



Restricted Access Permit System Guideline

STATE EMERGENCY MANAGEMENT

A Strategic Framework for Emergency
Management in Western Australia.

RESPONSIBLE AGENCY

State Emergency Management
Committee Business Unit

APPROVED BY

State Emergency
Management Committee

RESOLUTION NUMBER 106/2023

VERSION NUMBER 1.00

DATE OF APPROVAL 6 DECEMBER 2023

DATE OF EFFECT 21 DECEMBER 2023

REVIEW DATE DECEMBER 2028

Contact Details

To provide comment on this guideline, contact:

State Emergency Management Committee Business Unit

semc.policylegislation@dfes.wa.gov.au.

Amendments Table

Date	Details	Amended by
December 2023	Version 1.00 - Initial release of Restricted Access Permit System Guideline approved by SEMC (Resolution Number 106/2023).	State Emergency Management Committee Business Unit

Acknowledgements

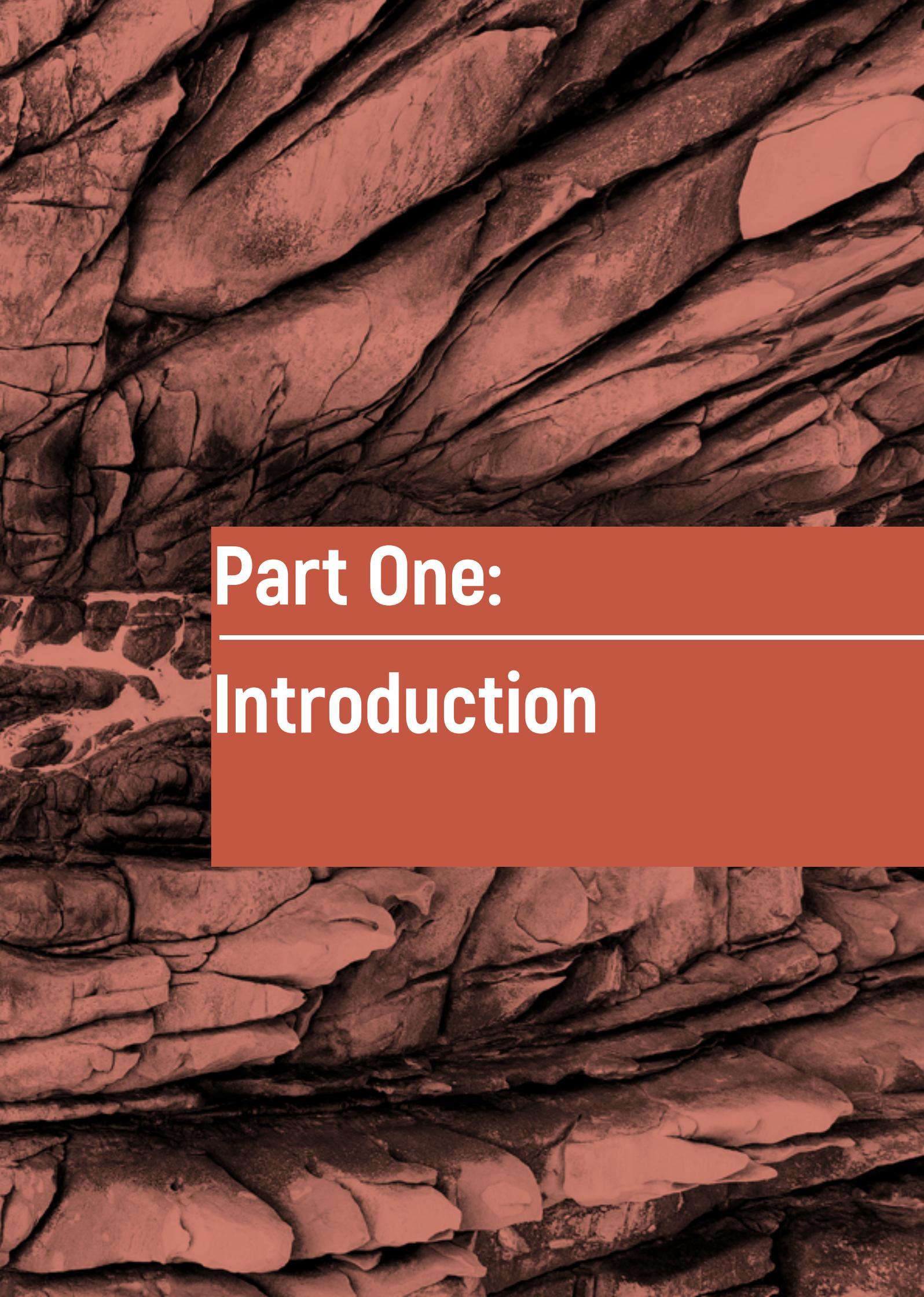
The SEMC acknowledges the Aboriginal peoples throughout the State of Western Australia as the Traditional Custodians of the lands where we live, work and volunteer. We recognise Aboriginal peoples continued connection to land, waters and community, and pay our respects to Elders both past and present.

This document was designed to be viewed electronically and aims to meet the West Australian Government's web accessibility requirements, including meeting the World Wide Web Consortium's Web Content Accessibility Guidelines version 2.1 (WCAG 2.1) at level AA. If anything in this document is inaccessible to you, or you are experiencing problems accessing content for any reason, please contact the State Emergency Management Committee Business Unit at semc.policylegislation@dfes.wa.gov.au.

All of the State emergency management legislation and documents can be accessed via the [State Emergency Management Framework](#) page of the [State Emergency Management Committee website](#).

Contents

PART ONE: INTRODUCTION	4
1.1 Background	5
1.2 Acknowledgement	5
1.3 References	5
1.4 Aim	5
1.5 Interpretation of Statements in this Document	6
1.6 Glossary	6
PART TWO: RESTRICTED ACCESS OPERATIONS	8
2.1 Operational Management	9
2.2 Restricted Access Permit Management	10
2.3 Public Information Communications	10
APPENDICES	11
Appendix A: Sample Restricted Access Permit Application	12
Appendix B: Public Information Communications	15



Part One:

Introduction

1.1 Background

The State Emergency Management Policy (State EM Policy) section 5.8 and State Emergency Management Plan (State EM Plan) section 5.3.3 and the Traffic Management During Emergencies Guideline forms the authority for this guideline. This guideline provides a more detailed insight into the Restricted Access Permit System (RAPS) and is intended for use by emergency services, hazard management, controlling, combat and support agencies, local government and private contractors who may be tasked to restrict access during an emergency.

This guideline is to be read in conjunction with the State Emergency Management Framework including the *Emergency Management Act 2005*, the *Emergency Management Regulations 2006*, State Emergency Management policy, plans and procedures, guidelines, and glossary, specifically the traffic related references.

1.2 Acknowledgement

The State Emergency Management Committee acknowledges the work undertaken by agency representatives who provided expert advice and assistance in the development of this guideline.

1.3 References

The following legislation provides for restriction of access in the interest of safety during emergencies:

- *Bush Fires Act 1954*
- *Dangerous Goods Safety Act 2004*
- *Emergency Management Act 2005*
- *Exotic Diseases of Animals Act 1993*
- *Local Government Act 1995*
- *Port Authorities Act 1999*
- *Public Health Act 2016*
- *Road Traffic Act 1974*
- *Shipping and Pilotage Act 1967*
- *Western Australian Marine Act 1982*

Hazard Management Agencies/Controlling Agencies should consider this legislation when developing restricted access strategies within an incident area.

Care has been taken to ensure the information provided is consistent with the relevant legislation (current at the date of publication). Organisations must ensure when utilising the RAPS within their organisations that they are meeting the current legislative requirements and are addressing any unique local circumstances that may apply.

1.4 Aim

This guideline is provided for use by emergency management agencies, and those who have a role in restricting movement in an emergency. The guideline should be used when developing agency specific internal procedures for the RAPS.

1.5 Interpretation of Statements in this Document

The interpretation of role and responsibility statements in this document are in line with State EM Policy section 1.1.1 and have the following meanings:

- statements containing the words or terms, 'must', 'directs', 'is directed to', and 'are/is responsible for' are directions by the SEMC that the action must be undertaken by the nominated public authority/ authorities. Any directional statement will be previously assigned within the *Emergency Management Act 2005*, *Emergency Management Regulations 2006*, State Emergency Management Policy, State Emergency Management Plans and State Emergency Management Procedures.
- statements containing the word 'may' are directions by the SEMC that the action may be undertaken after taking into account the circumstances
- statements containing the word 'should' are recommendations by the SEMC that the action be undertaken by the public authority as best practice.

1.6 Glossary

Terminology used in this guideline shall include the meaning as prescribed in section 3 of the *Emergency Management Act 2005* and the State Emergency Management Glossary. Additional definitions are provided below to understand RAPS within a traffic management context.

Key definitions are provided below:

Closed Road a road closed by an authorised person or blocked by an approved barrier and regulatory sign¹.

Closure of Navigable Waters with reference to provisions outlined in the *Western Australian Marine Act 1982*, any Waters (but not Port Waters) whereby reasons of safety or by reason of an emergency that have been closed to navigation or closed to navigation by vessels of a particular type or class.

Closure of Port Waters with reference to provisions outlined in the *Port Authorities Act 1999* and/or *Shipping and Pilotage Act 1967* any Port Waters where they have been closed by the Port Authority or Port Operator. Note, in Ports, the RAPS is only intended to be an option for the management of recreational vessel access.

Detour the designation of identified roads as the alternate to the primary route. Detours can be "all vehicles", "light vehicles only" or "heavy vehicles".

Exclusion Zone an area within the incident area in which access is excluded with the exception of persons meeting criteria authorised by the incident controller (IC), and emergency responders and infrastructure providers undertaking activities in support of the incident objectives approved by the IC.

Full Road Closure where road access is closed to access to all vehicle and pedestrian traffic with the exception of persons meeting criteria authorised by the IC and emergency responders and infrastructure providers undertaking response activities in support of the incident objectives approved by the IC.

Partial Road Closure a road closed to the general public, through which restricted access is controlled. Some partial road closures permit residents and other persons having a pecuniary interest to gain access to the incident or emergency area, or vehicles to transit, whilst denying access to the general public. Management of the partial road closure may be conducted via lane control or system implemented by the IC such as the Restricted Access Permit System (RAPS).

¹ Notes

Refer to Main Roads - Traffic Management for Works on Roads Code of Practice (AS1742.3:2019)

Restricted Access Area an area or specified properties within the incident/emergency area in which permitted people are allowed to return for a period of time for a specified purpose. In these areas ICs have the legislative support to provide direction regarding restricted movement within an area.

Restricted Access Permit the permit issued by the Hazard Management Agency (HMA)/Controlling Agency that allows entry, exit and potentially re-entry to the restricted access area.

Restricted Access Permit Application the process undertaken to issue the restricted access permit and documents the permit details and conditions.

Restricted Access Permit Unit established to issue permits in a suitable location, generally in a local community area.

Road Closure Restricted Access Point a road closure that allows access for emergency response vehicles and limited other pre-approved stakeholders through the RAPS.

Traffic Access Management Officer (TAMO) a position used within the operations and/or planning section of an incident management team to complete a traffic management plan and assist in the management of the RAPS via a restricted access permit unit.

Traffic Broadcast a broadcast, delivered using a variety of mediums, to advise road users of issues or information affecting the road network.

Traffic Controllers traffic control personnel.

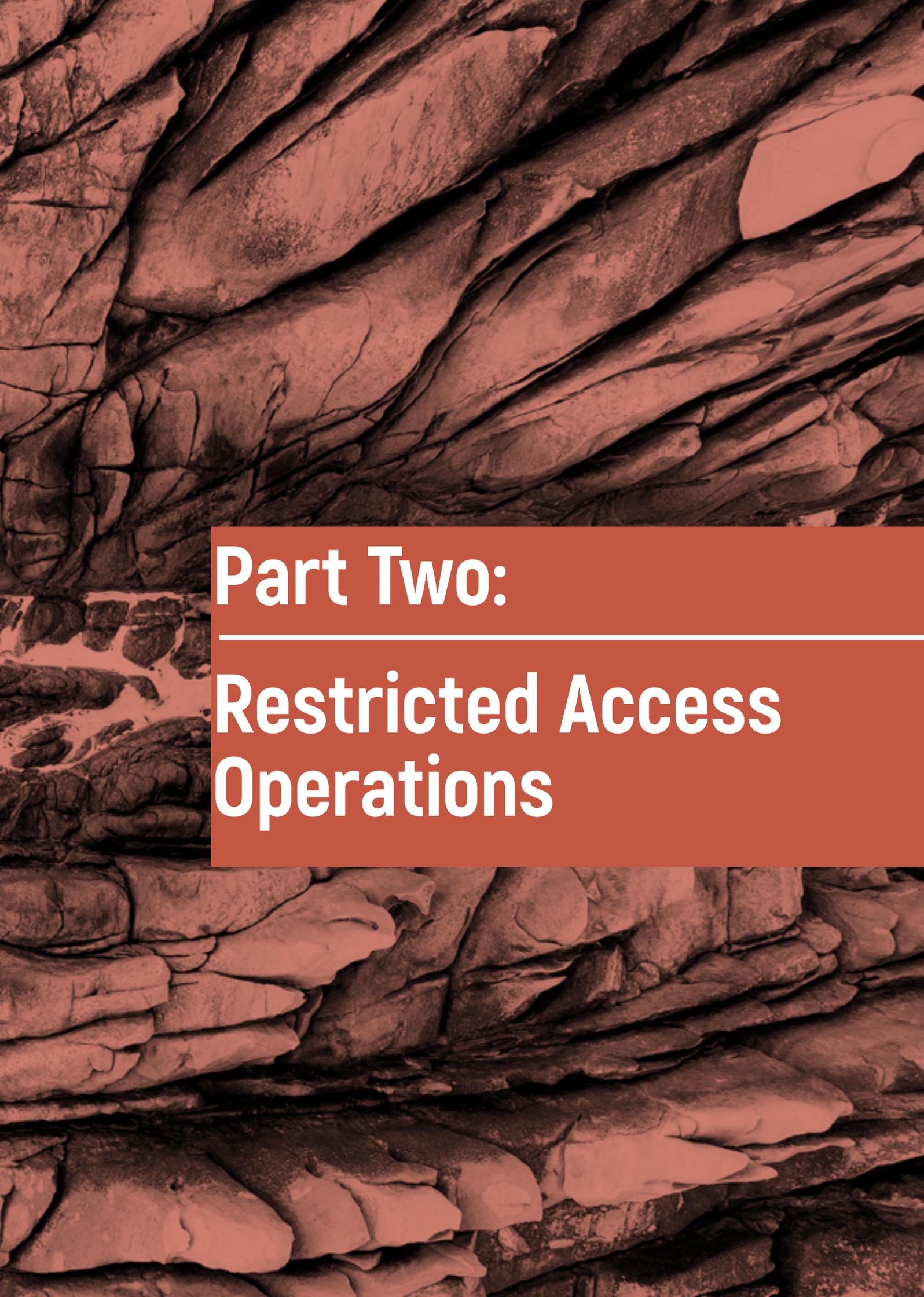
Traffic Detour a temporary route taking traffic around an area of restricted access.

Traffic Management the functions of planning and controlling the movement of vehicles on a road network area to meet the objectives established by the IC.

Traffic Management Plan (TMP) the documented arrangements approved by the IC to achieve the ICs traffic objectives, including details of closed roads, vehicle control points, evacuation and detour routes, electronic and static signage, traffic broadcasts, intelligent traffic systems and maps.

Vehicle Control Point (VCP) a full or partial road closure through which all vehicle access is controlled. All VCPs are permanently staffed. Vehicles or persons (or classes of vehicles or persons) explicitly authorised by the IC may proceed after validation by the traffic controller. Persons requesting access permission who are not specifically authorised by the IC are held at the VCP pending permission/exclusion to enter the incident area.

Vehicle Control Point (VCP) Restricted Access Permit vehicle control points are locations near restricted access areas that allow permit holders entry to the area once their permit and identification have been validated. Restricted access permits specify which VCP the permit holder can enter the area through.



Part Two:

**Restricted Access
Operations**

2.1 Operational Management

Operational management of emergency incidents is detailed in State EM Policy section 5, State EM Plan section 5 and State EM Response Procedures 4.1-4.22. The responsibility for the operational management of hazards has been assigned to various agencies. During any emergency, the HMA or Controlling Agency will IC or equivalent.

The IC has full operational control and powers under the relevant Acts listed in the References section, including the power to restrict access to the incident area. All response actions, including restricting access, must be approved by the IC. Restricting access should be conducted in accordance with State EM Policy section 5.8.5 and State EM Plan section 5.3.3.

2.1.1 Restricted Access Permit

A restricted access permit (RAP) is issued by the HMA or Controlling Agency with specific conditions, into a designated restricted access area. A permit issued may allow entry, exit and potentially re-entry to the restricted access area in accordance with the permit conditions. A RAP application should be completed by any individuals or organisations requesting access to any Restricted Access Area (i.e., either hardcopy or electronically as determined by the HMA or Controlling Agency).

A RAP may be granted to allow residents, property owners, business owners, and utility companies (unless escorted) inspecting critical infrastructure/properties to access the designated restricted area.

An all-hazards example, provided at Appendix A, should be further developed by each HMA or Controlling Agency detailing any additional conditions, legislation and penalties that may apply to their specific hazards. Agencies should consider a numbering system to track permits that have been issued.

The permit can be produced in various formats as determined by the HMA or Controlling Agency. Some examples include a sticker to be placed on a vehicles' windscreen, a paper permit, a mobile application or a QR code. The permit must be shown at designated vehicle control points along with current documentation to prove the applicant's identity.

Restricted access is only permitted to the location, address or identified area noted on the permit via the route authorised to travel by the IC. Conditions (which may include penalties for non-compliance) are outlined in the application. At the discretion of the IC, a RAP may be issued to access the restricted area during daylight or night-time hours. A RAP may be cancelled at any time at the discretion of the IC based on the changing conditions.

2.1.2 Restricted Access Area

An area or specified properties within the incident area in which permitted people are allowed to access for a period of time for a specified purpose. In these areas ICs have the legislative support to provide direction to person's regarding the restricted movement within an area.

Before access is permitted, the IC must be satisfied the areas being accessed have been subjected to a risk assessment. The identified, emerging, and residual risks must be managed to an acceptable level prior to community members entering.

If the IC determines there is unacceptable level of risk to the community, the area should not be included within the restricted access area.

2.1.3 Vehicle Control Point

VCPs are locations with a full or partial road closures near restricted access areas that allow RAP holders entry to the area once their permit and identification have been validated.

Access to a restricted access area can only be accessed via an identified VCP. RAPs specify which VCP the permit holder can enter the area through.

Once a VCP is established it will remain in place until directed by the IC that it is no longer required. This decision must be made following consultation with the asset owner operating that specific VCP.

2.2 Restricted Access Permit Management

For emergencies, within a HMA or Controlling Agency, a traffic access management officer (TAMO) or similar position, may be appointed from an identified cadre of appropriate personnel. It will be the responsibility of the TAMO or similar, to liaise with the IC and prepare a traffic management plan or restricted access plan for the incident in accordance with the IC's intent. Planning will then commence for a RAP unit.

2.2.1 Restricted Access Permit Unit

A RAP unit may be established to issue permits in a suitable location, generally in a local community area.

A RAP unit can be established by the IC, in conjunction with the TAMO or similar, as required. A RAP unit is usually a division of the operations function of the incident management team.

The TAMO or similar, briefs the RAP unit on the conditions for permits to be issued and the locations of the VCP/s and the permit issuing points.

2.2.2 HMA/Controlling Agency Operational RAP Unit

The HMA or Controlling Agency will manage restricted access and a RAPS according to this guideline and generate internal agency standard administration or operational procedures.

Operational procedures may consider memorandums of understanding for the operation of a RAPS where the HMA or Controlling Agency requires personnel to operate a RAP unit.

2.3 Public Information Communications

Effective communication of RAPS with the impacted community is essential to minimise community distress around access to homes and businesses in the impact area/s. This will ensure that all communications relating to access and RAPs are aligned and consistent.

A clear communication strategy for access, and RAPs should be coordinated by the HMA or Controlling Agency. A range of stakeholders may be engaged, including but not limited to, media and communications officers. Public information messaging may consider community/stakeholder concerns, such as animal welfare, or business needs.

Appendix B provides sample text that may be provided to members of the public during an emergency response. Agencies can tailor their communications dependent on the method for providing the information (via Emergency WA, factsheets at the VCP, face to face) with the public.



Appendices

Appendix A: Sample Restricted Access Permit Application

An interactive template can be found in the Emergency Management Tools section on the [SEMC website](#). The sample restricted access permit application template includes the following information:

1. Restricted Access Permit Application Permit Number
2. Authority
 - i. Relevant legislation for restricted movement.
 - ii. Section of legislation that penalties apply.
3. Permit Details
 - i. Date/s the permit is valid (from and to)
 - ii. Hours the permit is valid
 - iii. Vehicle Control Point location
 - iv. Location/address requiring access:
4. Applicant's Details
 - i. Name
 - ii. Date of Birth
 - iii. Drivers Licence Number
 - iv. State
 - v. Mobile number
 - vi. Address
5. Other Vehicle Occupants (list as appropriate)
 - i. Name
 - ii. Mobile number
 - iii. Date of Birth
6. Vehicle Details (Car, Boat, Truck, Bus)
 - i. Type
 - ii. Make
 - iii. Model
 - iv. Registration number
 - v. Colour
 - vi. Company Name (If applicable)

7. Conditions of Permit

- i. Access is only permitted to the location/address noted on the permit via the route authorised to travel and the location/address can only be accessed via the identified Vehicle Control Point.
- ii. Speed limits in the exclusion zone must be adhered to at all times.
- iii. The permit must be displayed at all times and be shown on demand if requested.
- iv. Emergency services and support personnel engaged in restoring essential services may be operating in the area and caution must be shown at all times. Be aware of hazards when in the restricted area.
- v. The permit holder must obey all directions of emergency personnel whilst in the restricted area.
- vi. Failure to abide by these conditions may result in the permit being cancelled, access to the restricted area withdrawn and/or penalties applied.
- vii. The permit holder understands they are entering at their own risk.
- viii. Additional conditions as set by the Incident Controller, as written in the permit (see Part B).

8. Acceptance of Conditions

I agree and ensure all others listed on this permit comply with, the above conditions and any instructions from authorised person/s. I understand and acknowledge the safety risks of entering the restricted area. Penalties may apply with failure to comply. I understand that this access permit may be revoked if the emergency situation changes.

- Applicant's signature:
- Date:
- Authorised by:
- Position:
- Issuing officer signature:
- Date:

RESTRICTED ACCESS PERMIT APPLICATION: PART B PERMIT CONDITIONS

These conditions must be adhered to and retained within the vehicle the permit is issued to.

- Access is only permitted to the location/address noted on the permit via the route authorised to travel. Access is not permitted to the entire incident exclusion zone.
- The location/address can only be accessed via the Vehicle Control Point.
- Speed limits in the exclusion zone must be adhered to at all times. When workers are present, the maximum speed limit is 20 km/h.
- The permit must be displayed at all times and be shown on demand if required.
- Emergency services and support personnel engaged in restoring essential services may be operating in the area and caution must be shown at all times. Be aware of overhead hazards, unstable structures, falling vegetation and hot surfaces.

- Failure to abide by any of these conditions may result in the permit being cancelled, access to the restricted area withdrawn and a fine with the maximum penalty \$25,000.
- Permit holder to monitor community warnings and act appropriately if elevated.
- If you leave the restricted area, you may not be able to access the restricted area once vacated.
- The permit holder must obey all directions of emergency personnel whilst in the restricted area.
- The permit holder must register at the VCP when entering and leaving the restricted area.

Appendix B: Public Information Communications

What is Restricted Access?

Restricted access could include access to main or local roads, alternative access routes and other areas that may be closed to the community, in an emergency, until the area is deemed safe by the Hazard Management Agency (HMA) or Controlling Agency. Restricted access is used to protect life and ensure safety of the community and emergency services personnel in the areas impacted by an emergency.

Restricted access areas may have:

- fallen/falling trees or limbs
- toxic or hazardous materials
- fallen live power lines or poles
- fire/smoke or other airborne particles
- damaged infrastructure and/or roads
- excessive water/floods or other escaped water
- use of appliances/machinery and workers
- dangerous weather conditions such as rain, wind, and flooding
- unstable structures or debris
- uncontained animals/livestock wandering or deceased animals.

What is a Restricted Access Permit?

A restricted access permit (RAP) may be validated and granted for the following reasons, such as but not limited to residents/business owners, utility companies inspecting critical infrastructure or property/s inside the restricted access area.

The incident controller (IC) of the HMA or Controlling Agency determines if a RAP system is appropriate, after deeming it safe for persons to enter a restricted access area.

The permit can be in several forms such as a sticker to be placed on a vehicles' windscreen, a paper permit, a mobile application or a QR code. The permit must be shown at designated vehicle control points along with current documentation to prove your identity.

Restricted access is only permitted to the address or identified area noted on the permit via the route authorised to travel by the IC.

What is a Vehicle Control Point?

Vehicle control points (VCP) are locations set up at restricted access areas that allows permit holders entry to the area once their permit and identification have been validated.

RAPs will specify which VCP the permit holder can enter the restricted area through.

Where can I get a Restricted Access Permit?

To find out if RAPs are being issued for the emergency affected areas, and the process to apply for one, observe and monitor alerts and warnings issued by the relevant HMA or Controlling Agency.

The means and locations or where you can apply for a RAP, generally in a local community area, will be advised by the HMA or Controlling Agency.

Who can apply for a Restricted Access Permit?

To apply for a RAP, you must be a resident, business owner, utility company representative or other approved persons requiring access to:

- collect valuables and/or pets
- collect medications, or important documents
- transport various commodities such as milk, water, stock feed and store supplies
- tend to livestock
- assist in the emergency/recovery
- undertake other activities approved by the IC.

What documentation do I need to apply for a Restricted Access Permit?

To apply for a RAP, you must be able to provide:

- documents that show your address or residence within the identified restricted area. This can be in the form of a valid/current driver's licence, a passport, or other personal identity documents, along with proof that you reside or work in the affected area
- vehicle details, including the make, model, colour, and registration number
- your contact details.

If representing an organisation, you must provide your agency identification as well as contact, vehicle, and supervisor details.

If you are requesting access on behalf of the legal owner of a property, you must be able to provide proof that the legal owner has provided permission to access the property.

What conditions apply for a Restricted Access Permit?

To ensure the permit holders safety and emergency services personnel working in the restricted area, permits may contain conditions that are standard, or additional conditions as set by the IC. The conditions could include:

- time restrictions
- speed restrictions
- lighting requirements
- access entry and exit points
- re-entry conditions.

Why was I denied a Restricted Access Permit?

RAPs may not be approved if the area you want to access has not been deemed safe for entry or you do not:

- meet the required criteria
- have the necessary identification or contact details
- have sufficient access to communications, such as a mobile phone or radio that emergency services can contact you on while you are inside the restricted access area.

What are the emergency services doing?

Emergency services personnel are working in a dynamic operating environment to bring the hazard under control. Safety is always a priority for personnel and community members.

What happens if I leave my address?

During an emergency, emergency services will provide as much information as possible through several different methods, which may include [Emergency WA](#), Facebook, Twitter, and Local Government sources.

Once you leave your location or address you must wait until you are allowed to return by emergency services. This may be hours, days, or even weeks. Even after an emergency has passed, there may be a risk when you return. It is important to keep up to date and follow instructions when returning. Visit [Emergency WA](#), Facebook or Twitter or call the relevant emergency information line, if available. Updates will also be provided through your local ABC radio.

What happens when I return home?

In the wake of an emergency, it can be incredibly daunting to return home. It's difficult to anticipate what you'll find. If you have been given the all-clear to return by emergency services, you need to prepare yourself and your family for the changes to your home and community. Consider utilising the support of family and friends.

