



Capital Development Guideline — Series 7

Fire Risk Management Policy and Procedures

Disaster Recovery Facilities

Fire Risk Management — 2013

7.12



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Disaster Recovery Facilities

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www.dhs.vic.gov.au/about-the-department/documents-and-resources/policies,-guidelines-and-legislation/fire-risk-management

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Abbreviated Terms

The following abbreviated terms are used in this document.

ABCB	Australian Building Codes Board
AFAC	Australasian Fire Authorities Council
AS	Australian Standard
BAB	Building Appeals Board
BCA	National Construction Series – Building Code of Australia
CDG	Capital Development Guideline(s)
CFA	Country Fire Authority Victoria
CSO	Community Service Organisations
DH	Department of Health Victoria
DtS	Deemed-to-Satisfy
FBIM	Fire Brigade Intervention Model
FEB	Fire Engineering Brief
FER	Fire Engineering Report
FERPTF	Fire and Emergency Response Procedures and Training Framework
FIP	Fire Indicator Panel
FRM	Fire Risk Management
FRMU	Fire Risk Management Unit of the Department of Human Services
FSE	Fire Safety Engineer
IFEG	International Fire Engineering Guidelines 2005
MFB	Metropolitan Fire and Emergency Services Board
NGO	Non-Government organisation
RBS	Relevant Building Surveyor
SOU	Sole Occupancy Unit
SWMS	Safe Work Method Statement

1. Introduction

1.1 General

This Guideline specifies the minimum fire risk management requirements for emergency disaster recovery buildings required after existing permanent buildings have been made inoperative. Examples include buildings impacted on, or damaged by flood, fire, bushfire, or significant weather/wind events (storms, destructive winds and hail).

This Guideline covers buildings or other structures erected or installed in the immediate period after these events to provide for re-commencement of critical community services. These may include buildings usually covered by Guidelines CDG 7.3, CDG 7.4, CDG 7.5, CDG 7.6, CDG 7.7 and CDG 7.11.

It does not usually cover buildings that fall within Guidelines CDG 7.8, CDG 7.9 and CDG 7.10 (e.g. houses, boarding houses, apartments).

This Guideline provides advice on the selection, operation and protection of emergency disaster recovery buildings in order to achieve a level of fire risk management consistent with community expectations and the goals and objectives of the Department of Human Services.

1.2 The purpose of this Guideline

The purpose of this Guideline is to provide appropriate levels of fire safety for staff, *clients* (as defined) and other occupants of a building subject to the Guidelines, in part by providing for appropriately qualified professionals such as *Fire Safety Engineers*, *Building Surveyors*, *Building Inspectors* and *Auditors*, to audit, assess and recommend steps to minimise fire risk, and to assess and report on acceptable standards of fire safety, in specific settings.

The use of this Guideline is subject to the following:

- (a) The Guideline does not constitute all of the possible fire safety matters that could apply to a specific situation, but is provided for assistance in determining appropriate fire safety measures. It is up to individuals acting with appropriate professional advice to determine its application to particular situations.
- (b) This Guideline must only be used for purposes within the range set out in the 'General' section at the start of this document.
- (c) In addition to the fire safety requirements and standards in the Guideline, owners, occupiers and operators of facilities and buildings may be subject to various other statutory, common law and contractual obligations. They should seek advice, including legal advice, on the existence and scope of these obligations.

1.3 Interpretations

In this Guideline, unless the contrary appears:

- headings are for convenience only and do not affect interpretation
- a reference to a statute or other law includes regulations and other instruments under it and consolidations, amendments, re-enactments or replacements of any of them
- words in the singular include the plural and vice versa
- where a word or phrase is defined, its other grammatical forms have a corresponding meaning
- Mentioning anything after include, includes or including does not limit what else might be included.

1.4 Definitions

Words and expressions used in this document and throughout the associated Guidelines that are shown in italics are defined terms.

Appendix 1 of this document includes definitions used in this document.

1.5 Commentary

Commentary is provided in Appendix 2 for some clauses of this guideline to provide explanatory or background information in relation to the clause. Clauses that have commentary are identified with an asterisk (*) in the clause heading.

1.6 Field of Application

This Guideline does not apply to tents or other temporary structures that are usually used for the emergency disaster recovery function being provided on the site. Examples of structures that are not covered by this Guideline include mobile disaster recovery centres and mobile army surgical hospitals.

1.6.1 BCA Classification

An emergency disaster recovery building should be considered the same BCA classification as the building it intends to replace.

1.6.2 Sole Occupancy Unit

The sole-occupancy unit (SOU) must be taken to be the same as the building it intends to replace.

1.7 Determining compliance with this Guideline

The process for determining compliance is detailed in CDG 7.1 and CDG 7.2 and summarised in the process below.

- (a) Confirm the applicable Guidelines to the building being considered.
- (b) Undertake a *fire safety audit* of the building or a *desktop audit* of relevant design documentation for buildings not yet constructed.
- (c) Undertake a *fire safety compliance check* of the building against the relevant BCA DTS provisions and the matters in sections 2 and 3 of this Guideline from the information obtained during the audit.
- (d) Undertake a *fire risk assessment* where the building does not comply and/or cannot be modified to comply. The *fire risk assessment* must be signed off by an *accredited fire safety engineer* who is responsible for the *fire risk assessment* in accordance with Guideline 7.2.
- (e) Refer any *mandatory measures* (section 2 of the Guideline) which are not proposed to be complied with to the *FRM Review Panel* for a determination.
- (f) Prepare a *fire safety audit* report documenting the *fire safety compliance check* at least once every 5 years in accordance with Guideline 7.2.

- (g) Prepare a *fire safety handbook* for the building documenting the *fire safety strategy*, including any alternative solutions produced by the *accredited fire safety engineer* and approved by the *accredited building surveyor* in accordance with Guideline 7.2.

The process is simplified in the flowchart in Figure 1.1.

The FRMU is to be notified in all cases when buildings are to be installed or erected as emergency disaster recovery facilities and a certificate of consent from the FRMU is required prior to works being undertaken and occupation. The FRMU may permit the above process to be modified or delayed depending on the nature and extent of the emergency. However this will require explicit approval from the FRMU.

1.8 Client and Staff Profiles

Client profile and *staff profile* are defined in the Department of Human Services Capital Development Guideline 7.2 and must be taken to be the same as the building it intends to replace.

1.9 Approval process

An emergency disaster recovery building is considered a temporary building subject to Division 3 of Part 5 of the Building Act. A building permit is therefore not required for the construction, installation, relocation or siting of a building on a site.

A temporary approval, in accordance with Section 64 of the Building Act, must be granted prior to occupation of the building and must specify any conditions to which it is subject and the period for which it applies.

A Certificate of Consent – Construction is to be obtained from the FRMU prior to works being undertaken, this consent will list any requirements that must be adhered to, this consent can be issued in stages, unless permission is granted by the FRMU or relevant Minister not to obtain a Certificate of Consent.

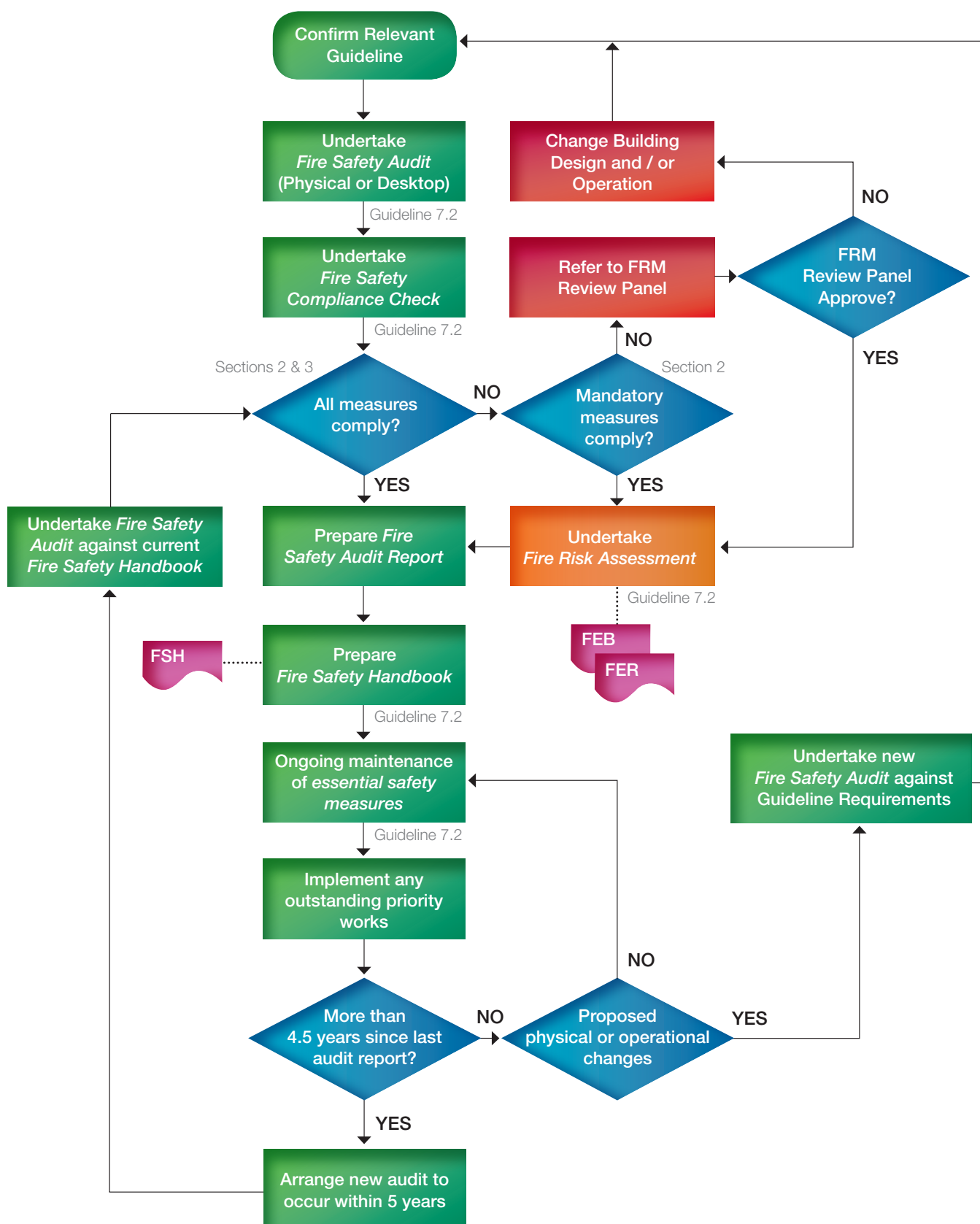
A Certificate of Consent – Occupation is to be obtained from the FRMU prior to occupation of buildings, unless permission is granted by the FRMU or relevant Minister not to obtain a Certificate of Consent.

The Certificate of Consent templates are published by the FRMU. Refer to website:-

www.dhs.vic.gov.au/about-the-department/documents-and-resources/policies,-guidelines-and-legislation/fire-risk-management

Note: Only *accredited* practitioners can be used for the approval, audit and certification processes, refer to CDG 7.1 and CDG 7.2.

Figure 1.1: Simplified Compliance Process



2. Mandatory Measures

2.1 Introduction

Mandatory measures must be provided in compliance with the nominated design codes and standards in addition to any requirements of the BCA DtS provisions or any alternative solutions. Clause 7 of Schedule 8 of the *Building Regulations* which exempts temporary buildings from all parts of the regulations (including the BCA) will apply. However, the BCA DtS provisions should be addressed with the FRMU, if required a *fire risk assessment* is to be undertaken.

Should a *mandatory measure* be considered inapplicable or inappropriate to adopt in full, then written application must be made to the *FRM Review Panel*, along with supporting justification for the application. It should be noted that for an emergency disaster recovery facility there are likely to be exceptional or very specific circumstances and these should be included in any submission to the *FRM Review Panel*.

2.2 Physical Fire Safety Measures

2.2.1 Rise in Storeys

The building must be of single storey construction.

2.2.2 Compartmentation and Separation

Buildings used for emergency disaster recovery facilities shall comply with the following:

- (a) A maximum floor area of 500m² per building.
- (b) Multiple buildings with an aggregate floor area of up to 1,000m² may be located adjacent to each other.
- (c) Clusters of buildings (with an aggregate floor area of up to 1,000m²) must be physically separated by at least 6m.

Buildings may be connected by covered walkways as follows:

- (a) The floor of the walkway (including structural support) may be constructed of timber or any non-combustible materials.
- (b) The roof of the walkway (including structural support) is to be constructed of non-combustible materials.
- (c) Combustible light fittings and electrical power cables installed in accordance with AS/NZS3000 may be installed within the walkway.
- (d) Walkways between clusters of buildings (with an aggregate floor area of up to 1,000m²) must not be closed (i.e. walls not provided) without a fire risk assessment.

2.2.3 Smoke Detection and Alarm *

All buildings that provide sleeping facilities for *clients* must have a smoke alarm or detection system throughout, complying with AS3786 or AS1670.1, as follows;

- (a) Smoke alarms must be installed on the ceiling in every bedroom, in exit routes, hallways, living areas and staff offices/areas.

- (b) Compliance for smoke alarms in bedrooms is achieved if:
 - i. they are located within 3m from the bed head / pillow position; or
 - ii. when located further than 3m from the bed head/pillow position, the sound level during an alarm measured at the bed head/pillow position is to achieve at least 85dB(A) for 1 minute, and at least 82dB(A) after 4 minutes of continuous alarm when measured during the 'on' phases of the signal.
- (c) The smoke alarms must be powered directly from the 240v main power supply with battery backup. All smoke alarms must be interconnected so that activation of a single smoke alarm will cause all smoke alarms in the building to sound. An alarm locate facility must be provided within the staff bedroom to enable the initiating smoke alarm to be readily identified.
- (d) The smoke alarm battery backup must be a type that is rechargeable, non-removable that has a minimum expected lifespan of 10 years, and battery life of 6 months without primary (mains) power supply.
- (e) The interconnection between smoke alarms must be by hardwire interconnection or, if wireless connection, written approval is required from the FRMU.
- (f) Smoke alarms or smoke detectors must be of the photo-electric type

Smoke detection systems (including occupant warning) complying with AS1670.1 are also acceptable. Where a smoke detection system is provided, the FIP or a mimic panel must be located in the staff bedroom or office and have facilities to identify alarms in individual bedrooms.

All buildings that do not provide sleeping facilities for *clients* must have either a smoke alarm or smoke detection system installed throughout, as follows:

- (a) smoke alarms must comply with AS3786; and
 - i. be located in every room and must be powered directly from the 240v main power supply with battery backup. All smoke alarms must be interconnected so that activation of a single smoke alarm will cause all smoke alarms in the building to sound and must be of the photo-electric type.
 - ii. smoke alarm battery backup must be a type that is rechargeable, non-removable that has a minimum expected lifespan of 10 years, and battery life of 6 months without primary (mains) power supply.
 - iii. the interconnection between smoke alarms must be by hardwire interconnection or, if wireless connection, written approval is required from the FRMU.
- (b) smoke detectors must comply with AS1670.1.

2.2.4 Exit Requirements

- (a) In buildings that are not used for sleeping accommodation no point on a floor must be more than 20m from an exit, or a point from which travel in different directions to 2 exits is available (primary exits), in which case the maximum distance to one of those exits must not exceed 40m except that the distance to a single exit serving a building used as an office (administration building) may be increased to 30m.

- (b) In a *patient care area* used as a *health care building* must have;
 - i. no point on the floor must be more than 12m from a point from which travel in different directions to 2 of the required exits is available; and
 - ii. the maximum distance to one of those exits must not be more than 30m from the starting point.
- (c) In *accommodation buildings* the entrance doorway of any SOU must be not more than:
 - i. 6m from an exit or from a point from which travel in different directions to 2 exits is available; or
 - ii. 20m from a single exit serving the level of egress to a road or open space; and
 - iii. no point on the floor of a room which is not in a sole-occupancy unit must be more than 20m from an exit or from a point at which travel in different directions to 2 exits is available.

2.2.5 Door Hardware*

The primary and secondary exit doors must be readily opened without a key from the side that faces a person seeking egress, by a single hand downward action or pushing or pulling action on a single device which is located between 900mm and 1.2m from the floor. Alternatively, door strikes can be fitted.

Note: Where a door strike is to be used, a single hand downward action on a single device located between 900mm and 1.2m from the floor is still required.

Doors located along the path of travel to those exit doors (primary and secondary), must be readily opened without a key from the side that faces the person seeking egress.

Where door strikes are to be used, they are required to automatically unlock upon activation of either:

- (a) the smoke alarm/detection system; or
- (b) the sprinkler system.

Note: The automatic unlock function must operate upon activation of either system independently. For example operation of the smoke detection/alarms and/or the sprinkler system will unlock the doors.

Power to automatic door locks (including door strikes) may be battery backed up to maintain security in the event of power failure. However, the locks shall be configured 'failsafe' such that, in the event of loss of power to the lock itself, the lock will revert to the unlocked state.

In bedrooms where the doors are capable of being locked by *clients* (for example, to secure their belongings or seek privacy from other *clients*), the door must be readily opened without the use of a key from the side that faces a person seeking egress, by a single hand downward action, or pushing or pulling action on a single device from inside the bedroom.

If bedroom doors are not capable of being locked, doors must be fitted with a single hand downward action, or pushing/pulling action on a single device from inside the bedroom.

2.3 Location of responding staff *

If the responding staff member is not located in the building (used for sleeping accommodation) while *clients* are present, the distance from the *primary exit* or *secondary exit* of building containing the designated staff location to the *primary exit* of the building must not exceed 125m and the smoke detection and alarm facilities must alert the staff when activated and identify, as a minimum, the building in which the detector was activated.

The distance between buildings shall be measured using the designated pathways between buildings.

2.4 Management in Use Measures

Management in use measures are operational systems, procedures and policies which:

- (a) minimise the potential for fire starts
- (b) minimise the potential fire growth and fire severity
- (c) maintain the reliability of physical fire safety measures so they are likely to operate in the event of fire
- (d) provide ongoing fire safety awareness to building *clients* and appropriate actions for staff to take in the event of a fire.

2.4.1 Fire Safety Handbook

A *fire safety handbook* must exist for each building in the facility and must be in accordance with CDG 7.2.

The *fire safety handbook* must be prepared using the template published by the FRMU.

2.4.2 Fire Prevention and Fire Safety Management

2.4.2.1 Smoke free policy

A non-smoking policy shall be implemented throughout the building.

2.4.2.2 Designating external client smoking areas

For emergency disaster recovery buildings used as residential buildings, building management must designate at least one external smoking area per home or unit.

2.4.2.3 Exit paths

All exit paths must be kept free of any obstruction and not used for storage purposes. These must be checked weekly by staff, with management systems in place to ensure immediate corrective action is taken.

2.4.2.4 Roof spaces and underfloor areas

Roof spaces and under-floor areas must not be used for storage.

2.4.2.5 Individual and portable heaters*

Portable heating appliances **must not** be used or stored in *disaster recovery facilities*, except where alternatives are not practicable. In these situations, oil filled column heaters or electric panel heaters, that have an over heat cut out device fitted **must** be used provided that the *Department* has consented in writing to the installation.

Individual portable heating appliances that have been approved for installation by the *Department*, must be permanently fixed in position, and installed in accordance with the manufacturer's specifications and if applicable the relevant Australian Standards. All approved heating appliances must be inspected and tested in accordance with the AS/NZS3760.

Solid fuel heating equipment must not be used in emergency disaster recovery buildings.

2.4.3 Fire and Emergency Evacuation Plans and Emergency Response Procedures

An emergency plan, including emergency response procedures, fire orders and evacuation diagrams must be developed and prominently displayed and maintained at each property.

2.4.4 Fire Emergency Procedures Training

All staff in *disaster recovery facilities* must receive training in fire prevention, *fire risk management* and emergency procedures and the training must be repeated at regular intervals in accordance with the Department's FERPTF or other requirements as stipulated by the FRMU.

Records of training must be documented in a Fire and Emergency Response Procedures Manual. The Department of Human Service's FERPTF provides further details.

Staff must provide training/induction information to all *clients* so that they are familiar with the fire safety and evacuation strategy and to enable them to act in accordance with the emergency response procedures.

2.4.5 Evacuation Exercises

Evacuation exercises must be performed for each shift during the day and at night so that every staff member participates in at least one exercise per year. *Clients*, where practicable, should be encouraged to participate in the fire exercises.

Records must be made, submitted to management and retained. Records must include:

- (a) the facility name
- (b) the aim and objectives of the exercise
- (c) staff participating in the *evacuation exercises*
- (d) date and time of the *evacuation exercises*
- (e) fire scenario simulated and anticipated results
- (f) names of *clients* who participated
- (g) observers
- (h) comments
- (i) follow-up actions including notification to managers of any issues arising.

2.4.6 Client Capability and Case Management

Client resident management plans must be in place to provide appropriate assessment of residents.

2.4.7 Record Keeping and Documentation

In addition to information kept in the Fire and Emergency Response Procedures Manuals, records must be kept of:

- (a) all fire safety installations, including (where available) schematics of fire protection systems
- (b) fire training and *evacuation exercises*
- (c) Fire Damage to Asset forms
- (d) any maintenance and testing undertaken
- (e) inspection and checks carried out by staff (fire safety weekly checklist)
- (f) details of fire safety issues reported (for example, blocked exits or faulty fire protection equipment), action required and evidence that actions have been completed satisfactorily
- (g) essential safety measures records/reports
- (h) other information required by CDG 7.1 and CDG 7.2, or resulting from the *fire risk assessment*.

2.4.8 Maintenance

All essential safety measures must be regularly checked and maintained in accordance with the *fire safety handbook*.

Equipment that is inoperable appears faulty or is otherwise not performing as designed and is subsequently installed, may present a risk of ignition or fire hazard. It must be withdrawn from service until checked and/or repaired by an appropriately qualified person, or it must be replaced.

Maintenance contracts must be in place for all *essential safety measures* identified in the *fire safety handbook*, including mandatory fire safety measures, BCA DtS measures, measures arising from any BCA alternative solutions and other Department specific measures, or any other requirement of the Department.

In between scheduled maintenance visits by the maintenance provider, staff must conduct weekly checks of systems and equipment in accordance with the Department's fire safety weekly checklist.

Such checks include:

- (a) visual inspection of key equipment for presence and damage or obstruction (for example, smoke alarms/detectors, sprinkler heads, fire extinguishers, fire blankets, evacuation packs)
- (b) check of sprinkler system pressure gauge (indicating water pressure available)
- (c) basic operation of smoke alarm system
- (d) confirmation that exit paths are clear and exit doors are easily opened
- (e) housekeeping to minimise accumulation of unnecessary combustibles.

Refer to the FRMU for the current checklist of activities to be undertaken. Refer to website:

www.dhs.vic.gov.au/about-the-department/documents-and-resources/policies,-guidelines-and-legislation/fire-risk-management

3. Other specific measures

3.1 Introduction

In addition to the *mandatory measures*, there are a range of other fire safety measures that must be provided within the building to satisfy DHS prescriptive requirements for emergency disaster recovery buildings.

Although adoption of these measures (including BCA DtS provisions) is not mandatory, a *fire risk assessment* must be undertaken which addresses the measures which are not proposed to be implemented in full or in part. The *fire risk assessment* must be submitted to the FRMU for approval prior to implementation of the final design solution.

3.2 BCA Deemed-to-Satisfy Provisions

The BCA DtS provisions must be complied with, unless as varied below, or as varied by a *fire risk assessment* in accordance with CDG 7.2. The following sub-sections identify physical measures which vary from, or are in addition to, the relevant DtS provisions.

3.3 Measures which vary from the BCA DtS Provisions

3.3.1 Structural design*

An emergency disaster recovery building, which is intended as temporary accommodation until a new building can be constructed, need only achieve an importance level of 2 in accordance with BCA Section B.

3.3.2 Fire separation of buildings

Where external walls of emergency disaster recovery buildings, which are to be used as sleeping accommodations, are to be located more than 900mm from an allotment boundary or more than 1800mm from other buildings on the same allotment: they are not required to be designed or constructed to achieve a Fire Resistance Level (FRL) and openings in those external walls are not required to be protected.

3.3.3 Fire Hydrants in Buildings greater than 500m²*

Where the floor area of an emergency disaster recovery building is greater than 500m², but less than 750m², and is located in a residential area served by street hydrants, a dedicated fire hydrant system to serve the building is not required, provided at least one street hydrant is located a maximum distance of 120m from the rear of the allotment.

It should be noted that approval from the relevant Fire Authority is required in accordance with Regulation 309 and 1003 of the *Building Regulations* will still be required.

3.3.4 Fire Hose Reels in Buildings greater than 500m²*

Where an emergency disaster recovery building has a floor area greater than 500m², but less than 750m², a fire hose reel system is not required.

It should be noted that approval from the relevant Fire Authority is required in accordance with regulation 309 and 1003 of the *Building Regulations* will be required.

3.4 Measures which are additional to the BCA DtS Provisions

3.4.1 Egress Provisions*

For some buildings egress to secure external areas in lieu of a road or open space may be necessary in order to maintain the safety of the *clients* and community without necessarily compromising fire safety (For example people with intellectual / physical disability, absconders or special needs). Advice must be sought from the Department if a secure external area is required and, if adopted, such areas must permit all occupants (*clients* and staff) to collectively assemble and be at least 10m from the nearest part of the building. Additionally access from the area to a road must be available by use of a master key carried by supervising staff.

3.4.2 Door Hardware in *Supported community-based houses, community based houses or Short Term Emergency (Contingency) Accommodation buildings*

If bedroom doors are capable of being locked by a *client* (for example, to secure their belongings and/or provide privacy from other *clients*), a master key capable (or access card) of opening all doors must be provided to each staff member or be kept at a known secure location, readily accessible by staff in an emergency. Alternatively, a door strike can be fitted that will release the door lock on the activation of either the smoke alarm/detector and/or sprinkler system.

Note: The automatic unlock function must operate upon activation of either system independently. For example operation of the smoke alarm/detectors and/or the sprinkler system will unlock the doors.

All bedroom doors, however, must be readily opened without a key from the side that faces a person seeking egress, by a single hand downward action or pushing or pulling action on a single device from inside the bedroom, which must be located between 900mm and 1.2m from the floor.

A security chain, or similar device, may be fitted to the bedroom door of a staff member or 'sleepover' or to an office.

3.4.3 Portable Fire extinguishing equipment*

A fire blanket complying with AS 3504 must be provided in each kitchen area.

A dry chemical powder type portable fire extinguisher complying with AS 1841.5 must be provided in each kitchen area. The fire extinguisher must meet the following criteria:

- Minimum Rating: 2A:20B (E)
- Minimum Agent Quantity: 2.1kg
- Maximum Gross Weight: 4.5kg

The extinguisher must be installed so that the base of the extinguisher is not less than 100mm from the finished floor level and the handle is located not more than 1200mm from the finished floor level.

If the *client* characteristics are such that misuse of portable extinguishers or fire blankets is likely, then they may be secured, or stored in secure locations, but must remain readily available to staff in a fire emergency. The mounting heights referred to above must still be complied with when locating the extinguisher within a secure location.

Fire Blankets and fire extinguishers must be located at least 1m away from stoves or cooktops. Where there is only a single exit path from the kitchen, they shall be located so that they are accessible from the exit point of the kitchen without passing the cooking appliances.

Provision of location signage for fire blankets or extinguishers is not required.

3.4.4 Siting of telephones

A fixed telephone (including a cordless type) must be installed either:

- in the staff area/room; or
- as near as possible to the *primary exit*; or
- in the possession of a staff member whilst the building is being occupied.

A mobile phone can be used instead of a fixed telephone if it remains in the possession of a staff member whilst the building is being occupied.

3.4.5 Emergency lighting and Exit Signs*

- (a) In emergency disaster recovery buildings used as *supported community-based houses* or *community-based houses* or *accommodation buildings*, emergency lighting must be provided and located as follows:
 - i. in the main living area
 - ii. not more than 3m from the primary exit
 - iii. in every passageway, corridor or hallway that is part of the path of travel to the *primary exit* with a maximum spacing between fittings of 10.5m (5.25m from corridor ends).
- (b) In emergency disaster recovery buildings used other than as *supported community-based houses* or *community-based houses* or *accommodation buildings*, where the floor area of the building is more than 300m² emergency lighting must be located.
 - i. in every passageway, corridor, hallway, or the like, that is part of the path of travel to an exit; and
 - ii. in any room having a floor area more than 10m² that does not open to a corridor or space that has emergency lighting or to a road or open space; and
 - iii. in any room having a floor area more than 300m²; and
 - iv. any point on the floor of that storey is more than 2m from the nearest doorway leading directly to a stairway, ramp, passageway, road or open space.
- (c) Emergency light fittings must comply with AS 2293.3 and have a minimum luminaire photometric classification of D10 in both transverse (C₀) and longitudinal (C₉₀) planes.
- (d) Exit signs are not required to be provided in buildings used as *supported community-based houses* or *community-based houses*.
- (e) Distances, other than vertical rise, must be measured along the shortest path of travel whether by straight lines, curves or a combination of both.

3.4.6 Special Provisions

Appropriate measures should be taken to minimise the risk to occupants associated with adopting the nominated fire safety measures. For example, if occupants are likely to be prone to inflicting self-harm, care should be taken in the selection and installation of fire protection equipment to reduce hazards and minimise harm to occupants during evacuation.

3.4.7 Protection against external environmental hazards*

If a new building is located in a designated bushfire prone area (as defined in the *Building Regulations*), or in a wildfire or bushfire management overlay in any planning scheme, must be referred to the Department for any additional requirements.

For existing buildings if the site has been classified as a BAL of Low or higher in designated bushfire prone area (as defined in the *Building Regulations*), or in a wildfire or bushfire management overlay in any planning scheme, then it must be referred to the Department for any additional requirements.

If a building is located (where works are being proposed) in an alpine area (as defined in the *building regulations* and the BCA), the requirements of BCA Volume 2 for alpine areas must be complied with, if required by the Regulations or the BCA.

3.4.8 Electrical and Gas Safety

Whilst not forming part of these Guidelines, the following matters are assumed to be installed or included, as they form part of other legislation.

Electrical protection

Earth leakage protection must be installed to electrical switchboards and all electrical services must be in accordance with AS/NZS3000.

Appliance safety

Gas appliances must include a flame-guard system so that extinguishment of the flame will stop the flow of gas. Alternatively, where appropriate appliances are not available with flame-guard devices fitted, a gas safety shut-off system shall be provided in accordance with Energy Safe Victoria Gas Information Sheet No. 16.

Meter Location

Gas meters should be externally mounted.

4. Reporting

4.1 General

All reporting should utilise nominated templates published by the FRMU.

4.2 Fire Engineering Brief and Fire Engineering Report

The FEB and FER must be prepared in accordance with the IFEG, utilising templates published by the FRMU and in accordance with section 5.2 of CDG 7.2.

4.3 Fire Safety Audit Report

The *fire safety audit* report is prepared to provide documentary evidence of completion of the *fire risk management process* utilising templates published by the FRMU and in accordance with section 5.3 of CDG 7.2.

4.4 Fire Safety Handbook

The *fire safety handbook* is prepared to provide documentary evidence of completion of the *fire risk management process* utilising templates published by the FRMU and in accordance with section 5.4 of CDG 7.2.

The *fire safety handbook* shall be a continually updated document as required which consolidates the requirements from all *fire risk assessments* and audits undertaken on the facility over time.

Appendix 1: Definitions

The following definitions apply where used (either in lower or upper case) in these Guidelines.

Accommodation Buildings

Accommodation buildings provide residential accommodation for *clients* or tenants who are considered to be broadly representative of the general community.

Accredited

Means a person accredited by the Department of Human Services in the appropriate category to undertake a specific task.

Advisory Note

Means formal advice issued by the Department of Human Services in relation to application or interpretation of the Guidelines. Advisory notes are not mandatory but must be taken into account in any assessment process.

Agency

A third party organisation provided with funding or support by the Department to provide care for *clients*. Often also referred to as a Community Service Organisation (CSO) or Non-Government Organisation (NGO).

Auditor

Means a practitioner who is *accredited* to undertake *fire safety audits*. Accreditation may be limited to specific building or buildings and/or occupancy types.

Bed-based care, support or supervision

Where overnight accommodation is provided for *clients* in buildings that are *owned, operated or funded* by the Department and the provision of special or personal care is provided as follows:

- (a) assistance with one or more of the following:
 - i. bathing, showering or personal hygiene
 - ii. toileting
 - iii. dressing or undressing
 - iv. eating meals; or
- (b) physical assistance for persons with mobility problems; or
- (c) assistance for persons who are mobile but require some form of supervision or assistance; or
- (d) assistance or supervision in administering medicine; or
- (e) the provision of substantial emotional support.

Building Code of Australia (BCA)

The National Construction Code Series – Building Code of Australia, as published from time to time by the Australian Building Codes Board.

Building Inspector

A person, who is registered in the category of building inspector (unlimited) by the Building Practitioners Board of Victoria or other appropriate Statutory Body for registering practitioners

in the state of Victoria and has the appropriate experience in fire safety to apply and interpret these Guidelines and has been *accredited*.

Building Legibility

Relates to the complexity of the building layout which has an impact on the ease of way finding by the occupants or rescue personnel.

Building Regulations

Means the *Victorian Building Regulations 2006* or as amended.

Building Surveyor

A person who is registered under the category of *building surveyor* (unlimited) or *building surveyor* (limited) and be registered or eligible to be registered in the category of building inspector (unlimited) by the Building Practitioners Board of Victoria or other appropriate Statutory Body for registering practitioners in the state of Victoria and has appropriate experience in fire safety to apply and interpret these Guidelines and has been *accredited*.

Client

Is a natural person who is:

- (a) provided with accommodation, supervision and/or care or a young person on statutory supervision in the criminal justice system or any other person on statutory supervision in the care of the Secretary of the Department of Human Services or Secretary of Department of Health; or
- (b) provided with support for accommodation, supervision or care from another Authority, organisation or agency that has a service agreement with the Department of Human Services or Department of Health; or
- (c) a tenant or resident who is housed in rental accommodation provided by the Director of Housing or Department of Human Services.

Staff members, visitors or the public are not considered *clients*.

Client Profile

Means one or more of the following:

- Ambulant (Type 1) – A *client* who is able to understand and respond to an alarm and able to independently evacuate without staff present in the building.
- Ambulant (Type 2) – A *client*, who is able to understand and respond to an alarm, can evacuate with staff intervention or can evacuate independently with a delay. For example, staff implement the evacuation plan including providing verbal instructions, coordination, supervision and limited physical assistance, such as hand or arm holding.
- Ambulant (Type 3) – A *client* who is not able to understand and respond to an alarm but, can evacuate with staff intervention. For example, staff implement the evacuation plan including providing verbal instructions, coordination, supervision and limited physical assistance, such as hand or arm holding.
- Ambulant (Type 4) – A *client* who is able to understand and respond to an alarm but, may not be able to evacuate independently or, will take extra time to evacuate independently. They will require verbal instructions and substantial physical assistance from staff to evacuate. For example, removal from bed and placement in a wheelchair or stretcher.

- Non-ambulant (Type 5) – A *client* who is not able to understand or respond to an alarm and not able to evacuate without physical assistance. The *client* will require verbal instructions and substantial physical assistance from staff to evacuate. For example, removal from bed and placement in a wheelchair or stretcher.

Competent person

Is a natural person who holds academic qualifications relevant to the activities they are undertaking under these Guidelines and is either:

- (a) not registered as a building practitioner in Victoria; or
- (b) is registered as a building practitioner in Victoria in the relevant category but either does not have the appropriate experience, or has not yet been assessed, for *accreditation* under these Guidelines.

A *competent person* is permitted to undertake work in relation to these Guidelines under the direct supervision of an *accredited* person who takes responsibility and liability for the assessment, report and work.

Community – based Houses

Houses of a typical domestic type construction and layout, which may be on separate sites or grouped together on one site; have 24-hour on-site support or care staff; where each house does not accommodate more than eight (8) *clients*, of which not more than one requires assistance to evacuate the building during an emergency.

Department

Is either the Department of Human Services (DHS) or Department of Health (DH) as appropriate that has authority to make decisions or has control, management or supervision of the subject matter or provides funding.

Desktop (audit)

Used in reference to either a *fire safety audit* or a *fire safety compliance check*. This type of audit does not involve a physical site inspection and is therefore reliant on a careful examination of relevant documentation.

Essential Safety Measure

Means same as definition in the Building Regulations.

Evacuation Capability

The ability of the occupants (including *clients*, residents, visitors and staff), to evacuate a building. The evacuation capability takes account of the ability of staff and residents to assist each other during the evacuation.

Evacuation exercises

Real-time, full scale practice evacuations done to test and record actual evacuation capability and time.

Exit

It has the same meaning as the BCA

Exercises

Training programs that are given to staff and/or residents to explain, promote and understand the emergency evacuation system. Examples could be walking residents through the egress system, explaining waiting areas, listening to alert and evacuation tones and practising door closing. Usually exercises are not done in real time as a 'test' evacuation, but are a training process. For example, additional exercises might be done to assist improving the drill time for a building.

Existing Building

A building that existed prior to the adoption of these Guidelines, whether or not that building was used for the purpose being considered under these Guidelines.

False alarm

Activation of an alarm system in a building that does not result from the effects of fire. For the purposes of this definition, a false alarm is alarm activation by water vapour (i.e. steam), animal hair, lint, faulty installation, wiring, corrosion or lack of maintenance. Alarm activation resulting from burnt toast, cooking appliances or heating appliances is not a false alarm for the purposes of this definition.

Fire Brigade Intervention

Means all fire agency activities from the time of notification up until fire extinguishment and overhaul and includes fire brigade operations.

Fire Risk Assessment

An assessment of the potential for the realisation of an unwanted fire event, which is a function of the hazard, its probability and consequences. A *fire risk assessment* is one or more, but normally a combination, of:

- a qualitative analysis;
- a quantitative analysis; and
- a regulatory assessment;

Depending upon the particular application *fire risk assessments* can be undertaken by *accredited fire safety engineers* for specific buildings, or may form part of the specific technical outcomes of a Guideline.

Fire Risk Management (process)

The process of determining, by *fire safety audit* and *fire risk assessments*, whether an appropriate level of fire safety is achieved in a facility or building. As a minimum, an appropriate level of fire safety means the minimum statutory requirements applicable to that building or facility and implementation of the outcomes of a *fire risk assessment* based on use, building type, *client profile*, occupant profile, *staff profile* (if any), fire prevention training and ongoing maintenance.

Fire Safety Audit

The structured auditing of fire safety measures in a facility or building against nominated audit criteria, including those relating to life safety as described in AS 4655. Definitions in AS 4655 have the same meaning when used in these Guidelines, unless otherwise noted.

For a new building, change of use of a building, or where major renovation work is proposed the *fire safety audit* can consist of a *desktop fire safety audit*.

Fire Safety Compliance Check

A check performed by an accredited *Building Surveyor*, *Building Inspector* or *Fire Safety Engineer* in lieu of a *fire safety audit* and *fire risk assessment* on buildings that comply, or are to be brought into compliance, with the relevant Department Guidelines.

Fire Safety Engineer

A person, who is registered in the category or engineer of class of *fire safety engineer*, by the Building Practitioners Board Victoria or other appropriate statutory body for registering practitioners in the state of Victoria, has appropriate experience in conducting *fire safety audits* and *fire risk assessments* and has been *accredited*.

Fire Safety Handbook

A document that defines the fire safety strategy for a facility in terms of the essential safety measures and management in use requirements, levels of performance, design parameters and maintenance requirements for each physical or human measure/factor.

Fire Safety Strategy

A combination of physical essential safety measures and human measures/factors including maintenance and management in use systems which have been specified to achieve the nominated *fire risk management* objectives.

FRM Review Panel

The Board established in accordance the Capital Development Guidelines -Series 7, Fire Risk Management (FRM) to hear and make determinations in relation to any matter contained in the Guidelines and into the performance of any *accredited* practitioner pursuant to the Guidelines.

Health Care Building

The National Construction Code Series – Building Code of Australia, as published from time to time by the Australian Building Codes Board.

Human Factors (Measures or Precautions)

Occupant characteristics, management practices, emergency control organisation, training and the like that may impact on fire safety. Human measures or precautions typically relate to facilities/building management issues.

International Fire Engineering Guidelines

The provisions of the *International Fire Engineering Guidelines 2005* published by the Australian Building Codes Board that apply to Australia. Definitions in the *International Fire Engineering Guidelines 2005* have the same meaning when used in these Guidelines unless otherwise noted in the Guidelines.

Interim Fire Safety Precautions

Temporary or permanent fire safety measures to address severe and urgent fire hazards prior to the implementation of full fire safety upgrade works. Interim measures do not, as a matter of course, ensure facilities are compliant, but are required to address immediate significant risks.

Lead Tenant

A service which provides semi-independent accommodation in a household for people who are in transition to independent living using a live-in volunteer to facilitate a supportive environment.

Mandatory Measures

Provisions in the Guidelines that cannot be varied by a *fire risk assessment*, unless approved in writing by the *FRM Review Panel*.

Owned, operated or funded

In relation to **owned**, means buildings or facilities that are owned by the Department of Human Services Victoria, Department of Health or Director of Housing or the Crown in the right of the State of Victoria and are under the control or management of the Department, or Director of Housing.

In relation to **operated**, means buildings or facilities that are operated, managed or controlled by the Department of Human Services Victoria, Department of Health, Director of Housing whether or not the building is owned by the Department or the Crown in right of the State of Victoria.

In relation to **funded**, means building or facilities that are directly or indirectly funded by the Department and for which the Department of Human Services, Department of Health or Director of Housing has a non-delegable duty of care to ensure adequate fire safety is provided.

Patient Care Area

The National Construction Code Series – Building Code of Australia, as published from time to time by the Australian Building Codes Board.

Practice Note

Means a *practice note* issued by the Department of Human Services in relation to an application or interpretation of the Guidelines. Compliance with *practice notes* is mandatory and may modify or enhance existing requirements of the Guidelines.

Primary Exit

A continuous and unobstructed way of getting from any point in the building to a road or open space leading to a street which would be likely to be the first choice for an occupant in a fire emergency.

RBS

Means the relevant building surveyor, which has the same meaning as Section 3 of the *Building Act 1993*.

Secondary Exit

An alternative means of escape, which can be used if the primary means of escape is not available. Windows that can open and the like may be used as a secondary means of escape but not as a primary means of escape.

Supported Community – Based Houses

Houses of a typical domestic type construction and layout, which may be on separate sites or grouped together on one site have 24-hour on-site support or care staff; where each house does not accommodate more than eight (8) *clients* and where more than one of the residents within that building requires significant (or physical) assistance to evacuate the building during an emergency.

Short-Term Emergency (Contingency) Accommodation Buildings

Emergency accommodation for housing of *clients* for not more than 6 months for any single period or combined periods not exceeding 6 months.

Staff Profile

Means one or more of the following:

- Staff Profile 1 No Staff present.
- Staff Profile 2 at least one staff member present during part of any 24 hour period.
- Staff Profile 3 at least one staff member present during all of each 24 hour period, but staff may be asleep at night (also referred to as 'sleepover' staff).
- Staff Profile 4 at least one staff member present during all of each 24 hour period, staff awake during all shifts (also referred to as 'stand up' staffing).

24 Hour Support or Supervision

Staff support or supervision is provided whenever *clients* are in residence and includes active night rosters, sleepover rosters and the 24 hour worker model.

Appendix 2: Commentary

The commentary below is provided for specific clauses in the body of this Guideline. The commentary is informative to provide explanation of specific requirements but the commentary must not be read to modify or change any of the requirements stipulated in the body of the originating text.

Clause 2.2.3

Carbon Monoxide (CO) alarms may be installed for other client safety reasons in addition to the required smoke alarms but they are not required by these Guidelines. CO alarms are not to be used in lieu of smoke alarms but may be installed in addition to provision of the required smoke alarms.

Clause 2.2.5

This provision is inserted as BCA Clause D2.21 exempts doors within a SOU and in some cases the whole building may be classified as a single SOU.

The requirement for locked doors to automatically unlock must occur when either the smoke alarm/detection systems or sprinkler systems operate independently of each other. This is so that activation of either system will initiate unlocking of the doors.

Clause 2.3

The designated staff location will be designated at the design of the building and will typically be the staff bedroom or office. The designated staff location should be identified in the *fire safety handbook* and should be confirmed during audits as the location may change over time.

Clause 2.4.2.5

Solid fuel burning appliances and fire places may be installed within existing buildings but they must not be used. The Department or Agency is not precluded from purchasing an existing building that has such an appliance or fire place installed as long as it is not used.

Clause 3.3.1

This clause has been included as many buildings proposed to be used as emergency disaster recovery buildings may have been constructed as Class 1a buildings.

Clause 3.3.3 and Clause 3.3.4

It should be noted that this clause means that consent from the FRMU is not required to adopt this alternative solution. However, consent from the Chief Fire Officer will still be required via the mandatory Regulation 309 consent process.

Clause 3.4.1

The secure space must provide room for all occupants (*clients* and staff) to assemble collectively and be located such that no occupant is closer than 10m to the external wall of the building. 10m is selected for consistency with requirements for external hydrants. While the BCA DtS provisions would permit 6m.

Clause 3.4.3

Portable fire extinguishers and fire blankets are not required by BCA DtS provisions within SOUs but are required by this Guideline to provide basic first aid fire fighting facilities to trained staff. A maximum gross weight is specified (in addition to minimum rating and agent weight) to ensure that the extinguishers can be readily handled.

Clause 3.4.5

Within a SOU the BCA DtS requirements do not require emergency lighting. However, where the building is a single SOU it is to be provided with at least 1 emergency light in the main living area closest to the primary entry/exit point. This provides functionality in the event of a normal power outage, not just in a fire emergency.

Although exit signs are not required either (to satisfy BCA DtS provisions) a statement is made confirming exit signs are not required to be provided. This is to make it clear given that emergency lights are to be provided and, to maintain the domestic residential aesthetic of the building.

Clause 3.4.7

For new buildings, this is not an additional requirement as the DtS already requires assessment against AS3959 and the *Building Regulations* require a minimum Bushfire Attack Level of BAL-12.5.

For existing buildings, the site must be assessed to AS 3959-2009 and the relevant BAL applied except that for sites assessed as BAL-Low a minimum of BAL-12.5 applies.

