



## AGENDA

**JOINT LOCAL EMERGENCY MANAGEMENT COMMITTEE (LEMC)**

**SHIRES OF NARROGIN & CUBALLING**

**17 February 2026**

**NOTICE OF JOINT LOCAL EMERGENCY MANAGEMENT  
COMMITTEE (LEMC) MEETING**

Dear Committee Members

A Joint Local Emergency Management Committee (LEMC) meeting of the Shires of Cuballing and Narrogin will be held on 17 February 2026, in the Shire of Narrogin Council Chambers, 89 Earl Street, Narrogin, commencing at 4.30pm.

A handwritten signature in black ink, appearing to read "Dale Stewart".

Dale Stewart  
**Chief Executive Officer**

### Acknowledgement of Noongar People

The Shire of Narrogin acknowledges the Noongar people as traditional custodians of this land and their continuing connection to land and community. We pay our respect to them, to their culture and to their Elders past and present.

Naatj ngiyan Birdiya Gnarojin kep unna nidja Noongar Moort ngaala maya nidja boodjera baarlap djoowak karlerl koolark. Ngalak niny ngullang karnan balang Bibolman baalap borong koora wer boorda.

Electronic copies of minutes and agendas are available for download from the Shire of Narrogin website [www.narrogin.wa.gov.au](http://www.narrogin.wa.gov.au)

Alternative formats are also available upon request, including large print, electronic format (disk or emailed), audio or Braille



## VISION

To be a leading regional economic driver and a socially interactive and inclusive community.

## MISSION

Provide leadership, direction and opportunities for the community.

## KEY PRINCIPLES

In achieving the Vision and Mission, we will set achievable goals and work with the community to maintain a reputation of openness, honesty and accountability. In doing so we will:

- Respect the points of view of individuals and groups;
- Build on existing community involvement;
- Encourage community leadership;
- Promote self-reliance and initiative;
- Recognise and celebrate achievement;
- Support the principles of social justice; and
- Acknowledge the value of staff and volunteers.

## OUR VALUES

### Care with Trust & Teamwork

**Caring** - We display kindness and concern for one another and our community

**Accountability** - We accept responsibility for our actions and outcomes

**Respect** - We treat everyone how we would like to be treated

**Excellence** - We go the extra mile to deliver outstanding services

**Trust** - We share without fear of consequences

**Team Work** - We work together for a common goal

## ECONOMIC



### Support growth and progress, locally and regionally...

#### Growth in revenue opportunities

- Attract new industry, business, investment and encourage diversity whilst encouraging growth of local business
- Promote Narrogin and the Region
- Promote Narrogin's health and aged services including aged housing

#### Increased Tourism

- Promote, develop tourism and maintain local attractions

#### An effective well maintained transport network

- Maintain and improve road network in line with resource capacity
- Review and implement the Airport Master Plan

#### Agriculture opportunities maintained and developed

- Support development of agricultural services

## SOCIAL



### Provide community facilities and promote social interaction...

#### Provision of youth services

- Develop and implement a youth strategy

#### Build a healthier and safer community

- Support the provision of community security services and facilities
- Advocate for mental health and social support services
- Continue and improve provision of in-home care services

#### Existing strong community spirit and pride is fostered, promoted and encouraged

- Develop and activate Sport and Recreation Master Plan
- Engage and support community groups and volunteers
- Facilitate and support community events
- Provide improved community facilities (eg library/recreation)
- Encourage and support continued development of arts and culture

#### Cultural and heritage diversity is recognised

- Maintain and enhance heritage assets
- Support our Narrogin cultural and indigenous community

#### A broad range of quality education services and facilities servicing the region

- Advocate for increased education facilities for the region
- Advocate for and support increased education services

## ENVIRONMENT



### Conserve, protect and enhance our natural and built environment...

#### A preserved natural environment

- Conserve, enhance, promote and rehabilitate the natural environment

#### Effective waste services

- Support the provision of waste services

#### Efficient use of resources

- Increase resource usage efficiency

#### A well maintained built environment

- Improve and maintain built environment

## CIVIC



### Continually enhance the Shire's organisational capacity to service the needs of a growing community...

#### An efficient and effective organisation

- Continually improve operational efficiencies and provide effective services
- Continue to enhance communication and transparency

#### An employer of choice

- Provide a positive, desirable workplace

## DISCLAIMER

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In accordance with Regulation 14I of the Local Government (Administration) Regulations 1996, the Shire of Narrogin records all Council Meetings. Recordings are publicly available within 14 days and retained for at least 5 years. Copies may be provided to the Departmental CEO upon request.

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# JOINT LOCAL EMERGENCY COMMITTEE (LEMC) MEETING

17 FEBRUARY 2026

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## 1. OFFICIAL OPENING/ANNOUNCEMENT OF VISITORS

The Presiding Member, President Ballard, declared the meeting open at x:xx pm.

While Section 9.57A of the Local Government Act 1995 provides the Local Government with limited protection from defamation liability for content published on its official website as part of a broadcast or recording of council proceedings (council or a committee of the council), this does not extend to Elected Members or Employees and I encourage all participants to ensure their contributions are respectful, professional, and consistent with the standards expected of council and committee meetings. Please remember that all comments will form part of the public record.

## 2. RECORD OF ATTENDANCE/APOLOGIES/APPROVED LEAVE OF ABSENCE

### Members (Voting)

L Ballard – Shire of Narrogin President (Presiding Member)

Cr G Broad – Shire of Narrogin Deputy President

Cr A Kowald – Shire of Cuballing President (Presiding Member)

R Harris – Shire of Cuballing Deputy President

S/Sgt M Glynn – WA Police, OIC Narrogin

V Gardiner – Department of Fire and Emergency Services, Narrogin Regional Officer

J Menasse – Narrogin Regional Hospital

P Porter – Narrogin Volunteer Bush Fire Brigades

A Mort – Cuballing Volunteer Bush Fire Brigades

B Halford – Narrogin VFRS Unit

S Wettenhall – Narrogin State Emergency Services Unit

T Peplow – Water Corporation

B Dew – Western Power, Narrogin

M Phillips – Department of Communities

G Keals – Department of Biodiversity, Conservation & Attractions (Parks & Wildlife Services)

A Erickson – Department of Primary Industry & Regional Development

**To Be Confirmed** – Narrogin St John Ambulance Sub-centre

S Panizza – Department of Education

### Employees (Non-voting)

C Paget – Shire of Cuballing Chief Executive Officer

A Majid – Executive Manager Planning & Sustainability

P Gibson – Community Emergency Services Manager

L van Heerden – Executive Support Officer

### Leave of Absence

Nil

**Apologies**

**Absent**

**Visitors**

**3. DECLARATION OF INTEREST BY ELECTED MEMBERS AND COUNCIL EMPLOYEES IN MATTERS INCLUDED IN THE MEETING AGENDA**

Name	Item No	Interest	Nature

**4. APPLICATIONS FOR LEAVE OF ABSENCE**

The next meeting is scheduled for 19 May 2026.

**5. CONFIRMATION OF MINUTES OF PREVIOUS MEETINGS**

**5.1 Joint Local Emergency Management Committee (LEMC) Meeting**

**OFFICER'S RECOMMENDATION**

That the minutes of the Joint Local Emergency Management Committee (LEMC) Meeting held on 17 June 2025 be confirmed as an accurate record of the proceedings.

**6. ANNOUNCEMENTS BY THE PERSON PRESIDING WITHOUT DISCUSSION**

**7. PETITIONS, DEPUTATIONS, PRESENTATIONS OR SUBMISSIONS**

## 8. MATTERS WHICH REQUIRE DECISIONS

### 8.1 BUSHFIRE PLACES OF LAST RESORT (BPLR) – DISCUSSION AND CONSIDERATION FOR INCLUSION IN LOCAL EMERGENCY MANAGEMENT ARRANGEMENTS

File Reference	9.8.4
Disclosure of Interest	Neither the Author nor Authorising Officer have any Impartiality, Financial or Proximity Interests that requires disclosure.
Applicant	Nil
Previous Item Numbers	Nil
Date	11 February 2026
Author	Leandri van Heerden – Executive Support Officer
Authorising Officer	Dale Stewart – Chief Executive Officer
Attachments	<ol style="list-style-type: none"><li>1. Bushfire Place of Last Resort Guideline - Preliminary Stakeholder Engagement Discussion Paper</li></ol>

#### Summary

To present for discussion the concept of establishing and formally recognising Bushfire Places of Last Resort (BPLRs) within the Shires of Cuballing and Narrogin, and to seek guidance from the Joint Local Emergency Management Committee (LEMC) regarding the appropriate process for assessment, endorsement, and incorporation of BPLRs into the Local Emergency Management Arrangements.

This item is submitted for strategic consideration in accordance with the Joint LEMC Terms of Reference, which provides the Committee with responsibility to monitor and review local emergency risks and planning arrangements. No operational authority or financial commitment is sought or proposed at this stage.

#### Background

The Department of Fire and Emergency Services (DFES) is developing a guideline to support the identification and implementation of Bushfire Places of Last Resort (BPLRs) in Western Australia.

This initiative responds to recommendations from the Special Inquiry into the January 2016 Waroona Fire, which called for a consistent and coordinated process to identify and communicate suitable last resort shelter locations in townsites and settlements where bushfire life risk is considered very high or greater.

A Bushfire Place of Last Resort is intended to provide a location that may offer some level of protection for community members when all other planned evacuation options have failed and it is too late to leave safely.

DFES notes that a BPLR does not guarantee survival; however, it may improve the chance of survival during the passage of a bushfire by reducing exposure to radiant heat and direct flame contact.

DFES further emphasises that BPLRs are an additional emergency evacuation measure and are distinct from evacuation centres and refuge sites. Evacuation centres are intended for people who

leave early and provide a significantly higher level of comfort and support services than would be available at a BPLR.

## **Consultation**

Internal consultation has occurred with relevant officers from emergency management, planning and community safety, confirming that the DFES draft BPLR concept aligns with existing Local Emergency Management Arrangements.

External consultation has been informed by DFES' Bushfire Place of Last Resort - Preliminary Stakeholder Engagement Discussion Paper, which highlights the importance of local knowledge in identifying suitable locations and notes that local communities are best placed to understand their own needs, capability and resilience.

DFES also advises that BPLRs should integrate with established warning systems, noting that they are well suited for incorporation into the Australian Warning System and other emergency warning platforms.

No formal community engagement has yet been undertaken. If the Joint LEMC supports progressing this matter, further engagement may be required in accordance with Council Policy 1.14 - Community Engagement.

Future consultation is proposed to include:

- public advertising and general community communication;
- targeted engagement with affected communities;
- direct notification to relevant landowners, community groups, and neighbouring property owners/occupiers;
- consultation with relevant government agencies; and
- engagement with neighbouring local governments where shared BPLR locations may support improved regional safety outcomes.

Consideration will also be given to whether the matter has specific implications for Aboriginal communities, with culturally appropriate consultation to occur where required.

## **Statutory Environment**

The Emergency Management Act 2005 (WA) relates.

## **Policy Implications**

The establishment of Bushfire Places of Last Resort (BPLRs) intersects with local and statutory policy frameworks.

There is currently no specific Council policy addressing BPLRs. However, relevant Council policies — including Council Policy 1.14 – Community Engagement — would apply to any future consultation or public communication process should the initiative proceed.

At a statutory level, emergency management is governed by the Emergency Management Act 2005 (WA) and associated DFES policies and guidelines. The draft DFES Bushfire Places of Last Resort Guideline represents emerging State guidance that would inform any local implementation.

The Shire's Local Planning Scheme No. 3 and relevant State Planning Policies, including State Planning Policy 3.7 – Planning in Bushfire Prone Areas, provide the broader planning context for bushfire risk management, although they do not currently include provisions specific to BPLRs.

Should the Joint LEMC and Council resolve to progress BPLRs, amendments to the Local Emergency Management Arrangements (LEMA) and related emergency management documentation would be required.

### **Sustainability & Climate Change Implications**

*Environmental* - There are no significant identifiable environmental impacts arising from adoption of the officer's recommendation.

*Economic* - There are no significant identifiable economic impacts on external organisations arising from adoption of the officer's recommendation.

*Social* – There are no significant identifiable social impacts arising from adoption of the officer's recommendation.

### **Financial Implications**

Should the Joint LEMC recommend progressing the establishment of BPLRs, there may be future cost implications relating to:

- site assessments and suitability analysis;
- signage and public information materials;
- community communications and engagement activities;
- ongoing maintenance of identified locations; and
- amendments to local emergency management documentation and plans.

### **Strategic Implications**

This initiative aligns with improving community preparedness, strengthening emergency response coordination, and ensuring emergency planning reflects contemporary bushfire risk mitigation practices.

Shire of Narrogin Strategic Community Plan 2017-2027		
Outcome:	4.1	An efficient and effective organisation
Strategy:	4.1.1	Continually improve operational efficiencies and provide effective services
Strategy:	4.1.2	Continue to enhance communication and transparency

## Risk Implications

Risk	Risk Likelihood	Risk Impact / Consequence	Risk Rating	Principal Risk Theme	Risk Action Plan (Controls or Treatment proposed)
Premature identification or discussion of potential Bushfire Places of Last Resort (BPLRs) at committee level may create community expectations, reputational risk, or misunderstanding regarding site endorsement, operational readiness, or financial commitment prior to formal assessment and Council approvals.	Possible (3)	Moderate (3)	Medium (5-9)	Management of Facilities, Venues, Events and Services	Ensure any future communication occurs only after formal assessment and the relevant Council's consideration.

## Risk Matrix

Consequence \ Likelihood		Insignificant	Minor	Moderate	Major	Catastrophic
	1	2	3	4	5	
Almost Certain	5	Medium (5)	High (10)	High (15)	Extreme (20)	Extreme (25)
Likely	4	Low (4)	Medium (8)	High (12)	High (16)	Extreme (20)
Possible	3	Low (3)	Medium (6)	Medium (9)	High (12)	High (15)
Unlikely	2	Low (2)	Low (4)	Medium (6)	Medium (8)	High (10)
Rare	1	Low (1)	Low (2)	Low (3)	Low (4)	Medium (5)

A risk is often specified in terms of an event or circumstance and the consequences that may flow from it. An effect may be positive, negative or a deviation from the expected and may be related to the following objectives; occupational health and safety, financial, service interruption, compliance, reputation and environment. A risk matrix has been prepared and a risk rating of nine (9) has been determined for this item. Any items with a risk rating over 10 or greater (considered to be high or extreme risk) will be added to the Risk Register, and any item with a risk rating of 16 or greater will require a specific risk treatment plan to be developed.

## Comment/Conclusion

This matter is brought forward as a strategic preparedness discussion item to ensure both local governments remain aligned with emerging DFES best-practice guidance and contemporary approaches to bushfire evacuation management.

## Voting Requirements

### Simple Majority

#### **OFFICERS' RECOMMENDATION**

That with respect to the Bushfire Places of Last Resort (BPLR) – Discussion and Consideration for Inclusion in Local Emergency Management Arrangements, the Joint Local Emergency Management Committee:

- 1) Note the DFES Preliminary Stakeholder Engagement Discussion Paper relating to Bushfire Places of Last Resort (BPLR);
- 2) Discuss the potential identification of a Bushfire Place of Last Resort (BPLR) within the Shires of Cuballing and Narrogin;
- 3) Provide guidance on suitable locations for preliminary consideration, including Clayton Oval and Hardie Park (Narrogin), subject to DFES assessment criteria;
- 4) Request the Community Emergency Services Manager to undertake preliminary internal and agency consultation and site assessment in accordance with DFES guidance, for presentation to a future Joint LEMC meeting; and
- 5) Receive an update on the status of the Local Emergency Management Plans (LEMP), including grant acquittal progress and anticipated adoption timeframes for both local governments.

## **Bushfire Place of Last Resort Guideline - Preliminary Stakeholder Engagement Discussion Paper**

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### **Introduction**

*Reframing Rural Fire Management – Report of the Special Inquiry into the January 2016 Waroona Fire* included a recommendation that the Department of Fire and Emergency Services (DFES) works with the Department of Planning, Lands and Heritage (DPLH) and local governments to adopt a policy which enables local governments to identify, register and communicate ‘Places of Bushfire Last Resort’ in settlements and townsites where the life risk from bushfire is very high or greater.

DFES is developing a Bushfire Places of Last Resort (BPLR) guideline for Western Australia (WA) in response to this Special Inquiry recommendation.

DFES has created this discussion paper to assist its engagement with stakeholders to develop a draft BPLR guideline.

There are currently several evacuation measures, including the following facilities:

- Evacuation Centre – a facility that provides individuals impacted by an emergency with basic human needs which may include accommodation, food, personal support, clothing and personal requisites, registration and reunification, and financial assistance. An evacuation centre is recommended for community members who are unable or unwilling to stay and defend their property. It is recommended that community members leave early for the evacuation centre in accordance with their bushfire plan and/or recommended hazard management agency advice.
- Refuge Site – a place where the community may take shelter within the community that is suitable to the hazard that presents. This may be an open space, building or other suitable place of shelter. It may be determined at the time of the emergency.
- On-site Shelter – an on-site designated location, suited as a contingency measure for tourist or vulnerable person accommodation and other uses when demonstrated appropriate in certain circumstances. An on-site shelter is utilised when people are facing an immediate threat to their personal safety or property can gather and seek shelter from the threat of bushfire.
- Off-site Shelter – a location separate from the main residence or facility some distance away from the site and is generally suited as a contingency measure for tourist or vulnerable person accommodation and other uses, when demonstrated appropriate and other evacuation options are unsuitable. An off-site shelter is utilised when people are facing an immediate threat to their personal safety or property and can gather and accommodate all the people being evacuated.



A BPLR is intended to provide a place that offers some level of protection if there is nowhere else to go during a bushfire. It does not guarantee the survival of those who assemble there but will provide a greater chance of survival during the onset and passage of a bushfire. A BPLR is a dedicated area, often an area of open space such as a community oval or a building which the public could go to seek refuge from an imminent threat of bushfire when it is too late to evacuate, when all other plans have failed and no other option exists. It may provide a minimum, temporary level of protection from the immediate life-threatening effects of radiant heat and direct flame contact.

BPLRs are intended to be broadly consistent in intent and purpose with most Australian States that identify BPLRs as an additional evacuation measure. Several local governments in WA are considering the establishment of BPLRs in their community and a uniform response to BPLRs is considered appropriate. In most instances, an evacuation centre will be used to accommodate the community who have decided to evacuate early (as recommended) and not actively defend their property from bushfire. An evacuation centre offers a greater level of comfort and resources than that intended to be provided at a BPLR. On-site and off-site shelters will be referenced in the BPLR guideline as they could also be utilised as a BPLR.

### **Experience of BPLRs in other Australian States**

BPLR differs from State to State, for example in Victoria and South Australia a significant majority of BPLRs are open spaces that comprise sporting and recreational grounds or beaches. However, in New South Wales BPLRs mostly consist of halls and other community buildings, rather than open spaces. South Australia currently has 90 open space BPLRs and only one BPLR is a community building, and in Victoria the majority of BPLRs are open spaces. Victoria and South Australia also have a similar process to supporting BPLRs in their communities as their location is determined by the Local Government Emergency Management Committees. Given similarities in the South Australian and Victorian BPLR emergency management approach, similar outcomes can be expected in WA.

DFES believes that determining whether a BPLR should be included as part of a community's evacuation procedures should be determined by the local community as local knowledge can assist in developing a tailored response to bushfire risk. A BPLR is an optional evacuation measure predominantly aimed at local governments to increase the preparedness and resilience of the community. Local governments have requested DFES to provide a BPLR guideline to assist and guide them in relation to BPLRs.

### **DFES, Local Government and other Organisations Role**

DFES has a role in protecting lives, property and infrastructure. DFES supports providing communities with the advice needed to ensure that communities are kept safe. The BPLR guideline will complement this objective by assisting and guiding local governments and other stakeholders in implementing a BPLR evacuation measure, if desired. The measure is consistent with the *WA Community Disaster Resilience Strategy (2025)* which aims to work with communities to create a culture of preventing and preparing for emergencies as opposed to simply reacting to them. DFES recognises that for resilience strategies to work effectively everyone must understand, accept and personalise risks, and work together to be better



prepared. Local communities are best placed to know what they need to prepare for, with an understanding of their own capabilities and capacity for resilience.

DFES is keen to obtain local government and other stakeholder feedback to assist in developing the BPLR guideline through prioritising the needs of local communities, as placing communities at the centre of emergency management ensures these matters can be effectively adapted to their unique needs. Support and oversight is intended to be provided through the Local Emergency Management Committee (LEMC) who works closely with DFES staff. The LEMC has a legislative role through the *Emergency Management Act* to liaise with public authorities and other stakeholders in the development, review and testing of local emergency management arrangements. Feedback from within DFES has indicated that BPLRs can operate within the Australian Warning System and other emergency management technologies. BPLRs are well suited to be incorporated into the Australian Warning System and other warning systems. Local government has an established emergency management role through the functions of the LEMC as it carries out emergency management activities, develops local emergency management arrangements (LEMA) and ensures LEMA are established for the district.

### **Matters being Considered for Incorporation in Guideline**

It is intended that a BPLR guideline will allow local governments and other stakeholders to identify, register and communicate BPLRs in settlements and towns where lives could be threatened by bushfire. BPLR is not a compulsory evacuation measure for local government, and as an opt-in non-mandatory measure, local government may consider whether a BPLR is a suitable addition to emergency evacuation measures for their community. A BPLR should only be used when their bushfire plan has failed and the BPLR is accessible as a last resort option. The BPLR will complement existing bushfire evacuation measures and be communicated to the community through emergency management practices.

It is proposed that the BPLR guideline will outline the purpose, aims and objectives of a BPLR and provide guidance on relevant elements, including the following:

- Assessment Process – to assist proponents to identify an appropriate location.
- Limitations – considerations before evacuating to a BPLR.
- Assessment Criteria – considerations such as vegetation setbacks that reduce the impact of the bushfire radiant heat level to affected persons.
- Principles to identify a suitable site – capability, capacity, access and site selection.
- Inspection and consideration of nearby land uses.
- Maintenance.
- Signage.
- When, how and who can activate a BPLR.
- On-site and off-site shelters.
- Messaging and communication.
- Role of local government and other stakeholders.

BPLRs address bushfire risk and does not extend to other natural hazards, such as flooding or cyclones. If a dedicated multi-hazard place of last resort is to be provided, the BPLR guideline may be applied to the bushfire considerations and further research should be taken to



determine the suitability of the location for other hazards. Local governments or other stakeholders choosing to establish a BPLR may also wish to explore other considerations relating to a BPLR. DFES encourages the securing of the most suitable location for a BPLR in the first instance, regardless of whether the land is privately or publicly owned.

DFES intends to promote, provide guidance and initial support to local government and other stakeholders once the guideline has been endorsed.



### **Survey Questions**

DFES invites feedback from local governments and other stakeholders on the following matters to assist in the development of the Bushfire Place of Last Resort (BPLR) guideline:

1. Does your organisation or your local community see a need for a BPLR, and why?
2. Given the geography of a local government area do you consider a BPLR could be shared with an adjoining local government to more efficiently cater for public safety, and why?
3. Is there any proposed element(s) of the draft BPLR guideline outlined in the discussion paper that does not need to be addressed in the guideline, and why?
4. Is there any element(s)/matter(s) that is not outlined in the discussion paper that needs to be addressed in the draft BPLR guideline, and why?
5. Do you have any other comments regarding the proposed approach of the draft BPLR guideline?

**9. GENERAL BUSINESS**

**9.1. UPDATE OF CONTACT INFORMATION LIST**

Attachment 2 – JLEMC contact list (confidential – sent separately).

Committee members are requested to review the attached contact list and advise the Executive Support Officer of any changes that they are aware of.

**10. NEW BUSINESS OF AN URGENT NATURE APPROVED BY THE PERSON PRESIDING OR BY DECISION OF THE MEETING**

**11. CLOSURE OF MEETING**

There being no further business to discuss, the Presiding Member declared the meeting closed at \_\_\_\_ pm and reminded Committee Members of the next Joint Local Emergency Management Committee Meeting, scheduled for 4.30 pm on Tuesday 19 May 2026, at this same venue.



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