



STRATHBOGIE SHIRE COUNCIL

NEIGHBOURHOOD SAFER PLACES PLAN

PLACES OF LAST RESORT DURING A BUSHFIRE

Approved by Council: 15 June 2010

Introduction and Background

In its Interim Report, the 2009 Victorian Bushfires Royal Commission recommended that neighbourhood safer places, or '**NSPs**', be identified and established to provide persons in bushfire affected areas with a place of last resort during a bushfire.¹

In response to this recommendation, the Victorian Government has introduced the *Emergency Services Legislation Amendment Act 2009* (Vic) ('**ESLA Act**') which amends the *Country Fire Authority Act 1958* (Vic) ('**CFA Act**') and the *Emergency Management Act 1986* (Vic) ('**EM Act**'). The effect of these amendments will be to require the Country Fire Authority ('**CFA**') to certify NSPs against the CFA's Fire Rating Criteria, and Victoria's Councils to identify, designate, establish and maintain suitable places as NSPs in their municipal districts.

NSPs are not community fire refuges or emergency relief centres. NSPs are **places of last resort** during the passage of a bushfire, and are intended to be used by persons whose primary bushfire plans have failed. NSPs are places of relative safety only. They do not guarantee the survival of those who assemble there. Furthermore, there may be serious risks to safety encountered in travelling, and seeking access, to NSPs during bushfire events. Depending on the direction of a particular fire, it may not be a safer place to assemble than other places within the municipal district. At that point in time it almost certainly will be a matter for individual judgement and decision as to which, if any, NSP a person or persons should travel in the presence of fire.

NSPs will be assessed by the CFA as providing some protection from immediate risk of direct fire attack, but not necessarily from other risks, such as flying embers. Where a potential NSP which is used for an operational purpose at many times meets the CFA's criteria, then the CFA considers that those operational activities will be able to continue (to the extent practicable in the circumstances) while the place is being used as an NSP.

This Plan is a neighbourhood safer places plan for the purposes of the legislation, and contains guidelines which have been developed by the Municipal Association of Victoria ('**MAV**') to assist the Council in:

- identifying;
- designating;
- establishing;
- maintaining; and
- decommissioning

places as NSPs within its municipal district.

This Plan also identifies other matters that should be taken into account in identifying, designating, establishing, maintaining and decommissioning NSPs within the municipality.

This Plan contains a step-by-step methodology for the Council to follow in identifying, designating, establishing, maintaining and decommissioning NSPs. The Council must consider each of the factors set out in this Plan. It should also consider other factors which are specific to the Council's circumstances, including the resources available to the Council.

¹ Recommendation 8.5, 2009 Victorian Bushfires Royal Commission Interim Report

Once this Plan has been adopted, Council must make it, and any documents incorporated into it, available at the Council's municipal offices for public inspection during normal office hours free of charge under section 50F(4)(b) of the CFA Act. It must also be published on Council's website under section 50F(4)(a) of the CFA Act.

Structure of this Plan

This Plan has been divided up into four distinct sections.

Section 1 contains a flow chart which summarises the process for councils to adopt in identifying, designating, establishing and maintaining NSPs within their municipal district.

Section 2 contains a more detailed summary of the steps summarised in the flow chart found in Section 1.

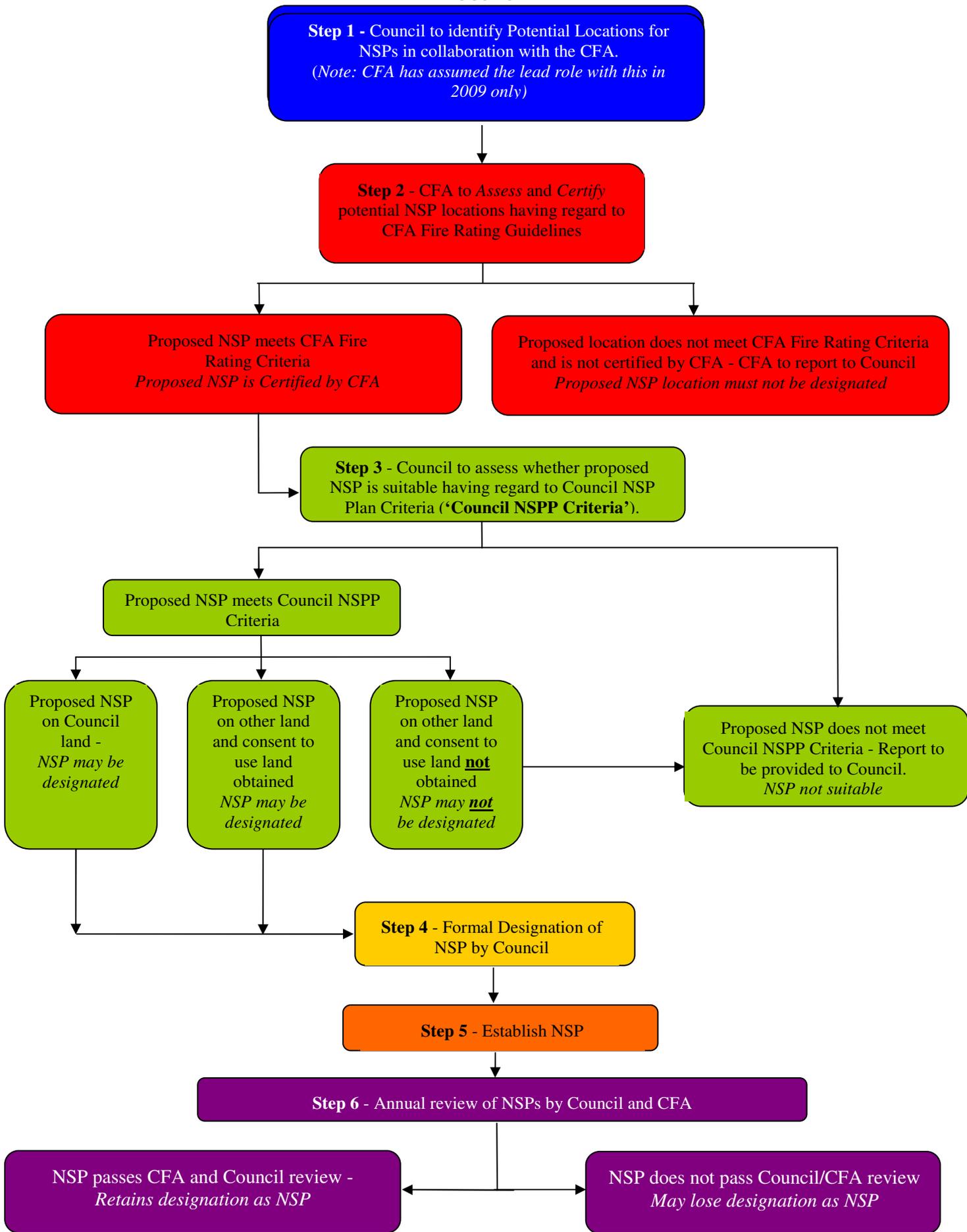
Section 3 contains a summary of the factors for Council to consider in assessing potential NSP locations, prior to designation.

Section 4 contains details of content of signage that Council is required to erect at designated NSP locations.

Section 1

Flow chart Showing Process for Identifying, Designating, Establishing and Maintaining NSPs.

Overview of the process for establishing and maintaining NSPs after adoption of this Plan by Council



Section 2

Detailed summary of steps for establishing NSPs.

OVERVIEW OF THE STEPS ASSOCIATED WITH NSPs

1 Identification of Potential NSP Locations

1.1 Responsibility for identifying places or potential NSPs

Council has initially identified a number of sites and referred them to the CFA for assessment.

Council will be responsible for identifying potential places as NSPs within its municipal district.

The Strathbogie Shire Council will undertake identification and management for NSPs process through the Municipal Emergency Management Planning Committee.

1.2 Ideal Identification Timing

The Strathbogie Shire Council should attempt to identify any new potential NSPs by 31 May each year. This should allow sufficient time for:

- (a) **(CFA Certification)** assessment and certification of the potential NSP by the CFA;
- (b) **(Council Designation)** designation of the potential NSP location by the Council; and
- (c) **(Establishment)** and subject to the outcome of the assessment and designation process, establishing the NSPs, including the erection of signage and other steps by Council.

1.3 Criteria to be considered when initially identifying potential NSP locations

As part of the initial identification of NSPs by the public or internally within Council the following criteria should be used to assist;

- If the potential NSP is an open space, the appropriate separation distance should be greater than 310 metres from the fire hazard, particularly vegetation.
- If a NSP is a building, the appropriate separation distance should be greater than 140 metres from the fire hazard, particularly vegetation.
- Locations should have owners consent and be available for use at all times.

2 Council Assessment of NSPs

2.1 Factors applied by Council in assessing the suitability of a place as a potential NSP location

Council must assess the place in accordance with the factors outlined below to determine whether it is suitable to be designated as a NSP. Unless a potential NSP satisfies each of the criteria outlined below, it should not be designated by Council as a NSP.

The Municipal Fire Prevention Officer will be responsible for coordinating the inspection process utilising the membership's expertise withing the Municipal Emergency Management Planning Committee to assist with the audit and assessment of potential NSPs.

The factors to determine the suitability of the place as an NSP are as follows: ('**Council NSPP Criteria**')

(a) ***Consents and rights of access***

There must be appropriate land access and tenure arrangements so that Council has the right to:

- use the place as a NSP;
- access the site and surrounding areas for maintenance; and
- erect appropriate signage at the NSP, including the OESC signage and additional NSP information signage that may be required

Council Land.

If the potential NSP is on land owned or controlled by Council, appropriate rights of land access and tenure are unlikely to be an issue. However, Council will need to ensure that where Council land is leased or licensed to a third party, it must be possible to put in place appropriate arrangements on reasonably satisfactory and acceptable terms with the tenant or licensee permitting Council to use the land as a potential NSP. In taking these matters into account, Council should consider what alternative uses may be made, whether temporarily or semi-permanently, of land under Council control or management.

Crown Land

If the potential NSP is on Crown land not owned or controlled by Council, then the consent of the Crown land manager is likely to be required. If the land has been leased or licensed to a third party, such as a caravan park operator, then the consent of the tenant or licensee to use the place as a potential NSP will also be required. In obtaining the consent of the relevant Crown land manager, it will be necessary to consider whether or not the Crown Grant or reservation authorises the place to be used as a potential NSP.

Private Land

Where it is proposed that a place on privately-owned land is to be used as an NSP, then the consent of the relevant landowner (and, where applicable, occupier) for the place to be designated and used as an NSP is required. If the landowner (or occupier) does not consent to the place being designated and used as an NSP on terms which are reasonably satisfactory and acceptable to the Council, it must not be so designated and used.

Deed of Consent

Where a potential NSP is located on non-Council land, with the result that consent and rights of access need to be negotiated with the owner and (where necessary) occupier, Council Officers responsible for negotiating such consent and rights of access should provide a draft form of consent to the owner/occupier for their consideration. The form of consent will be required to be approved either by Council (through a formal resolution), or by the CEO acting under delegation.

Any amendments to the form of consent which may be requested by the landowner or occupier would need to be thoroughly considered before they are agreed to by Council. If it is not possible or appropriate for Council to agree on amendments that may be requested to the consent document, then the proposed NSP should not be designated by Council.

The form of consent may require a contractual licence. This licence may need to address issues such as responsibility for damage and maintenance of the NSP.

(b) ***Access and Egress***

Council must assess whether there is sufficient access to the potential NSP which will allow:

- anticipated potential numbers of people to move to and from the place; and
- the CFA and other emergency services to attend the place for asset and personnel protection activities and operations.

Council must assess potential access and egress routes, bearing in mind the fact that NSPs are **places of last resort**.

As people may be seeking access to an NSP in a rushed or panicked state, a number of people could be seeking access in a relatively short time and visibility could be affected by smoke, easily navigable routes to and from an NSP are crucial.

In considering whether access and egress routes are adequate, consideration should be given to issues such as:

- (i) the condition of the road surface;
- (ii) the proximity of the NSP to major roadways and population centres;

- (iii) the type and amount of vegetation along any access routes, and whether that vegetation could be affected by fire and pose a risk of harm to those seeking access to the potential NSP, or otherwise block access to the NSP;
- (iv) the capacity of access routes to accommodate potentially large numbers of vehicles, and to accommodate potential vehicle break-downs;
- (v) parking at the place, taking into account that a separate area or adequate space may be needed to be available to ensure pedestrians can move away from areas where vehicles may enter or park;
- (vi) any hazards that may exist for persons accessing the place by foot, including in the buffer zone;
- (vii) any relevant matter contained in Council's Road Management Plan prepared pursuant to the *Road Management Act 2004* (Vic); and
- (viii) ***[Issue for consideration - anything else that should be included here?]***

If appropriate and satisfactory access and egress routes are not available, then the proposed NSP should not be designated by Council.

(c) ***Maintenance of potential NSP in accordance with CFA assessment criteria***

Council must ensure that the potential NSP can be maintained in accordance with the criteria taken into account by the CFA in arriving at its fire rating assessment.

If additional information is required from the CFA to understand the criteria they have considered in arriving at their fire rating assessment, Council should seek this information from the CFA. If necessary, Council may request the CFA to undertake a further assessment to provide Council with additional information.

(d) ***Opening of the NSP***

Council must consider

- (i) whether it will be possible or practicable to open the potential NSP or otherwise make it available for use on a 24 hour basis during the declared fire danger period;
- (ii) the potential for damage to the place during times that it is open and available for use, but is not being used as an NSP;
- (iii) the potential costs to Council associated with (i) and (ii) above; and
- (iv) the possibility that a potential NSP could be used for unintended purposes, such as an emergency relief centre.

(e) **Defendable space and fire suppression activities**

CFA have advised that there is no guarantee that fire units will attend a NSP, and that individuals who use NSPs are doing so at their own risk. There should be **no expectation** that fire units or other emergency services personnel will attend an NSP during a bushfire.

Despite this, the potential NSP should be surrounded by sufficient open space to enable the CFA and other fire services to conduct asset protection and fire suppression operations around the place.

Any open space **should be reasonably** free of obstacles which could hinder fire suppression activities. Obstacles may include, amongst other things:

- fences;
- buildings and sheds;
- steep inclines in close proximity to the potential NSP;
- vegetation, particularly large trees;
- other land formations, including rocks, boulders or knolls which could substantially hinder fire suppression operations.

If necessary, advice should be sought from the CFA about their defendable space and fire vehicle access requirements.

When assessing the defendable space factor, Council must consider whether or not approval to clear or disturb flora and/or fauna could be required, whether under legislation such as the *Environment Protection and Biodiversity Conservation Act 1999* (Cwlth) ('**EPBC Act**'), *Flora and Fauna Guarantee Act 1988* (Vic) ('**FFG Act**') or the *Planning and Environment Act 1987* (Vic) ('**PE Act**'). If such approval is required, then it must be obtained before the potential NSP location is designated.

If the proposed NSP does not have adequate defendable space around it, or if approval to clear or disturb flora and/or fauna is required but cannot be obtained before the NSP is required to be established, or cannot be obtained on reasonably satisfactory conditions, it should not be designated as an NSP by Council.

(f) **Defendability of Buildings**

If the potential NSP is a building, Council must consider whether or not it is likely to be subject to risk from ember attack; what its ability may be to withstand such ember attack and what options are available to people should the building catch fire e.g. neighbouring open space where people can evacuate to after the fire front has passed. In considering this issue

As the CFA is not required to assess the risk of ember attack to a building in undertaking the CFA fire rating assessment when certifying NSPs, the Council should consider this issue. In considering this issue, Council may need to seek expert advice from appropriately-qualified CFA personnel.

If there is an appreciable risk of the proposed NSP being compromised by ember attack which cannot be satisfactorily defended, or improved by minor building design or other works, then the building is unlikely to be suitable as an NSP and should not be designated by Council.

(g) **Signage**

- Council must ensure that appropriate signage can be erected at the entry to, and in the vicinity of, the potential NSP which reflects the requirements and specifications set out by the Office of the Emergency Services Commissioner. Such signage must generally be in accordance with the Signage Template, which is at **Section 4** of this Plan.
- Council may also wish to provide further signage and information at the location to inform and support potential users of the NSPs.
- If signage must be placed on private land, then the consent of the landowner will be required.

(h) **Maintenance and maintainability**

Council must assess whether ongoing maintenance of the proposed NSP, and the surrounding area, is both possible and practical, having regard to the resources reasonably available to the Council. This factor should be considered by Council not only in relation to the suitability of a proposed NSP, but also as to the total number of proposed NSPs that can be reasonably maintained within the municipal district. This is needed to ensure that the place remains suitable for use as a NSP during each fire season.

Specifically, the place must be capable of being maintained so as to ensure continuing compliance with the CFA Fire Rating Criteria and the Council NSPP Criteria. It is Council policy that if it is not possible to maintain a potential NSP, then it must not be designated as such.

When assessing the maintainability of the potential NSP, both the NSP and the Buffer Zone may require various maintenance activities to be undertaken on a periodic basis. The potential introduction of hazards into the Buffer Zone, such as structures, animals and vehicles, should be taken into account.

There may be cases where maintenance activities can only be undertaken by, or with the consent of, an adjoining landowner. This may, in turn, require assurances from such landowners that the place, and areas surrounding it, will be maintained to a satisfactory level.

When assessing the maintainability of a potential NSP, Council must consider whether or not approval to clear or disturb flora and/or fauna could be required, whether under legislation such as the EPBC Act, FFG Act or the PE Act. If such approval is required, then it must be obtained before the potential NSP location is designated.

If the proposed NSP is not capable of being satisfactorily maintained, then it should not be designated by Council.

(i) ***Disabled access***

Council must consider whether or not there are clear means of access for disabled and mobility-impaired persons to the potential NSP.

In considering this issue, regard should be had to such matters as whether or not it would be necessary for cars or other vehicles to enter the NSP area to allow persons with disabilities to be dropped off within the place.

(j) ***Alternative Uses of potential NSP***

Council must consider what other uses may be made of the potential NSP which could impact upon its ability to properly function as an NSP.

Where a potential NSP which is used for an operational purpose at many times has been assessed by the CFA as meeting the criteria in the CFA Fire Rating Guidelines, and has been certified by the CFA, then the CFA has advised that those operational activities will be able to continue (to the extent practicable in the circumstances) while the place is being used as an NSP.

If the place is used for other uses which could compromise its ability to be used as an NSP, then it should not be designated as an NSP by Council.

(k) ***Communication with the community***

Council must be able to communicate the location of the potential NSP to the community. There should be good community awareness of the location of the place, together with the risks that relate to the use of the potential NSP, and the risks associated with travelling to the potential NSP in the event of a bushfire.

(l) ***Public liability insurance***

As a matter of prudent risk management, Council should have regard to:

- (i) any additional factors which are relevant to Council's maintenance of insurance coverage for legal claims relating to the identification, designation, establishment, maintenance and decommissioning of a place as an NSP, as well as travel to an NSP; and
- (ii) any statutory defences to claims.

2.2 Who is responsible for undertaking the Council assessment of potential NSPs?

A report prepared by the MERO and MFPO detailing whether or not the potential NSP meets the above criteria should be prepared and provided to:

- (a) the MEMPC, where it is practicable for the MEMPC to be involved in the Council assessment process; and
- (b) the Council.

The MEMPC must assess the potential NSP, taking into account the MERO's report, and make a recommendation to Council as to whether or not to designate the potential NSP.

2.3 When are potential NSP locations required to be assessed by Council?

Any potential NSPs certified by the CFA should be assessed by Council no later than 30 June each year, so as to allow time for the places to be designated and established as NSPs by Council, and for any appropriate amendments to be made to the MEMP and MFPP prior to the commencement of the bushfire season.

This timing is obviously subject to the CFA assessing and certifying the potential NSP location in a timely manner.

3 Council Designation of NSPs

3.1 Who is responsible for Council designation of NSPs?

Council must formally determine whether or not to designate a place as an NSP. Council should not designate a place as an NSP unless it is satisfied that the place is suitable, having regard to the Council NSPP Criteria.

An NSP may only be designated by a resolution of the Council.

3.2 When should Council consider the designation of a potential NSP?

Following preparation of an assessment of a potential NSP by the MEMPC, Council should determine whether or not to designate a potential NSP location by no later than 31 July. This will enable any necessary establishment works to be undertaken.

3.3 What must the MFPO do once a potential NSP is designated by Council?

Once the Council has designated a place as an NSP, the MFPO must provide an updated list of all designated NSPs within the municipality to the CFA under section 50K of the CFA Act. This updated list must be provided by no later than 30 September in each year.

Establishment and Maintenance of NSPs Following Designation

3.4 Who is responsible for establishing NSPs?

Following designation, Council will establish all designated NSPs within the municipal district.

3.5 What must be done when establishing NSPs?

To establish a NSP after its designation, Council must:

- erect appropriate signage at and near the NSP;
- undertake any necessary preparatory works, including the construction or establishment of any required infrastructure and the clearance of vegetation, so as to enable the area to be used as an NSP;
- publish the location of the NSP on the Council website; and
- update Council's Municipal Emergency Management Plan and Municipal Fire Prevention Plan to include the location of the NSP.

The MFPO must provide an up-to-date list of NSPs to the CFA no later than 30 September each year under section 50K of the CFA Act.

Following designation, all designated NSPs within the municipality must be identified in:

- the MFPP, under section 55A(2) of the CFA Act; and
- the MEMP, under section 20(2) of the EM Act.

3.6 When must NSPs be established?

NSPs should be established no later than [**30 October**] each year.

3.7 Maintenance of NSPs

NSPs within the municipality need to be maintained by Council. Maintenance activities must include vegetation management, hazardous tree removal and the maintenance of infrastructure required for the satisfactory functioning of the place as an NSP. If additional works have been required to establish the NSP, then those works should be subject to periodic review.

The fuel load in the vicinity of the NSP must not increase so as to affect the fire rating of the NSP.

Council must ensure that defensible spaces, the Buffer Zone and access and egress routes are appropriately maintained.

Council must inspect the NSP, Buffer Zone and access and egress routes on a periodic basis, and in any event not less than once every month during the declared fire danger period, to ensure that the NSP continues to be capable of functioning as an NSP. If Council identifies issues that may impact upon the functioning of the place as an NSP, then Council must:

- (a) address the issue;
- (b) take reasonable steps to have the issue addressed, such as requesting the owner of the land on which the NSP or Buffer Zone is located to address the issue; or
- (c) consider decommissioning the NSP and revoking the designation of the place as an NSP.

4 Annual Inspections of NSPs

4.1 Who is responsible for the annual review of NSPs?

Council must undertake an annual review of all designated NSPs within the municipality.

Council must also request the CFA to undertake an assessment against the CFA Fire Rating Criteria of each NSP within the municipality on an annual basis.

These reviews are intended to ensure that each NSP remains suitable for use as an NSP during the up-coming fire season.

4.2 What must be considered when undertaking inspections?

NSPs should be assessed annually against the Council NSPP Criteria. The CFA will assess NSPs against the CFA Fire Rating Criteria.

If an NSP no longer meets:

- (a) the CFA Fire Rating Criteria, then it must be decommissioned; and
- (b) the Council NSPP Criteria, then Council must determine whether or not it wishes to address any of the identified non-compliances. If it does not, then the NSP must be decommissioned.

4.3 When must NSP locations be inspected?

NSPs must be inspected prior to 31 August each year under section 50J of the CFA Act.

Section 3

Summary of factors for Council to consider in assessing potential NSP locations prior to designation

Factors to Consider in Assessing Potential NSPs

Council NSPP Criteria	Issues to consider	Council comments	Satisfied? Yes/No
Consents and rights of access <i>See section 2.1(a)</i>	If the potential NSP is located on Council-owned land, can Council use the land as an NSP if required? Consider whether or not Council allows the land to be used for potentially inconsistent purposes, such as for farmers' markets, fetes, circuses etc.		
	If the potential NSP is on private land, or public land under the control of a Crown Land Manager (other than Council), can Council enter into arrangements which allow it to use the land as a potential NSP on reasonably satisfactory terms? Also consider whether Council has the right to: <ul style="list-style-type: none"> • access the site and surrounding areas for maintenance; and • erect appropriate signage at the NSP. 		
Access and egress <i>See section 2.1(b)</i>	Do access routes to the potential NSP allow for: <ul style="list-style-type: none"> • the anticipated potential number of people to move to and from the place; and • the CFA and other emergency services to attend the place for asset and personnel protection activities? 		
	Are access routes easily navigable, bearing in mind they could be affected by smoke? Consider the condition of the road surface, proximity to population centres and major roads, capacity of access routes to accommodate large numbers of vehicles, the availability of car parking at the place and any other relevant matters.		
Maintenance of NSP in accordance with CFA assessment <i>See section 2.1(c)</i>	Can Council maintain the potential NSP in accordance with the criteria taken into account by the CFA in arriving at its fire rating assessment? <i>If the CFA have not provided sufficient information in relation to the criteria it has taken into account in arriving at its fire rating assessment, it may be necessary for Council to seek further information from the CFA.</i>		
Opening of the NSP <i>See section 2.1(d)</i>	Will it be possible and practicable to make the potential NSP available for use on a 24 hour basis during the declared fire danger period? This is a particular issue where the potential NSP is a building. Consider the potential for damage to the NSP which could result during times that it is open and available for use, but is not being used as an NSP.		
	What costs could be incurred by Council in making the potential NSP available on a 24 hour basis during the declared fire danger period? Are these costs reasonable, and capable of being borne by Council?		
	Could the potential NSP be used for an unintended purpose which could impact upon its use as an NSP		

Council NSPP Criteria	Issues to consider	Council comments	Satisfied? Yes/No
	(such as an emergency relief centre)?		
Defendable space and fire suppression activities <i>See section 2.1(e)</i>	Is the potential NSP surrounded by sufficient open space to enable the CFA to conduct asset protection and fire suppression operations? Is that open space reasonably free of obstacles (such as fences, buildings, steep gradients, vegetation and other land formations)? <i>Council should seek CFA advice concerning the defendability of the potential NSP and the Buffer Zone, including in relation to fire vehicle access requirements.</i>		
	Will approval be required under legislation such as the <i>Environment Protection and Biodiversity Conservation Act 1999 (Cwth)</i> , <i>Flora and Fauna Guarantee Act 1988 (Vic)</i> and the <i>Planning and Environment Act 1987 (Vic)</i> ? Can such approval be obtained before the NSP is established?		
Defendability of buildings <i>See section 2.1(f)</i>	If the potential NSP is a building, has Council has sought expert advice from the CFA to determine whether the NSP is likely to be subject to risk from ember attack? If it is subject to such a risk, can that risk be safely managed?		
Signage <i>See section 2.1(g)</i>	Can appropriate signage be erected at the entry to the potential NSP, and in its vicinity? If signage needs to be placed on private land, can Council obtained the consent of the relevant landowner to the erection of the signage?		
Maintenance and maintainability <i>See section 2.1(h)</i>	Is the potential NSP capable of being maintained to ensure continuing compliance with the CFA Fire Rating Criteria and the Council NSPP Criteria? Where relevant, consider whether adjoining land owners and occupiers will provide Council with an assurance that both the potential NSP and the Buffer Zone can be maintained to a satisfactory level.		
Disabled access <i>See section 2.1(i)</i>	Are there are means of access for disabled and mobility-impaired persons to the potential NSP, including vehicle access to drop off people with disabilities?		
Alternative uses of potential NSP <i>See section 2.1(j)</i>	Can Council manage alternative uses which may be made of the potential NSP so as to ensure that those uses will not compromise the function of the place as a potential NSP? <i>The CFA has advised that where a potential NSP which is used for an operational purpose at many times meets the CFA Fire Rating Criteria, then the CFA considers that those operational activities will be able to continue (to the extent practicable in the circumstances) while the place is being used as an NSP.</i>		
Community Communication <i>See section 2.1(k)</i>	Will it be possible to ensure that there will be good community awareness of the location of the potential NSP, and the risks associated with using the potential NSP?		

Section 4

NSP Signage Template