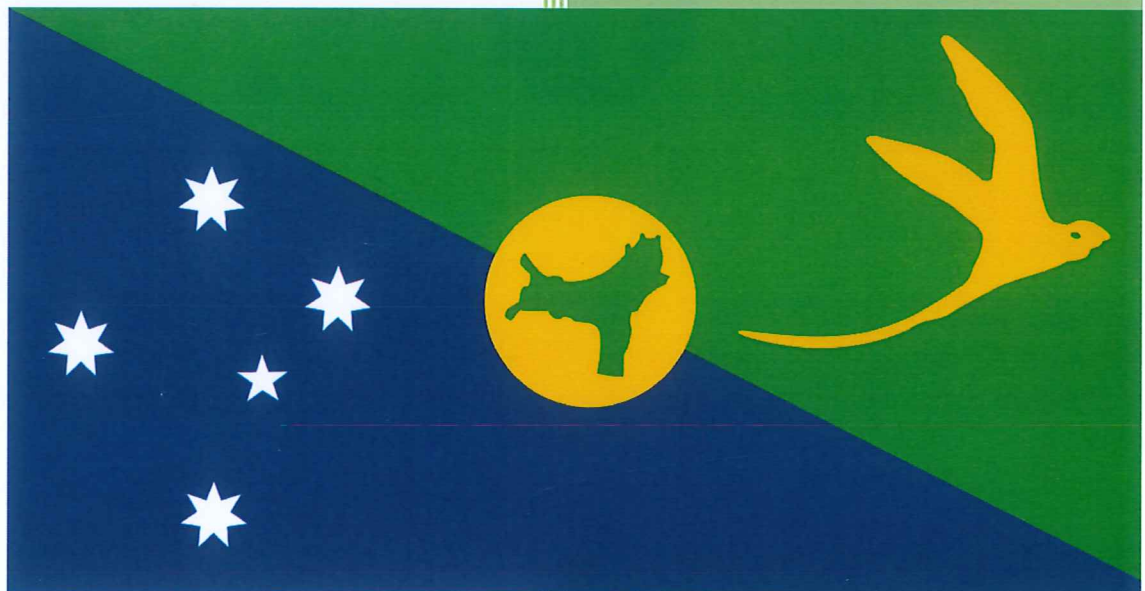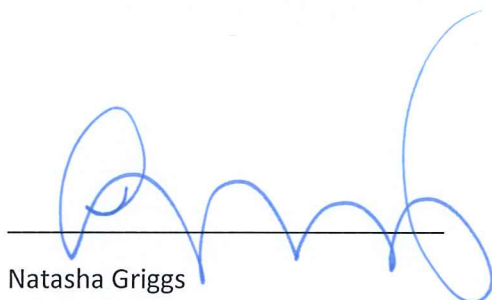**2018**

Emergency Management Plan

Emergency Management Committee

Christmas Island

Authorisation

The Christmas Island Emergency Management Plan is issued under the authority of the Christmas Island Emergency Management Committee (EMC) in accordance with the requirements of the *Emergency Management Ordinance (2017) (CI)*. The EMP will be maintained by the Indian Ocean Territories Administration (IOTA) Emergency Management Officer as secretariat to the EMC.

The Emergency Management Plan is authorised for operation by the Administrator, following approval by the Committee under the powers of the Emergency Management Ordinance (2017) (CI) Part 2 Division 3 Section 15 (1).

The Christmas Island Emergency Management Plan is hereby approved and recommended for distribution by the Christmas Island Emergency Management Committee
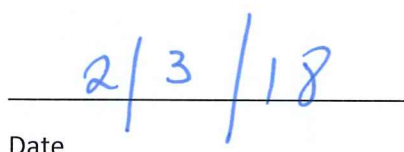
_____   ___2/3/18___

Natasha Griggs   Date
Administrator
Chair
Christmas Island Emergency Management Committee

Contents

Amendments

Proposals for amendment or addition to the contents of the Plan are to be forwarded to:

Emergency Management Officer
Indian Ocean Territories Administration
Department of Infrastructure Regional Development and Cities
PO Box 868
Christmas Island 6798

Or via email to operations@infrastructure.gov.au

To ensure currency of this Plan, holders should insert amendments to the Plan as soon as they are received. When an amendment is inserted into the Plan, the amendment should be recorded in the Amendment Schedule below.

Amendments are to be issued to agencies in the distribution list on the Administrator's (Chair) letterhead using the template at **Appendix 1.**

Amendment		Entered	
Number	Issued (date)	Signature	Date

Glossary

The following abbreviations and terms are used throughout this plan

6RCI	Christmas Island community radio station
ABF	Australian Border Force
ADF	Australian Defence Force
Administrator	Means the Administrator of the Territory appointed under section 5 of the *Administration Ordinance 1975*.
AFP	Australian Federal Police
AMSA	Australian Maritime Safety Authority
ARC	AFP Response Centre located in Club Road, Settlement
BoM	Bureau of Meteorology
CCC	Crisis Coordination Centre, the 24/7 All Hazards coordination centre operated by Emergency Management Australia
CIP	Christmas Island Phosphates
CI	Christmas Island
CITA	Christmas Island Tourism Authority
CKI	Cocos (Keeling) Islands
DRC	Disaster Recovery Committee
DRP	Disaster Recovery Plan
ELT	Emergency Locator Transmitter
EMA	Emergency Management Australia
EMC	Emergency Management Committee
Emergency	The occurrence or imminent occurrence of a hazard which is of such a nature or magnitude that it requires a significant and coordinated response.
Emergency area	The area to which a state of emergency declaration applies.
Emergency management	A range of measures to manage risks to communities and the environment, and involves the development and maintenance of arrangements to prevent or mitigate, prepare for, respond to, and recover from, the effects of emergencies
Emergency situation	Any period during which an emergency situation declaration is in force
Emergency situation declaration	A declaration made by the Territory Controller under section 16A of the Emergency Management Ordinance (CI)(2017)
EMO	Emergency Management Officer
EMP	Emergency Management Plan
EOC	Emergency Operations Centre
EPIRB	Emergency Position Indicating Radio Beacon
FESU	Fire and Emergency Services Unit
GA	Geoscience Australia

Hazard	A cyclone, earthquake, landslide, flood, storm, tsunami, fire, plague, epidemic or vehicle, vessel or aircraft accident or incident or other event, situation or condition that is capable of causing or resulting in: (a) loss of life; or (b) prejudice to the safety, or harm to the health of persons or animals; or (c) destruction of, or damage to, property or any part of the environment
IOT	Indian Ocean Territories
IOTA	Indian Ocean Territories Administration
IOTHS	Indian Ocean Territories Health Service
IOTPS	Indian Ocean Territories Power Service
LUT	Local User Terminal
OIC	Officer in Charge
ORC	Operational Response Committee
ORP	Operational Response Plan
PLB	Personal Locator Beacon
PTWC	Perth Tropical Cyclone Warning Centre
JRCC	Joint Rescue Coordination Centre
MCC	Mission Control Centre
MRCC	Maritime Rescue Coordination Centre
RCC	Rescue Coordination Centre
Recovery	The support of emergency affected communities in the reconstruction and restoration of physical infrastructure, the environment and community.
Response agency	An agency identified in the emergency management plan as the agency responsible for combating a particular threat, or supporting another agency in combating a particular threat.
SAR	Search and Rescue
SOCI	Shire of Christmas Island
State of Emergency	Means any period during which a state of emergency declaration is in force.
State of emergency declaration	A declaration made by the Administrator under section 17 of the Emergency Management Ordinance (CI)(2017)
TC	Tropical Cyclone
TCWC	Tropical Cyclone Warning Centre
Territory Controller	Senior Australian Federal Police Officer assigned to community policing duties in the territory
VMR	Volunteer Marine Rescue
Warning agency	Means an agency that has the initial information on an emergency or potential emergency and responsibility to advise other agencies about the emergency or potential emergency.

Part 1: Structure and Governance

1.1 Aim

The aim of the Christmas Island Emergency Management Plan (EMP) is to describe the emergency management arrangements which implement the objectives of the *Emergency Management Ordinance (2017) (CI)* (referred to hereafter as 'the Ordinance').

1.2 Scope

The Christmas Island EMP documents the All Hazard arrangements in the Territory and identifies the relevant authorities and organisations with roles and responsibilities.

Under the requirements of Part 2 Division 3 Section 14 (1) of the Ordinance this plan is consistent with the emergency management policy published by the Department of Infrastructure, Regional Development and Cities **(Annex A)**. The policy is reviewed annually in line with the revision schedule of the EMP.

1.3 Objectives

The aim of the EMP will be achieved through the following general objectives:

- Specifying the roles and responsibilities of key appointments and agencies on the island involved in emergency management;

- Detailing specific emergency management training requirements;

- Providing the framework for exercises to test Christmas Island emergency management arrangements;

- Identifying and maintaining information about key resources and equipment available for emergencies and where required addressing resource and equipment gaps; and

- Providing sub-plans to address specific risks and guide additional processes required during an incident.

Specific objectives for each element of Prevention, Preparedness, Response and Recovery (PPRR) are specified in the relevant sections of the EMP.

1.4 Resilience

A critical component of these arrangements is the notion of disaster resilience, and the fostering of a resilient Christmas Island community.

A disaster resilient community is one that works together to understand and manage the risks it confronts. Disaster resilience is the collective responsibility of all sectors of society, including all levels of government, business, the non-government sector and individuals. If all these sectors work

together with a united focus and a shared sense of responsibility to improve disaster resilience, they will be far more effective than the individual efforts of any one sector.

The Australian National Strategy for Disaster Resilience[1], and the United Nations endorsed Sendai Framework for Disaster Risk Reduction 2015-2030[2] provide the overarching policy and guidance on resilience.

The PPRR objectives and strategies within this plan are drawn from these guidelines, and are designed to foster community resilience whilst encouraging cooperative and collaborative approaches to disasters.

1.5   Governance

Under the Emergency Management Ordinance (2017) (CI) Part 2 Division 1 Section 8 (1) (a), the Christmas Island Emergency Management Committee Island ('EMC' or 'the Committee') is responsible for the establishment, maintenance and review of the Emergency Management Plan (EMP).

1.6   Subordinate and Complementary Documents

Operational Response and Disaster Recovery

Management of disaster recovery is detailed in the standalone Disaster Recovery Plan (DRP). The term "Disaster" is used in the title of the Recovery Plan to avoid confusion with the Emergency Management Plan. The Disaster Recovery Plan is published consistent with the obligations of an Emergency Recovery Plan under the Ordinance.

Specific hazards and guidance for operational response to emergencies are detailed in the Operational Response Plan (ORP). As an Operational Response Plan is not listed in the EMP, the plan has no legislative power as a standalone document. The ORP is intended as a guidance document for responders to incidents, and includes hazard specific sub-plans.

The EMC also maintains a separate Rockfall Risk Management Plan (RRMP) **(Annex B)**. The RRMP is a requirement of the Joint Parliamentary Standing Committee on Public Works Report relating to the proposed implementation of rockfall risk reduction strategies on Christmas Island (1996).

The EMP and DRP can be acted upon independently of a state of emergency or emergency situation declaration.

Agency Plans

Individual government agencies and private organisations also maintain emergency management plans as required. These plans are to be managed by those agencies and should be compatible with

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[1] https://www.ag.gov.au/EmergencyManagement/Documents/NationalStrategyforDisasterResilience.PDF
[2] http://www.unisdr.org/we/coordinate/sendai-framework

the coordination arrangements as detailed in the Christmas Island EMP, as far as reasonably practicable.

1.7   Monitoring, Review and Distribution

The EMP, subordinate and complimentary documents are to be reviewed annually, and following every activation (Ordinance Part 2 Division 1 Section 8 (2)).

In line with Part 2, Division 3 Section 15 (4), the Committee must ensure the EMP and DRP are available for inspection by the public. To achieve this, the Plans are hosted on the Shire of Christmas Island website to ensure accessibility. The public are encouraged to familiarise themselves with the arrangements within these plans and actively participate in Prevention, Preparedness, Response and Recovery initiatives. Versions downloaded electronically are uncontrolled.

Controlled, hard copies of the plans are distributed to members of the EMC and subcommittees.

1.8   Context

Christmas Island (10.5S 105.7E) is the summit of a submarine mountain, rising steeply to a central plateau dominated by stands of rainforest. This plateau reaches heights of up to 361 metres and consists mainly of limestone and layers of volcanic rock. The island's 80 kilometre coastline is an almost continuous sea cliff, of up to 20 metres in height. In a few places, the cliff gives way to shallow bays with small sand and coral shingle beaches. The largest of these bays forms the island's only port - Flying Fish Cove[3].

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[3] http://www.bom.gov.au/cyclone/history/wa/cocos.shtml

The Christmas Island population of approximately 1,800 is comprised of the following main cultural groups[4]:

- Chinese – 21.2%
- Australian – 12.7%
- Malay – 12%
- English – 10.9%

The main languages spoken, other than English, are Mandarin (17.2%) and Malay (17.2%). The median age is 38, and 23% of the island's population is over 60 years of age.[5]

The Department of Infrastructure Regional Development and Cities delivers state-type services to the Indian Ocean Territories (inclusive of CI), including the appointment of Australian Federal Police officers in community policing roles, and an Administrator; appointed by the Governor-General to represent the Commonwealth Ministers.

Christmas Island experiences a range of hazards which have the potential to result in loss of life, injury, or damage to private and public property. These hazards may be of a natural or man-made origin. Historical examples of Territory emergencies include:

Year	Type	Summary
1935	Landslide	Landslides occurred behind the Malay quarter in April, 1935
1980	Cyclone	TC Dan (Cat 2) – winds ~107 km/h
1988	Cyclone	TC John (Cat 1) – winds >75km/h
2008	Cyclone	TC Rosie (Cat 2) – no onshore wind effect; swells of 5-7m in height and sustained heavy rainfall
2010	Maritime SAR	SIEV 221 tragedy - On 15 December 2010, a boat carrying around 90 asylum seekers, mostly from Iraq and Iran, sank off the coast of Christmas Island, killing 48 people aboard; 42 survivors were rescued. Residents aided the rescue efforts by throwing life jackets and other objects from the cliff faces above. Two critical care teams from the Royal Flying Doctor Service of Australia left from Perth to provide medical assistance
2013	Cyclone	TC Gillian (Cat 2) – winds ~96km/h
2016	Landslide	14 October 2016 – multiple landslides across Flying Fish Cove triggered by persistent, above-average rainfall
2016	Rainfall	Record rainfall: • Annual total record: 5,120.8mm • Three highest daily totals records: o 192.8mm (13 Oct) o 189.4mm (27 Nov) o 138.8mm (26 Sep)
2017	Landslide	1 June 2017 – multiple landslides across Flying Fish Cove

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[4][5] http://www.censusdata.abs.gov.au/census_services/getproduct/census/2016/quickstat/SSC90001

1.9   National Arrangements

The Department of Home Affairs is the nominated Commonwealth agency responsible for planning and coordinating Australian Government assistance to the States and Territories under the Australian Government Crisis Management Framework.

Emergency Management Australia (EMA) is the division within the Department of Home Affairs which runs the 24/7 Australian Government Crisis Coordination Centre (CCC). The CCC coordinates the Australian whole of-government response to major emergencies and participates in a range of multi-agency, multi-jurisdictional exercises to test and enhance consequence management arrangements. The CCC also participates in high-level consequence management committees and working groups to prepare for high profile visits, mass gathering events and EMA's international engagement.

1.10   Committee Structure

Following a visit from an Emergency Management Australia liaison officer in 2014, a number of recommendations were provided, including suggesting a revised committee structure for the Christmas Island EMC, which was overborne and unproductive. As a result of these recommendations, two standing sub-committees were established; the Operational Response Committee (ORC) and the Disaster Recover Committee (DRC). A diagram of their governance and membership is provided below.

Subcommittees to the EMC must consist of at least four members of the EMC, comply as far as practicable and safe with any directions given by the EMC and report in writing on each matter referred (Ordinance Part 2, Division 1, Section 10(2)). Statements of responsibility for each Subcommittee are contained within the ORP and DRP.

Committee Structure
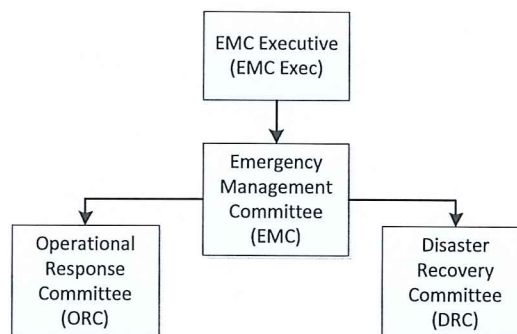
The EMC and Executive are chaired by the Administrator. The ORC is chaired by the Officer in Charge (OIC) Community Policing and the DRC is chaired by the Recovery Coordinator.

Committee Membership

EMC	ORC	DRC
• **Administrator**	• **OIC Community Police**	• **Recovery Coordinator (IOTA Director)**
• Territory Controller	• 6RCI (Community Radio)	• AFP OIC Community Police
• ABF	• CIP – WHS Officer	• CASA Leisure – Manager
• ADF/ Navy – OIC Logistics Support Element	• IOTA – Emergency Management Officer	• CIP – Environmental Officer
• AFP – OIC Community Police	• FESU – Captain	• CIDHS – Principal
• Airport – Toll Logistics Operations Manager	• IOTA – Senior Operations Manager	• CLA
• CIP – General Manager	• IOTHS – Director of Nursing	• Parks Australia – Manager
• IOTA -Emergency Management Officer, Director and Senior Operations Manager	• IOTPS – Electrical Supervisor	• CIP – WHS Officer
• IOT Health Service - Manager	• Parks Australia	• CITA – Manager
• IOT Power Service - Manager	• SOCI – Manager Works & Services	• IOTA Emergency Management Officer
• Port – Harbourmaster	• St John Ambulance Lead	• IOT Health Service Manager
• Parks Australia - Manager	• VMR – Commander	• SOCI – Recreation Officer
• SOCI - CEO	• WaterCorp - Manager	• Social Worker

Under the Ordinance (Part 2, Division 1, Section 7 (2)), the Executive of the Emergency Management Committee comprises:

- Administrator
- Territory Controller
- CEO Shire of Christmas Island
- IOTA Director

The Emergency Management Officer attends in a secretariat capacity only.

1.11 Appointment to the EMC

Each member of the EMC (excluding the Territory Controller) must be appointed in writing by the Administrator. The template for these letters is at **Appendix 2.**

1.12 Meeting Schedule

The EMC meets bi-monthly, in alternate months to the EMC Executive, ORC and DRC to enable reporting between the groups.

The standard meeting schedule for the EMC is detailed in the below table, but is subject to change pending member availability, or changes in priorities.

Meeting Date	Primary Focus
January	Review plans and set strategic direction
March	Post Wet-Season Review and Lessons Learned
May	Review Risk Register
July	Exercise Conduct
September	Pre-Wet Season Preparations
November	2018 in review and Rockfall/ Landslide Risk Management Review following annual inspection

1.13   Exercising the Plan

The EMP needs to be exercised on a regular basis to ensure the validity of the plan and to provide training for the EMC members and supporting organisations. It is the responsibility of the EMC to ensure the EMP is exercised annually, alternating between field (live) exercises and desktop exercises.

The Emergency Management Officer is responsible for planning and facilitating emergency exercises, including seeking external support where required. Arrangements exist with both Emergency Management Australia and the WA Department of Fire and Emergency Services to facilitate exercises if necessary.

Exercise Conduct

A briefing session should be held prior to the exercise. This session will brief all participants of the objectives of the exercise and clearly outline the roles and responsibilities of all participants.

All emergency exercises will be followed by a formal de-briefing session. Each of the evaluators will provide a critique of the exercise and positive advice on where the plan or procedures may be improved. All participants will be given the opportunity to provide feedback during this session.

A report on the exercise will be circulated to all EMC members and participants, together with a summary of the major recommendations. Additional copies may be passed to other organisations after approval from the Territory Administrator.

1.14   Training

Each agency is responsible for the training of its personnel to ensure staff can perform their roles and responsibilities under the EMP. A training needs review for EMC staff should be conducted annually to ensure members have the appropriate skills to enable effective participation in the EMC.

1.15　Continuous Improvement

Debriefing and Lessons Learned

EMA Handbook 8 'Lessons Management'[6] suggests the following circumstances should be used to develop guidelines to determine when debriefs may be required:

- an informal debrief to be held after every incident, event, exercise or training session
- formal debriefs to occur when
  - significant injury has been sustained by responders or the public, or safety was compromised;
  - substantial resources were engaged;
  - significant operational shortcomings or unforeseen events occurred;
  - significant damage to property occurred;
  - recovery issues have been raised; or
  - as otherwise required by standard operating procedures or business requirements
- a multi-agency debrief to be sought for all incidents or events that required a multi-agency response.

As the Christmas Island arrangements almost always requires a multi-agency response, a multi-agency debrief should be held following an incident.

A 'hot' debrief should be held immediately following an event to capture any initial lessons learned or corrective actions required. This debrief should include all the direct participants or agencies involved in the response.

A 'cold' debrief should be conducted within two weeks, and include all members of the EMC and/or relevant subcommittees which participated in the event. Hosting a 'cold' debriefs enables reflection after the incident, and the opportunity for each agency to gather internal feedback for discussion.

Following an event and relevant debriefs, an After Action Report will be developed to document observations and make recommendations.

Action Registers

The EMC secretariat maintains an action register, detailing any actions arising from meetings, exercises or incidents and assigning a responsible agency and timeframe for delivery. The action register is to be reviewed at each EMC meeting.

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[6] https://knowledge.aidr.org.au/resources/handbook-publications-collection/

Part 2: Prevention

2.1 Responsibilities

The Ordinance (Part 2 Division 1 Section 8 (d) (ii)) stipulates that the prevention and mitigation of the effects of emergencies is a key function of the Emergency Management Committee.

Each member of the EMC and sub-committees has individual responsibility for the management of hazards within their organisation. Additional Hazard Management responsibilities are assigned to specific agencies as follows:

Hazard	Lead Agency	Comments
Fire	Department of Fire and Emergency Services (DFES)	Administered through DIRD (SDA)
Maritime Search and Rescue	Australian Maritime Safety Authority (AMSA)	Coordinated at the local level by AFP and supported by VMR
Land Search and Rescue	Australian Federal Police (AFP)	Supported by Parks Australia and FESU (State Emergency Services personnel)
Pollution	Department of Environmental Regulation CI Ports (Marine)	The Harbourmaster is responsible for maritime pollution incidents in line with the AMSA maritime pollution plan and associated legislation
Biosecurity	Department of Agriculture	
Mass Casualty or Pandemic	IOT Health Service	Responsible for the development and maintenance of the External Medical Emergency Response Plan **(Annex C)**
Aviation Emergency	Toll Remote Logistics	Responsible for the development and maintenance of the Airport Emergency Plan **(Annex D)**

Operational response will always be led by the Territory Controller, in line with their powers under the Ordinance. Specified hazard management agencies are required to comply with the directions of the Territory Controller at all times.

Public Responsibilities

The general public are responsible for undertaking prevention and preparedness activities for their individual homes and businesses.

2.2   Prevention Objectives

The following prevention objectives have been adopted by the Committee:

Prevention Objective 1

Community infrastructure has been appropriately hardened, and redundancies are in place to ensure continuity of critical services.

To meet this objective, the EMC shall ensure:

- Critical infrastructure has been identified and included in the Risk Register
- Business continuity plans are in place for critical services
- Appropriate critical spares are stored on island (the EMC is to confirm this at regular intervals with the relevant responsible agency)
- Key agencies are represented on the Committee and/or Subcommittees

Prevention Objective 2

All foreseeable hazards have been identified and subjected to a rigorous risk assessment process. Hazard reduction programs have been implemented for all identified hazards.

To meet this objective, the EMC shall ensure:

- A Risk Register is in place for Christmas Island and is reviewed at regular intervals
- Hazard reduction strategies are supported by the EMC, including providing letters of recommendation to the relevant authorities where required

Prevention Objective 3

Land-use planning and building codes and regulations have been implemented.

To meet this objective, the EMC shall ensure:

- New developments are subjected to the National Land Use Planning Guidelines
- The Commonwealth provides appropriate arrangements for businesses and residents to access building code assessments

Prevention Objective 4

Local businesses and residents are aware of the importance of business continuity planning and the need for appropriate insurance.

To meet this objective, the EMC shall ensure:

- Community and business education programs are implemented
- Businesses are supplied with relevant risk information to inform their continuity plans
- Decisions and requests regarding insurances and liabilities are appropriately supported by the Committee

Prevention Objective 5

All legislation-specific statutory requirements as identified in the Risk Register have been implemented

To meet this objective, the EMC shall ensure:

- Implemented Risk Management measures are regularly reviewed
- Agencies report compliance concerns through the EMC

2.3   Risk Management

A comprehensive risk assessment for Christmas Island has been produced in accordance with the National Emergency Risk Assessment Guidelines (NERAG, 2015). This document, titled "Christmas Island Risk Register" is included as **Annex E**.

2.4   Mitigation

Prevention and mitigation strategies should be guided by the Christmas Island Risk Register and the Committee's prevention objectives. The Commonwealth, as the administering body for the Island, is responsible for developing and implementing effective, risk-based land management and planning arrangements and other mitigation activities[7].

Specific mitigation strategies for individual hazards are included in the Hazard sub-plans at **Annexures A through D** of the Operational Response Plan.

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[7] https://knowledge.aidr.org.au/media/2153/nationalstrategyfordisasterresilience.pdf

Part 3: Preparedness

3.1   Responsibilities

Whilst prevention involves the anticipation and mitigation of potential disasters, preparedness refers to the ability to respond during times of crisis.

The Committee has overall responsibility for preparedness in the Territory. This responsibility is shared with public authorities, the private and community sectors, households and individuals. The Committee should ensure, so far is practicable, the preparedness of hazard management agencies, residents and resources to respond to any emergency on Christmas Island.

3.2   Culturally and Linguistically Diverse Communities

The Australian emergency management arrangements recognise the requirement to tailor specific approaches for Culturally and Linguistically Diverse (CALD) communities.

Australia's CALD communities may be a particularly vulnerable part of Australian society in the context of emergencies. Many variables may contribute to this vulnerability; for example, people may not be as resilient in an emergency if their English is not proficient and they cannot access information, or they may be susceptible to particular hazards or risks as new arrivals in an unfamiliar environment. Additionally, cultural or linguistic differences may distort the meaning of messages. It is the responsibility of agencies involved in emergency management, and of communities, to identify and overcome these impediments.

The EMC recognises the cultural and linguistic complexity of the Island, and the preparedness and community engagement strategies within this plan are reflective of the need to involve and empower these groups. Specific strategies to target these groups are explored throughout the EMP and DRP.

3.3   Preparedness Objectives

The following preparedness objectives (largely adapted from the National Strategy for Disaster Resilience[8]) have been adopted by the Committee:

Preparedness Objective 1

Effective warning systems are in place to inform people about impending disasters, including the options available and best course of action as a hazard approaches

To meet this objective, the EMC shall ensure:

- Signage and posters relating to foreseeable emergencies are located throughout the community

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[8] https://knowledge.aidr.org.au/media/2153/nationalstrategyfordisasterresilience.pdf

- Visual and audible warning systems are installed in populated and frequented areas, with appropriate signage to indicate the type of hazard or emergency to which they relate

Preparedness Objective 2

Community education programs are established to assist residents to assess risks and reduce their exposure and vulnerability to hazards. Individuals and the community are supported in preparing for extreme events

To meet this objective, the EMC shall ensure:

- Effective community education programs are established
- Individuals and groups whose circumstances may require special consideration are appropriately catered for. These may include (but are not limited to):
  - Children and youth
  - Aged persons
  - People with a disability or reliant on medical care
  - Individuals from culturally and linguistically diverse backgrounds, including special consideration for the recognition of Malay and Chinese languages in official publications
  - Transient individuals

Preparedness Objective 4

Response to emergencies is well coordinated, including the effective management of professional and volunteer emergency services agencies

To meet this objective, the EMC shall ensure:

- The Operational Response Plan and Hazard Sub-plans are regularly reviewed and exercised
- Volunteer emergency services groups are appropriately trained and equipped

3.4   Community Engagement

A significant contributor to the successful preparedness of community groups is a targeted and effective community engagement strategy. The type of engagement strategy used will vary based on the program or event in question, and will require flexibility on the Committee's behalf.

The below table from Manual 44[9] (Guidelines for Emergency Management in CALD Communities) provides examples of emergency management approaches to community engagement.

Term	Definition	Emergency Management Example
Engagement	Community engagement is the practice for achieving trustworthy interactive communication and strong relationships among community stakeholders, emergency services and government. This enables the mutual development and shared ownership of solutions for PPRR issues	A community develops its own warning system with emergency management agencies.
Participation	Participation can occur in many ways, it is basically about involvement	Attendance at events such as at emergency services displays, open days and exercises
Consultation	Consultation involves and agency or emergency management planning committee seeking advice from community representatives. It implies a 'purpose-driven' process whereby the agency actively seeks advice. It does not necessarily mean that anything will happen with that advice once it is received,	Face-to-face focus groups, for example, to identify the range of services required by CAL Communities during evacuation
Communication	The is one-way information provision from service provider to communities	Public awareness campaigns

3.5   Volunteer Management

Volunteer Agencies

Christmas Island is heavily reliant on volunteers, with the Volunteer Marine Rescue Service (VMRS), St John Ambulance and the Fire and Emergency Services Unit (FESU) comprised entirely of volunteers.

The Commonwealth, through the Department of Infrastructure Regional Development and Cities, is responsible for ensuring Volunteer Units are appropriately funded, equipped, trained and supported to enable timely and effective emergency response.

The EMC will support the recruitment and retention initiatives of the Department to encourage sustainable membership of the Volunteer Units.

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[9] https://knowledge.aidr.org.au/media/1969/manual-44-guidelines-for-emergency-management-in-cald-communities.pdf

Management of Spontaneous Volunteers

When disasters occur, it is not only the communities physically impacted that respond. It is normal and common for people to converge on a disaster site from outside to help. This convergence of people is also accompanied by a convergence of information and resources, including equipment and donated goods and services. When not appropriately planned for, this convergence can create a significant burden on the impacted communities and trained responders, and may disrupt the work of those assisting communities[10].

It is important to note that the use of spontaneous volunteers in high-risk work may have insurance or legal implications. The health, wellbeing and safety of spontaneous volunteers should be at the forefront of any decision to engage these people in the response or recovery from an emergency, and steps must be taken to ensure the verification of qualifications and authorisations prior to utilising their support.

Inductions must be held for volunteers being engaged in high-risk work, and should include workplace health and safety, fatigue management, post-event debriefing and psycho-social support considerations.

The majority of spontaneous volunteering will be experienced during the recovery phase, though a large scale response effort may also result in the initial response phase.

To ensure spontaneous volunteers are appropriately managed, the following strategies have been adopted:

Type of Volunteer	Requirement	Responsible
Tradesperson/ Skilled labour	- Induction - Verification and record of skills & competencies - Debrief & psycho-social support	- DRC or ORC chair, depending on task - Admin support assigned by EMC Chair - EMC Chair & Social worker
Donations	Coordination	DRC Chair – to assign Public Shelter Staff to manage
Emergency Services Volunteers	Formal training, unachievable in an operational response. Details to be recorded for follow-up after the event	FESU/ VMR/ St John Ambulance leaders as appropriate

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[10] https://knowledge.aidr.org.au/media/4855/aidr_handbook12_v6_webcopy01_181217.pdf

Part 4: Response

4.1   Declarations of Emergencies

Under the Ordinance, there are two types of emergency declarations which can be made. A summary of these declarations, and the associated authority, is provided in the table below:

Type	Issued by	Validity	Extensions	Revocation	Requirements
Emergency Situation	Territory Controller	3 days	Up to 7 days Over 7 days requires Minister approval	At any time	All issuing, extension or revocation may be issued orally but must be recorded in writing as soon as possible including the time and date Must take reasonable steps to consult the Committee
State of Emergency	Administrator	3 days	Up to 7 days Over 7 days requires Minister approval	At any time	All issuing, extension or revocation may be issued orally but must be recorded in writing as soon as possible, including the time and date Must take reasonable steps to consult the Committee

An Emergency Situation <u>or</u> State of Emergency may be declared if:

(a) an emergency has occurred, is occurring or is imminent; and

(b) extraordinary measures are required to prevent or minimise any of the following:

      (i) loss of life of humans or animals;

      (ii) illness of, or injury to, humans or animals;

      (iii) property loss or damage;

      (iv) damage to the environment.

4.2   Operational Response Plan

In recognition of the specific complexities of responding to an emergency, an Operational Response Plan (ORP) is attached at **Annex F**, detailing the overarching Island response methodology, and providing hazard specific plans. The ORP provides specific guidance to both emergency responders and the community for a range of scenarios.

4.3   Levels of Operational Response

The EMC have agreed to reference two levels of emergency response – Level 1 and 2 – to describe situations outside of a State of Emergency or Emergency Situation declaration.

The following terminology has been adopted for use by the EMC to describe emergency response:

Level 1	A Level 1 incident is characterised by being able to be resolved through the use of local or initial response resources only. In a Level 1 incident the major function is operations; to resolve the incident (e.g. overdue arrival of small vessel, level 11 rockfall alarm). Control of the incident is limited to a small area , or the incident requires little resources and coordination. In a Level 1, the overall management can usually be carried out by the Territory Controller, with input from support agencies.
Level 2	Level 2 incidents are more complex either in size, resources or risk. They are characterised by the need for one or more of the following: • Full EMC and/or multi-agency response • Deployment of additional resources beyond initial response • Coordinated efforts, including the establishment of the EOC • Significant resource requirements, or involvement of a large area or population

Any incident above a Level 2 will require a State of Emergency or Emergency Situation declaration due to the complexity, size or implications of the event.

4.4   Coordination of Response

Emergency Operations Centre

The EOC on Christmas Island is a dedicated facility established and staffed (as required) to coordinate resource acquisition and deployment for the response to and recovery from an emergency situation.

The primary EOC is located at the AFP Response Centre (ARC), Club Road, Settlement. Alternative locations for the operation centre have been identified at the Administrator's office, George Fam Centre, Police Station and Indian Ocean Group Training (Poon Saan).

Further details regarding the activation and operation of the EOC is found within the ORP.

4.5   Requests for Assistance

During an emergency where local resources are inadequate or overwhelmed, the Territory Controller, in consultation with the Administrator, is authorised to make a request for Commonwealth assistance direct to EMA. Wherever possible, requests for assistance and liaison with EMA will be completed by the Emergency Management Officer to minimise the administrative burden on the Territory Controller.

When a request for assistance is received from the Territory Controller, EMA will coordinate the provision of assistance which may be provided by a Commonwealth agency, the Department of Fire and Emergency Services (DFES) of the Western Australian Government, a commercial provider or a combination of these.

Requests for physical assistance from the Australian Government may be phoned to EMA in the first instance, but must be confirmed by a formatted hard copy via facsimile or email. The format for requests is at **Appendix 3**.

Part 5: Recovery

5.1 Principles

The overarching guidance from the National Strategy for Disaster Resilience is the recognition of the need to work in a swift, compassionate and pragmatic way to help communities recover from devastation and to learn, innovate and adapt in the aftermath of disastrous events.

The 6 national principles, central to disaster recovery are as follows:

- Understanding the **context**
- Recognising **complexity**
- Using **community** led approaches
- Ensuring **coordination** of all activities
- Employing effective **communication**
- Acknowledging and building **capacity**

Each of these principles is explored in detail in the Disaster Recovery Plan, for the Christmas Island specific context.

5.2 Disaster Recovery Plan

The aim of the DRP is to detail the emergency recovery arrangements for the Territory of Christmas Island. It is designed to guide key agencies and individuals in responding to a variety of emergencies throughout the Territory.

The purpose is to provide a Disaster Recovery Plan for Christmas Island to enable it to establish services and processes required to assist the community to recover from an emergency event and regain emotional, social, economic and physical wellbeing.

The plan outlines a strategic framework for community recovery planning which is consistent with the Christmas Island emergency management arrangements and the Emergency Management Ordinance 2017 (CI).

The DRP is maintained by the Disaster Recovery Committee (DRC), endorsed by the EMC and approved by the Executive.

Part 6: Emergency Communications

6.1 Introduction

Communications are an essential element to the coordination of response and recovery. Without clear communications procedures and effective systems, emergency management becomes difficult or unmanageable. Christmas Island has inherent communications complexities based on its topology, geographic location and technological limitations.

It is highly likely that one or more systems will fail during an emergency, and it is critical that members of the Committee and the community are aware of the communications redundancies that will be used in an emergency.

6.2 Systems

Details of each communication system on island, its vulnerabilities and limitations are explored in the following paragraphs.

Telstra

The Telstra satellite communications system located at Irvine Hill supports all telephone (including fax and dial-up modem), mobile telephone, and data services (including services used by AFP, IOTA, ABF etc.) on island, and between the island and the mainland. Telstra is represented on-island by Germadjen Communications, who are responsible for maintenance and repairs to the Telstra system.

The following potential failures and impacts have been noted:

Scenario	Impact
Loss of Telstra Satellite Communications from the mainland	• No communications between Christmas Island and the mainland (landline or mobile) • Intra-island communications unaffected (i.e. CI to CI calls will still work) • Triple 0 calls will go direct to the AFP on island
Loss of GSM Mobile network	No mobile calls will operate on island or to the mainland
Loss of Unimux hardware	All Telstra provided Data services on island will stop functioning
Loss of all communication equipment at Irvine Hill	No Communication services at all (Voice, Data & Mobile, including Triple 0 emergency calls)

Internet & Data Services

There are two primary internet services on island – Speedcast and NBN Sky Muster satellite service (represented by various ISPs). Speedcast utilises a private satellite service and is independent of Telstra for its data connection to the mainland. Access to the Speedcast network is primarily over wireless with a fixed wireless link and portable dongles being used. There is also a hot spot network providing coverage in high traffic areas.

The NBN operates independent satellites for each customer. A failure of an individual dish is possible, or a broad network outage may occur which affects one or more ISPs and their associated customers.

Both Speedcast and the NBN are susceptible to weather variations, particularly heavy cloud coverage.

Satellite Phones

Many agencies are equipped with satellite telephones as a secondary communications means which can be relied upon for communicating with the mainland in an emergency or disaster. Agencies should be familiar with the limitations of the phones e.g. limited or no capability with heavy cloud cover.

The following recommendations will assist agencies to ensure the readiness of their satellite phones in an emergency:

- Keep them charged and ready to use
- Test them monthly
- Have recorded on sat phones the numbers for on-island and external agencies
- Pass them on to deputies during leave

Agencies holding satellite phones and their contact details are distributed to the EMC at regular intervals through the EMC contact list.

VHF Radio

The VHF Radio system is known as the "Christmas Island Marine Radio Network". It can be used from any marine VHF transceiver (handheld, boat, vehicle or office mounted) tuned to one of the designated repeater channels. The Christmas Island Marine Radio Network is accessible by anyone with a multi-channel VHF marine radio. The network provides coverage for at least 10 nautical miles out to sea around the island and is available from about 90 per cent of the land area. There are five emergency repeater channels available on the island, which are linked together. Coverage on the land area varies depending on proximity to the relevant repeater.   The network is owned by IOTA and maintained under contract by Cocos Communications and IT (CCIT).

Network coverage is depicted in the graphic at **Appendix 4.**

6.3 Communications Hierarchy

The following tables detail the agreed communications hierarchy for inter-agency communications (i.e. communications between Committee members) and communication with the community prior to, during or following an emergency.

Inter-agency communication

Primary	Secondary	Tertiary
Mobile Phone	WhatsApp & VOIP	VHF Marine Channels
Landline	Satellite Phones	Physical message runners

Community messaging

Primary	Secondary	Tertiary
Community Bulletin	Roundabout Blackboard	Posting of notices at all shops &
CI Blackboard Facebook Page	TV Emergency Messaging	community noticeboards
6RCI Radio Broadcast		

6.4 Emergency Messaging Systems

Emergency Warning Lights

Emergency warning lights are installed at 5 locations across the island, and are designed to give an immediate visual warning to community members. Each light post is fitted with an interchangeable sign which identifies the type of emergency being indicated.

The AFP is responsible for checking these lights bi-monthly and reporting any issues with operability to the IOTA Emergency Management Officer for action.

Emergency TV Messaging

An emergency TV messaging capability is available through IOTA. The system generates a manual override of the TV broadcast system and displays selected text on the televisions of all local residents.

Use of the system will be coordinated by the IOTA Emergency Management Officer at the request of the Territory Controller and/or Administrator.

It should be noted that this capability is available at both Drumsite and Rocky Point digital broadcasting site , but not at phosphate hill.

6RCI

6RCI community radio station provides an emergency broadcast capability under contract from the Commonwealth. The station is staffed by volunteers from the community, and is able to provide general warnings in the three community languages. Translation services for specific messages must be organised by the EMC. The station will cease broadcasting prior to a cyclone red alert, as presenters cannot shelter within the station itself.

The station broadcasts on 102.1FM 105.3FM.

6.5   Communications Responsibilities

The following key emergency communications have been identified and assigned to EMC members during an emergency:

Agency	Purpose	Responsible
Crisis Coordination Centre (CCC)	Situation reports & updates (to and from the CCC)	Emergency Management Officer
Crisis Coordination Centre (CCC)	Formal requests for assistance	Territory Controller
Media	Media releases Appearances & interviews	Administrator
Community	Community bulletins Community forums	Administrator
Minister	Situation reports	Administrator or General Manager IOT Branch (DIRDC)
AFP Operations Centre	Situation reports	Territory Controller
Commonwealth (DIRDC)	Situation reports	Director IOTA

Part 6: Appendices and Annexes

Appendices [within document]:

Appendix 1 – Amendment Template

Appendix 2 – Letter of Appointment to EMC Template

Appendix 3 – Request for Assistance Template

Appendix 4 – VHF Network Coverage Diagram

Annexes [separate attachments]:

Annex A – Emergency Management Policy

Annex B – Rockfall Risk Management Plan

Annex C – IOT Health Service External Medical Emergency Plan

Annex D – Airport Emergency Plan

Annex E – Christmas Island Risk Register

Annex F – Christmas Island Operational Response Plan

Appendix 1 – Amendment Template

The Christmas Island Emergency Management Committee has approved the following amendments to the Emergency Management Plan (2018) on [date].

Local copies are to be updated as follows:

Number	Action	Section	Details
N.B. To be recorded in amendment table	E.g. "Delete"	E.g.Part 1, Section 2 (a)	"Insert text to be deleted"
E.g. 1/2018	E.g. "Add"	E.g. Part 1, Section 2 (a)	"Insert text to be added"

_____   _____

Natasha Griggs   Date
Administrator
Chair
Christmas Island Emergency Management Committee

[NAME]
[TITLE]
[ORGANISATION]
[ADDRESS]
Christmas Island WA 6798

Dear [NAME]

Appointment to the Christmas Island Emergency Management Committee

In accordance with Part 2, Division 1, Section 7 (1) (c) of the *Christmas Island Emergency Management Ordinance 2017,* I appoint you as a member of the Emergency Management Committee (EMC).

EMC positions are attributed to key roles within stakeholder organisations. Under the requirements of the Ordinance, the individuals occupying these roles must be specifically identified and appointed.

The EMC plays a critical role in community preparedness, response and recovery from emergencies. The members are expected to analyse emergency management risks, and provide guidance to the general public.

The EMC is chaired by myself as Administrator, Christmas Island, and supported by the Indian Ocean Territories Administration Emergency Management Officer as secretariat. Leadership of the Committee in an active emergency is assumed by the Territory Controller, the senior Australian Federal Police officer on island assigned to community policing duties.

As a member, it is important you understand your role and the associated responsibilities. Under Part 2, Division 1, Section 8(1) of the Ordinance, the EMC has the following functions:

a. to establish, maintain and review an emergency management plan for responding to an emergency;

b. to establish, maintain and review an emergency recovery plan for recovering from an emergency;

c. to assist emergency management agencies to fulfil their obligations under an emergency management plan;

d. to coordinate emergency management activities, including:

    i. risk assessments; and

    ii. prevention and mitigation of the effects of emergencies; and

    iii. planning activities; and

    iv. emergency management exercises;

e. to promote efficient and effective emergency management practices in the Territory;

f. to provide a forum for discussing emergency management issues and facilitating communication between the Committee and the community; and

g. to provide advice to the Australian Government and Shire Council on emergency management issues.

Membership of the EMC carries significant responsibility, and your selection recognises the critical role you play in developing effective strategic and operational emergency management arrangements.

Please confirm your acknowledgement and acceptance of this letter by returning a completed copy of page 3 to the Emergency Management Officer. If you have any questions regarding this appointment, please contact the Emergency Management Officer via 08 9164 7901.
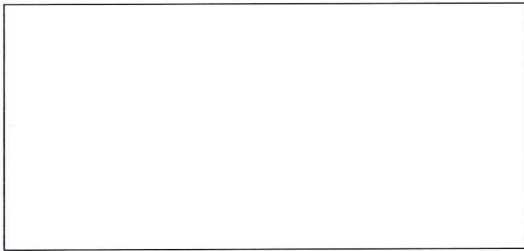

Yours sincerely

Natasha Griggs
[DATE]

I acknowledge receipt of my appointment by the Administrator to the Christmas Island Emergency Management Committee, dated [date]

I understand the functions of the Committee and my role within it. I acknowledge my requirement to notify the EMC of any intention to resign my position on the Committee and/or within my organisation.

I hereby accept/ decline my position (*please circle*)

_____

Signature

_____

Name

_____

Organisation

_____

Position

_____

Date

Please return completed form to the IOTA Emergency Management Officer via operations@infrastructure.gov.au

Appendix 3 – Request for Assistance Template

Requests for Australian Government non-financial assistance may be phoned to EMA in the first instance (**1300 243 222** or **02 6273 8883**), but must be confirmed by email from the nominated official via ccc@homeaffairs.gov.au. The format for requests from COMDISPLAN is as follows (delete guidance information in column two):

SUBJECT	Event and nature of request being made.
DATE	This must include the date and local time of the request.
REQUEST ID	This should be a jurisdiction number that can be used for reference (EMA will allocate separate sequential numbers to each incoming request).
SITUATION:	A brief summary of the reason for the request.
OWN RESOURCES:	An explanation as to why the requirement cannot be met from within the jurisdiction's existing resources (local, government, commercial or other).
PRIORITY	Time in which the request is asked to be fulfilled within e.g. urgent, within 24hrs.
DELIVERY LOCATION	Details of when and where the assistance is required.
TASK DESCRIPTION	A brief description of the need and effect required. Requesting authorities should NOT specify the means for meeting the effect but should identify constraints that may influence EMA's decision (e.g. landing area unsuitable for all but rotary wing aircraft).
CONTACT NAME & DETAILS:	Full details of delivery point contact officer/s including name, location and telephone number as appropriate.
APPROVED BY JURISDICTIONAL NOMINATED OFFICIAL:	Name, title, contact details and signature. *N.B: This MUST be the Territory Controller*
COMMENTS:	Any general comments that may contribute to providing the fastest and most effective response to the request.

Appendix 4 – VHF Network Coverage Diagram

[To be inserted]

[To be inserted]