed by the HMA and detailed in Local Emergency Management Arrangements. This will ensure the varying capacity and capabilities of individual local governments are recognised.

| PREVENTION AND MITIGATION | | |
|--------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Organisation | Bushfire | Property Fire |
| Department of Fire and Emergency Services (DFES) | <p>Implement strategies and activities in cooperation with PWS and LG that assist in the prevention of bushfire and minimise its impact on WA Communities.</p> <ul style="list-style-type: none"> • Declare restricted and prohibited burning times for the whole of the state, and approve suspensions and exemptions; • Declare, suspend, approve exemptions, of Total Fire Bans; • Facilitate statewide arson prevention programs in conjunction with WA Police Force, PWS and LG; • Develop and implement statewide community engagement and community education programs; • Contribute to and participate in the development of Bushfire Risk Management Plans (BRMPs) at the local level; and | <ul style="list-style-type: none"> • Develop, distribute and promote community educational material; • Maintain targeted building fire safety inspection program; • Community engagement activities to prevent property fire; and • Review and assess plans for buildings in relation to fire safety and provision of equipment and facilities. |

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| | <ul style="list-style-type: none"> • May through a Memorandum of Understanding, complete mitigation activities for other land holders. | |
| Department of Planning, Lands and Heritage | Implement effective, risk-based land use planning and development policies to preserve life and reduce the impact of bushfire on property and infrastructure. ⁴⁷ | Not applicable |
| Office of Bushfire Risk Management (OBRM) | <p>Enhance the efficient management of bushfire related risk in WA to protect people, assets and other matters valuable to communities. This includes:</p> <ul style="list-style-type: none"> • Set and approve bushfire risk related standards and policy; • Monitor and assess agency performance against standards; • Report to the FES Commissioner; and • Communicate and promote best-practice in bushfire risk management. | Not applicable |
| Parks and Wildlife Service (PWS) | <ul style="list-style-type: none"> • Develop and implement mitigation strategies and activities on all PWS managed land such as State Forest, Timber Reserves, National Parks, Conservation Parks, Nature Reserves and for Unmanaged Reserves (UMR) and Unallocated Crown land (UCL) outside gazetted townsite boundaries, regional centres and the Perth metropolitan area; and any portions of regional parks that are within these land categories. • Participate in state-wide arson prevention programs in conjunction with WA Police Force, DFES and LG; and • Contribute to and participate in the development of BRMPs at the local level. | Not applicable |

⁴⁷ State Planning Policy 3.7 – Planning in Bushfire Prone Areas, 2015, p. 1

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| Local Government (LG) | <ul style="list-style-type: none"> • Develop mitigation strategies for all lands vested in the LG; • Prescribe and enforce bushfire prevention measures on all private lands and leaseholds within their LG district; • Participate in statewide arson prevention programs in conjunction with WA Police Force, DFES and PWS; • Impose harvest and movement of vehicle bans; • Administer day to day provisions of the Bush Fires Act (e.g. permit to burn the bush); • Vary the declared restricted and prohibited burning times in response to local conditions; • Manage fire break requirements in accordance to the Bush Fires Act; • Enforcement of Bush Fires Act offences within the LG district; and • Contribute to and participate in the development of BRMPs at the local level. | <ul style="list-style-type: none"> • Distribute DFES community educational material e.g. Develop a home evacuation plan; and • Participate in DFES community education campaigns e.g. Smoke Alarm Change Battery. |
| Forest Products Commission (FPC) | <ul style="list-style-type: none"> • Complete mitigation strategies and activities on its land. • Contribute to and participate in the development of BRMPs at the local level. | Not applicable |
| PREPAREDNESS | | |
| Organisation | Bushfire | Property Fire |
| DFES | <p>Provide and maintain appropriate and adequate DFES infrastructure, equipment, skilled personnel, plans and programs in preparation for bush fire emergencies and to support the community in its own preparations for bush fire emergencies will provide for:</p> <ul style="list-style-type: none"> • Exercises for DFES staff and volunteers; | <p>DFES will provide and maintain appropriate and adequate DFES infrastructure, equipment, skilled personnel, plans and programs in preparation for property fire emergencies and to support the community in its own preparations for property fire emergencies will provide for:</p> |

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| | <ul style="list-style-type: none"> • Test equipment and procedures; • Establish enhanced mobilisation plans; • Preposition personnel and equipment; and • Conduct joint exercises with PWS and LGs. | <ul style="list-style-type: none"> • exercises for DFES staff, volunteers and property owners/occupiers; • testing of equipment and procedures; • undertaking inspections of premises; • establishing enhanced mobilisation plans; and • servicing street water hydrants. |
| PWS, FPC | <p>Provide and maintain appropriate and adequate infrastructure, equipment, skilled personnel, plans and programs in preparation for bush fire emergencies, and to support the community in their respective preparations for bush fire emergencies, will:</p> <ul style="list-style-type: none"> • Test equipment and procedures; • Establish enhanced mobilisation plans; • Preposition personnel and equipment; and • Involve relevant staff in joint exercises with DFES and LGs. | Not Applicable. |
| LG | <ul style="list-style-type: none"> • Exercises for LG brigades; • Ensure evacuation centres are ready as required; • Brigades will test all equipment; • Participate in joint exercises with DFES and PWS; • Appoint personnel as required under the Bush Fires Act; and • Test plans and procedures. | <ul style="list-style-type: none"> • Exercise with building owners/occupiers and DFES; and • Service street water hydrants. |

RESPONSE (see State EM Plan Appendix B for full all-hazards Response roles and responsibilities)

| Organisation | Bushfire | Property Fire |
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| DFES | <p>Provide a rapid and comprehensive response to bush fire emergencies, to save life, protect property and critical infrastructure, minimise the impact of hazards and to support the community in its own response to bush fire emergencies. This includes:</p> <ul style="list-style-type: none"> • Manage the 000 call taking centre for fire; • Response to all bushfires on lands within prescribed fire districts declared under the FB Act or where a Volunteer Fire and Emergency Service brigade is established under the FES Act; • With DBCA, will implement joint coordination and management of the State Bushfire Pre-Formed Incident Management Teams in accordance with management guidelines and business rules agreed between the agencies; • With PWS, manage the State Air Operations Desk to coordinate and support aerial suppression operations; • Authorise a bush fire liaison officer or another person to take control of all operations at a fire; in accordance to the provisions of section 13 of the Bush Fires Act; • Upon level 3 declaration and the appointment of an IC under section 13 of the Bush Fires Act, DFES will assume controlling agency status; • The HMA (FES Commissioner) may make an emergency situation declaration for an area of the state and exercise emergency powers under section 6 of the Emergency Management Act; • Manage the overall arrangements and standards for bushfire response public information; | <ul style="list-style-type: none"> • Manages the 000 call taking centre for fire; • Mobilise appropriate incident response personnel and equipment; • Response to all property fires within prescribed fire districts declared under the FB Act or where a Volunteer Fire and Emergency Service brigade is established under the FES Act; • Where DFES is in control of the incident: <ul style="list-style-type: none"> ○ Nominate an IC; ○ Maintain control of defined area of operations; ○ Determine the requirement for evacuation or shelter-in-place, and implement as necessary; ○ Task and coordinate participating supporting agencies; ○ Maintain a record of activities; ○ Ensure the preparation and approval of media releases and public information; ○ Arrange participant debriefing immediately following an emergency; ○ If required, conduct post incident analysis and/or a post operation report in accordance with State EM Policy section 5.11 and State EM Plan section 5.7; and ○ Assist the WA Police Force and other relevant agencies (e.g. Department of Mines, Industry Regulation and Safety (Worksafe) in determining the origin and cause of the fire. |

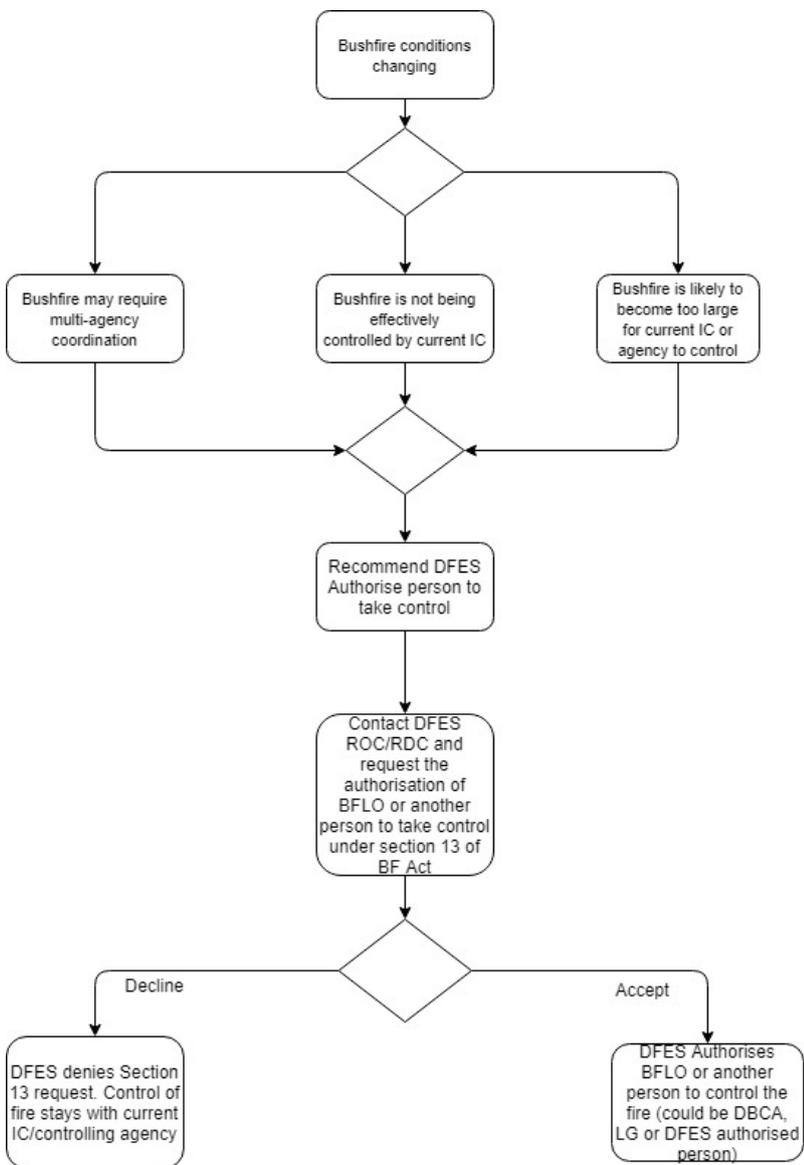
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| | <ul style="list-style-type: none"> • The dissemination of public information and warnings for DFES, PWS and LG controlled fires; • Provide DFES support where required for fires of which PWS or LG is the Controlling Agency; and • Direct public information response for all Level 3 fires. | <ul style="list-style-type: none"> • The provision of appropriately trained personnel and the provision of firefighting equipment as notified through DFES COMCEN in areas that are not declared under the provision of FB Act or where a Fire and Emergency Service brigade is established under the FES Act; and • nominate an Incident Controller (IC) where there are no LG personnel present or as described under appendix C or D of this plan. |
| PWS | <ul style="list-style-type: none"> • Respond to bushfires on all PWS managed land; • Assume the role of Controlling Agency where required in accordance with this plan; • With DFES, will implement joint coordination and management of the State Bushfire Pre-Formed Incident Management Teams in accordance with management guidelines and business rules agreed between the agencies • With DFES, manage the State Air Operations Desk to coordinate and support aerial suppression operations; • Direct public information response for all Level 1 and 2 fires under its control; and • Provide assistance in the form of equipment and personnel to DFES and/or LG where it has the operational capacity to do so. | <ul style="list-style-type: none"> • Provide assistance in the form of equipment and personnel to DFES and/or LG where it has the operational capacity to do so. |
| LG | <ul style="list-style-type: none"> • Response to all bushfires on lands including UMR and UCL outside: <ul style="list-style-type: none"> ○ Gazetted Fire Districts declared under the FB Act or where a Fire and Emergency Service brigade is established under the FES Act; ○ Those areas where PWS has jurisdictional responsibility, and the Perth metropolitan area; and | <ul style="list-style-type: none"> • Response to all property fire outside prescribed fire districts declared under the FB Act or where a Volunteer Fire and Emergency Service brigade is established under the FES Act; • Where LG is in control of the incident they should: <ul style="list-style-type: none"> ○ Nominate an IC |

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| | <ul style="list-style-type: none"> ○ Provide assistance in the form of equipment and personnel to DFES and/or PWS where they have the operational capacity to do so. ● Assume the role of Controlling Agency where required in accordance with this plan; ● Where appropriate and resources permit, participate in State Bushfire Pre-Formed Incident Management Teams in accordance with agreed management guidelines and business rules. | <ul style="list-style-type: none"> ○ Maintain control of defined area of operations. ○ Determine the requirement for evacuation or shelter-in-place, and implement as necessary; ○ Request, task and coordinate assistance from participating combat and supporting agencies (i.e. DFES); ○ Maintain a record of activities; ○ Ensure the preparation and approval of media releases; ○ Arrange participant debriefing immediately following an emergency; ○ If required, conduct post incident analysis and/or a post operation report in accordance with State EM Policy section 5.11 and State EM Plan section 5.7; and ○ Assist the WA Police Force and other relevant agencies [e.g. Department of Mines, Industry Regulation and Safety (Dangerous Goods Branch and Worksafe) in determining the origin and cause of the fire. ● The provision of appropriately trained personnel and the provision of firefighting equipment as notified through DFES COMCEN in areas that are declared under the provision of FB Act or where a Fire and Emergency Service brigade is established under the FES Act. |
| FPC | <ul style="list-style-type: none"> ● Respond to bushfires on PWS managed land consistent with agreed arrangements with PWS; and | Not Applicable. |

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| | <ul style="list-style-type: none"> Provide assistance in the form of equipment and personnel to DFES and/or LG where they have the operational capacity to do so. | |
| DBCA's Botanic Gardens and Parks Authority | Direct responsibility for bushfire prevention, preparedness, some response and all recovery within its boundaries. DFES provides support to the Authority in accordance with pre-determined arrangements. | Not Applicable. |
| DBCA's Rottnest Island Authority | Manages all aspects of Rottnest Island, including bushfire prevention, preparedness, response and recovery and property fire response. The Rottnest Island Authority has a registered private fire brigade under the Fire Brigades Act to service the fire related preparedness and response needs on the island. | Not Applicable. |
| Department of Planning, Lands and Heritage – Whiteman Park | Operational management of Whiteman Park on behalf of the Western Australian Planning Commission. Whiteman Park has a registered private fire brigade under the Bush Fires Act to service the fire related preparedness and response needs of the park. | Not Applicable. |
| RECOVERY | | |
| Organisation | Bushfire | Property Fire |
| All | All agencies are to comply with their responsibilities identified in the State EM Policy section 6 and State EM Plan section 6. Refer to section 5 Recovery in this Plan. | |

APPENDIX D: SECTION 13 BUSH FIRES ACT 1954 APPOINTMENT OF AUTHORISED PERSON TO TAKE CONTROL – DFES PROCESS

DFES Process



Process for a DFES Officer to follow at an incident to request DFES authorise a person under Section 13(4)(b) or (13(5)(a) to take control of an incident. The sections mentioned here all refer to the Bush Fires Act 1954.
 ROC=DFES Regional Operations Centre (Regional Office)
 RDC= Regional Duty Coordinator

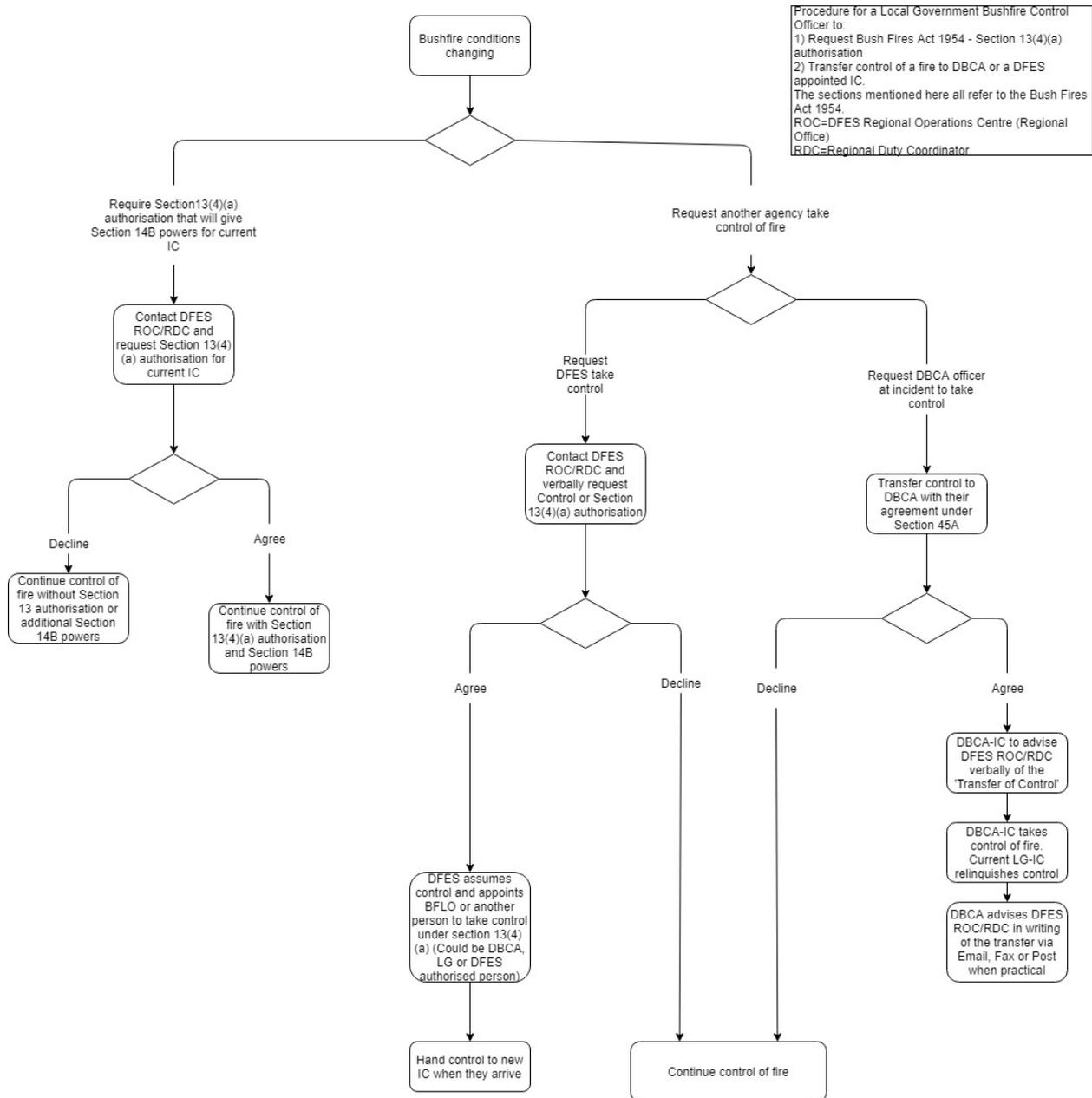
Note: Once a fire is declared a Level 3 incident and/or there is a need for an emergency situation or state of emergency declaration, then control is assigned to DFES. See section 4.3 Levels of Response for further details.

More than one person can be appointed under section 13 of the Bush Fires Act, provided that the duration column specifies the time and circumstances of appointment and there is no overlap.

IC/Controlling Agency must request cancellation of appointment once deemed no longer necessary. Request processed via DFES ROC/RDC or MOC/MDC.

APPENDIX E: SECTION 13 BUSH FIRES ACT 1954 APPOINTMENT OF AUTHORISED PERSON TO TAKE CONTROL OR TRANSFER OF CONTROL UNDER SECTION 45A (BUSH FIRES ACT) – LG PROCESS

LG Process



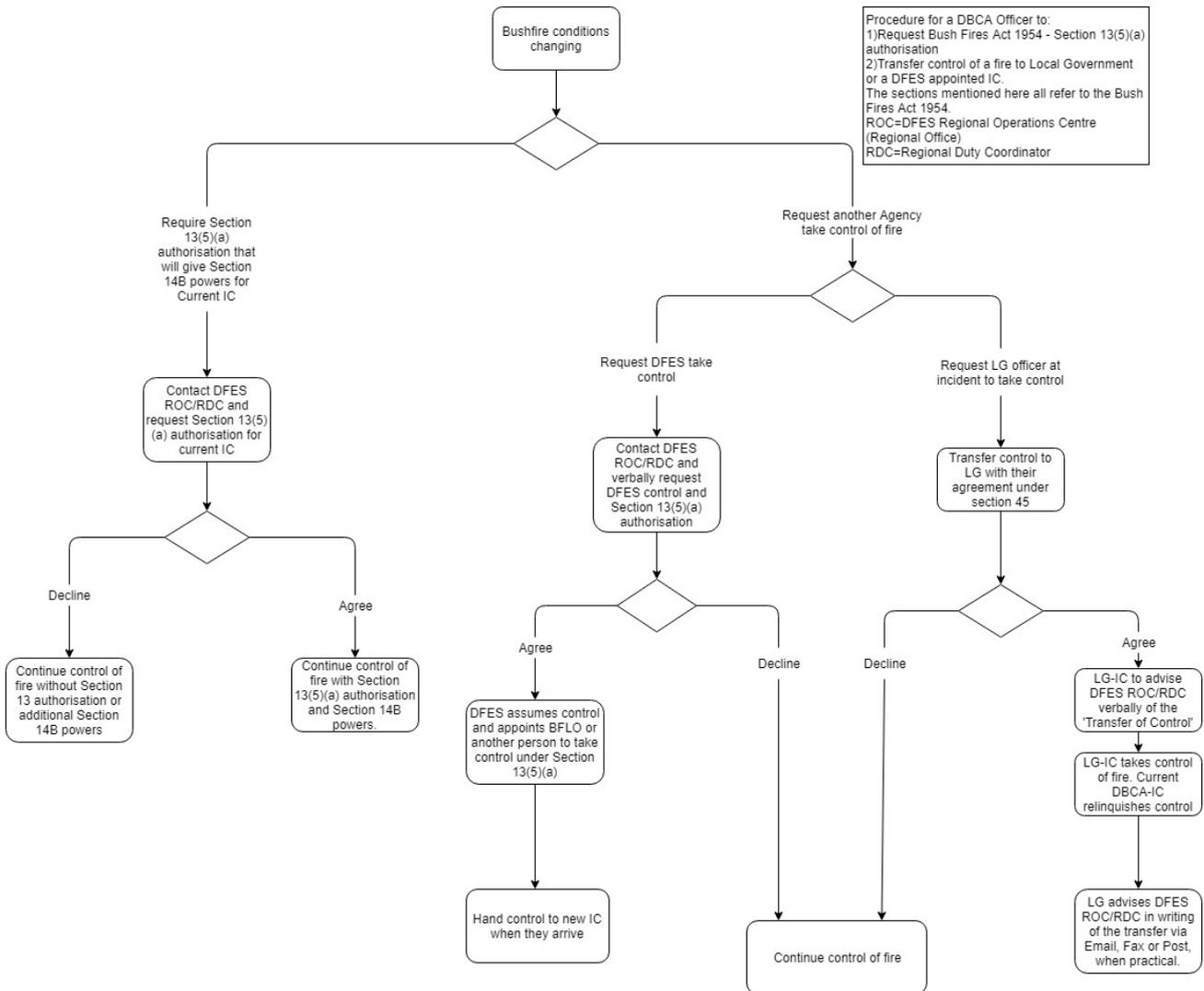
Note: Once a fire is declared a Level 3 incident and/or there is a need for an emergency situation or state of emergency declaration, then control is assigned to DFES. See section 4.3 Levels of Response for further details.

More than one person can be appointed under section 13 of the Bush Fires Act, provided that the duration column specifies the time and circumstances of appointment and there is no overlap.

IC/Controlling Agency must request cancellation of appointment once deemed no longer necessary. Request processed via DFES ROC/RDC or MOC/MDC.

APPENDIX F: SECTION 13 BUSH FIRES ACT 1954 APPOINTMENT OF AUTHORISED PERSON TO TAKE CONTROL OR TRANSFER OF CONTROL UNDER SECTION 45 (BUSH FIRES ACT) – PWS PROCESS

DBCA PWS Process



Note: Once a fire is declared a Level 3 incident and/or there is a need for an emergency situation or state of emergency declaration, then control is assigned to DFES.

More than one person can be appointed under section 13 of the Bush Fires Act, provided that the duration column specifies the time and circumstances of appointment and there is no overlap.

IC/Controlling Agency must request cancellation of appointment once deemed no longer necessary. Request processed via DFES ROC/RDC or MOC/MDC.