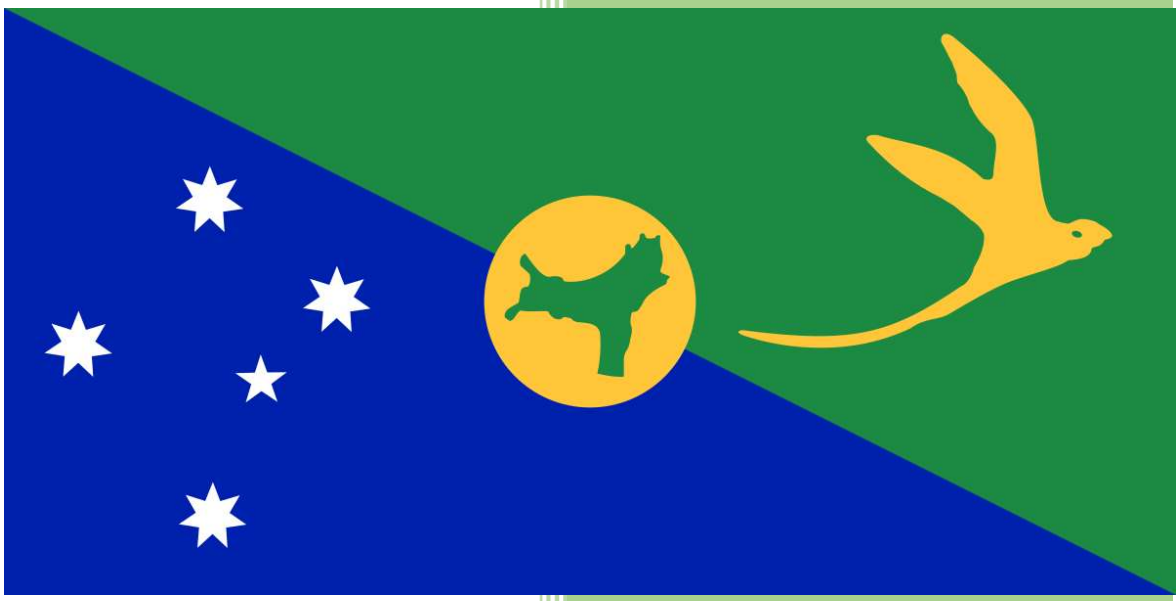
2024

Emergency Management Plan



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 2012 (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 2012 (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

Friday 19th April, 2024

Farzian Zainal
Administrator
Chair
Christmas Island Emergency Management Committee

Date

Contents

Authorisation 1
Amendments 5
Glossary 6
Part 1: Structure and Governance 8
1.1 Aim 8
1.2 Scope 8
1.3 Objectives 8
1.4 Resilience 9
1.5 Governance 9
1.6 Subordinate and Complementary Documents 9
Operational Response and Disaster Recovery 9
Agency Plans 10
1.7 Monitoring, Review and Distribution 10
1.8 Context 10
1.9 National Arrangements 12
1.10 Committee Structure 12
Committee Membership 12
1.11 Appointment to the EMC 13
1.12 Meeting Schedule 13
1.13 Exercising the Plan 13
Exercise Conduct 13
1.14 Training 14
1.15 Continuous Improvement 14
Debriefing and Lessons Learned 14
Action Registers 15
Part 2: Prevention 16
2.1 Responsibilities 16
Public Responsibilities 16
2.2 Prevention Objectives 17
Prevention Objective 1 17
Prevention Objective 2 17
Prevention Objective 3 17
Prevention Objective 4 17
Prevention Objective 5 18
2.3 Risk Management 18

2.4 Mitigation 18
Part 3: Preparedness 19
3.1 Responsibilities 19
3.2 Culturally and Linguistically Diverse Communities 19
3.3 Preparedness Objectives 19
Preparedness Objective 1 19
Preparedness Objective 2 20
Preparedness Objective 4 20
3.4 Community Engagement 20
Public Awareness and Education 22
3.5 Volunteer Management 22
Volunteer Agencies 22
Management of Spontaneous Volunteers 22
Part 4: Response 24
4.1 Declarations of Emergencies 24
4.2 Operational Response Plan 25
4.3 Levels of Operational Response 25
4.4 Coordination of Response 26
Emergency Operations Centre 26
4.5 Requests for Assistance 26
Part 5: Recovery 28
5.1 Principles 28
5.2 Disaster Recovery Plan(DRP) 28
Part 6: Emergency Communications 29
6.1 Introduction 29
6.2 Communication Systems 29
Telstra 29
Internet & Data Services 30
Satellite Phones 30
VHF Radio 30
6.3 Communications Hierarchy 31
Inter-agency communication 31
Community messaging 31
6.4 Emergency Messaging Systems 31
Emergency Warning Lights 31
Emergency TV Messaging 31

Radio Messaging 32
6.5 Communications Responsibilities 32
Part 6: Appendices and Annexes 33
Appendix 1 – Amendment Template 34
Appendix 2 – Letter of Appointment to EMC Template 35
Appendix 3 – Request for Assistance Template 38
Appendix 4 – VHF Network Coverage Diagram 39
Appendix 5 – Emergency Management Documents and Plans 40
Appendix 6 – Terms of Reference 41
Annex A – Roles and Responsibilities 44
Annex B – Debriefs Format 51
Annex C – CI Satellite Phones 52
Annex D – Emergency Legislation 54
Annex E – Requests for Australian Government Non-Financial Assistance 55

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.**

Table 1: Plan Amendments

Amendment			
Number	**Issued (date)**	**Details of Amendment**	**Amended by (Initials/Date**
1	24 September 2007	Complete Redraft	Unknown
2	4 April 2008	Draft Update	Unknown
3	30 November 2010	Review and amendment	Unknown
4	30 January 2012	Review and amendment	Unknown
5	15 March 2013	Review and amendment	Unknown
6	11 July 2014	Review Approved	Unknown
7	December 2018	Redraft	Executive/EMC
8	June 2023	Redraft	Executive/EMC
9	January 2024	Redraft	Executive/EMC

10	April 2024	Endorsed	EMC

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 of the *Administration Ordinance 1968 (CI) s 5.*
AEP	Airport Emergency Plan
AFP	Australian Federal Police
AMSA	Australian Maritime Safety Authority
BoM	Bureau of Meteorology
CASA	Civil Aviation Safety Authority
CCIT	Cocos Communications and IT
CIP	Christmas Island Phosphates
CI	Christmas Island
CITA	Christmas Island Tourism Association
CKI	Cocos (Keeling) Islands
DAFF	Department of Agriculture Fisheries and Forestry (Biosecurity).
DFES	Department of Fire and Emergency Services
DRC	Disaster Recovery Committee
DRP	Disaster Recovery Plan
DITRDCA	Department of Infrastructure, Transport, Regional Development, Communications and the Arts
DWER	Department of Water and Environmental Regulation
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 2012 (CI)*
EMO	Emergency Management Officer
EMP	Emergency Management Plan
EOC	Emergency Operations Centre
EPIRB	Emergency Position Indicating Radio Beacon
FESU	Fire and Emergency Services Unit
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
NEMA	National Emergency Management Agency
NSR	National Situation Room
MRWA	Marine Rescue Western Australia
OIC	Officer in Charge
ORC	Operational Response Committee
ORP	Operational Response Plan
PA	Parks Australia
PLB	Personal Locator Beacon
PPRR	Prevention and Mitigation, Preparedness, Response and Recovery
JRCC	Joint Rescue Coordination Centre
MCC	Mission Control 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
SDA	Service Delivery Arrangements
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 2012 (CI)*

TC	Tropical Cyclone
TCWC	Tropical Cyclone Warning Centre
Territory Controller	Senior Australian Federal Police Officer assigned to community policing duties in the Territory
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 2012 (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, Transport, Regional Development, Communications and the Arts (DITRDCA). 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 (2012) (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 DRP 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 ORP 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 2016 (RRMP) **(undergoing revision) currently under review)**. 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.

[1] https://www.homeaffairs.gov.au/emergency/files/national-strategy-disaster-resilience.pdf
[2] https://www.undrr.org/publication/sendai-framework-disaster-risk-reduction-2015-2030

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 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 (*Emergency Management Ordinance 2012 (CI)* 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 DITRDCA website to ensure accessibility. The public are encouraged to familiarise themselves with the arrangements within these plans and actively participate in Prevention and Mitigation, 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 (10.4475S 105.6904E) 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.

The Christmas Island population of approximately 1,690 is comprised of the following main cultural groups[3]:

- 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.

DITRDCA delivers state-type services to the Indian Ocean Territories (inclusive of CI), including the appointment of Australian Federal Police (AFP) 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 89 asylum seekers and 3 crew, mostly from Iraq and Iran, sank off the coast of Christmas Island, killing 50 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
2014	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: ○ 192.8mm (13 Oct) ○ 189.4mm (27 Nov) ○ 138.8mm (26 Sep)
2017	Landslide	1 June 2017 – multiple landslides across Flying Fish Cove
2021	Landslide	10 March 2021 – landslide above oval Flying Fish Cove
2024	Severe Weather	12 March 2023 – Tropical low, gale force winds and 11.5m high waves caused considerable infrastructure damage across foreshore including Smith Point and Settlement

[3] 2021 Christmas Island, Census All persons QuickStats | Australian Bureau of Statistics (abs.gov.au)

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.

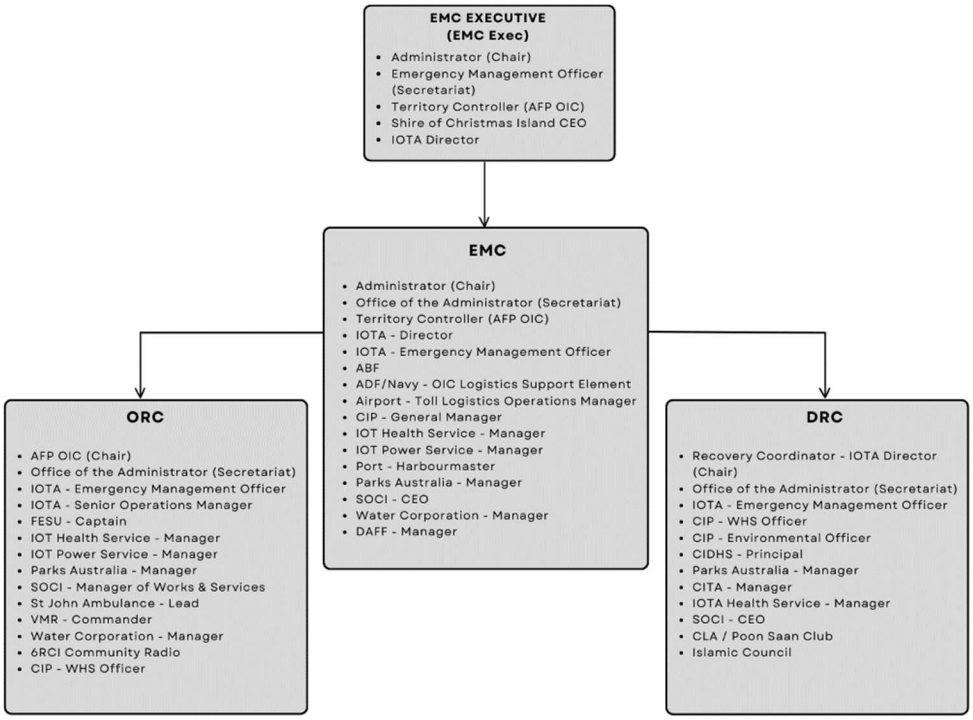
National Emergency Management Agency (NEMA) is the division within the Department of Home Affairs which runs the 24/7 Australian Government National Situation Room (NSR). The NSR coordinates the Australian whole of-government response to major emergencies and participates in a range of multi-agency, multi-jurisdictional exercises to test and enhance consequence management arrangements. The NSR also participates in high-level consequence management committees and working groups to prepare for high profile visits, mass gathering events and NEMA'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 (*Emergency Management Ordinance 2012 (CI)* Part 2, Division 1, Section 10(2)). Statements of responsibility for each Subcommittee are contained within the ORP and DRP.

Committee Membership



1.11 Appointment to the EMC

Members of the Executive EMC are appointed under the Ordinance (Part 2, Division 1, Section 7(2)).

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 six (6) times a year generally in the months of January, March, May, July, September and November. Other meetings can be scheduled as required.

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 (EMO) is responsible for planning and facilitating emergency exercises, including seeking external support where required. Arrangements exist with both NEMA and the WA Department of Fire and Emergency Services (DFES) 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

NEMA Handbook 8 'Lessons Management'[4] 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 'cold' debriefs enables reflection after the incident, and the opportunity for each agency to gather internal feedback for discussion.

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

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.

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 EMC.

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 DITRDCA (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 Water and Environmental Regulation(DWER), 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 Fisheries and Forestry (DAFF)	Responsible for the management and control of Biosecurity
Mass Casualty or Pandemic	IOT Health Service (IOTHS)	Responsible for the development and maintenance of the External Medical Emergency Response Plan
Aviation Emergency	Toll Remote Logistics	Responsible for the development and maintenance of the Airport Emergency Plan

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 EMC 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

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 (2015).

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[5].

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

[5] https://www.homeaffairs.gov.au/emergency/files/national-strategy-disaster-resilience.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[6]) 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

[6] https://www.homeaffairs.gov.au/emergency/files/national-strategy-disaster-resilience.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[7] (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 an 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 CALD communities during evacuation
Communication	This is one-way information provision from service provider to communities	Public awareness campaigns

The International Association of Public Participation (IAP2)[8] similarly advocates a "Participation Spectrum" as a guide for the levels of engagement in developing an Action Plan.

- **Inform**—government keeps civil society informed.
- **Consult**—government keeps civil society informed, listens to; and acknowledges concerns and aspirations; and provides feedback on how public input influenced the decision. They seek feedback on drafts and proposals.
- **Involve**—government works with civil society to ensure that their concerns and aspirations are directly reflected in the alternatives developed and provides feedback on how public input influenced decisions.
- **Collaborate**—government works together with civil society to formulate solutions and incorporates advice and recommendations into the decisions to the maximum extent possible.
- **Empower**—government and civil society make joint decisions.

[7] https://knowledge.aidr.org.au/media/1969/manual-44-guidelines-for-emergency-management-in-cald-communities.pdf
[8] https://iap2.org/page/pillars

Public Awareness and Education

Under the Service Delivery Arrangement (SDA) of 2022, DFES plays a critical role in the delivery of public awareness in consultation with the island EMC. In particular, DFES has responsibility for:

- Community awareness programs about the hazards of natural disasters;
- Assistance with prevention and preparedness programs and measures to mitigate risks from these hazards;
- Support for school safety education programs about natural disasters

Such community awareness activities may include, but are not limited to, distribution of publications (including those prepared by DFES or NEMA), public meetings or articles in local newspapers. In promoting community awareness, the transient nature of the island population needs to be taken into consideration.

3.5 Volunteer Management

Volunteer Agencies

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

The Commonwealth, through the DITRDCA, 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 DITRDCA to encourage sustainable membership of the Volunteer Units.

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[9].

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.

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

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.

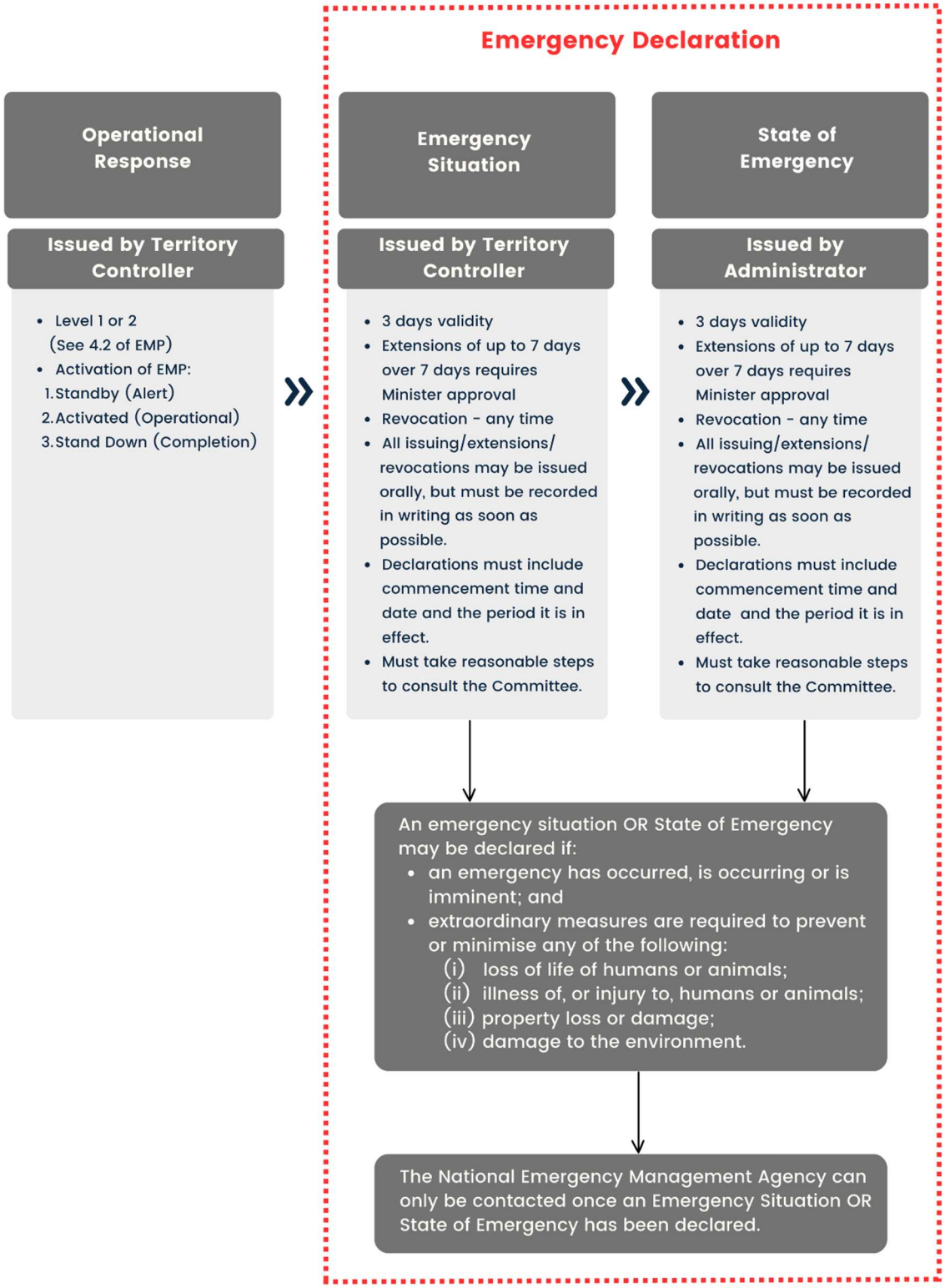
To ensure spontaneous volunteers are appropriately managed, the following strategies have been adopted:

Type of Volunteer	Requirement	Responsible
Emergency Services Volunteers	Formal training, unachievable in an operational response. Details to be recorded for follow-up after the event	EMO / FESU/ MRWA / St John Ambulance leaders as appropriate
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

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 below:



4.2 Operational Response Plan

In recognition of the specific complexities of responding to an emergency, an Operational Response Plan (ORP) has been developed to provide specific tactical guidance,, 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 1 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.

Activation of the EMP will be in response to an emergency that demands a coordinated multi-agency response. The Territory Controller, in consultation with the Administrator, is authorised to activate the EMP.

Categories of Activation

There are three categories of activation of the EMP:

1. Stand-by (Alert)
2. Activated (Operational)
3. Stand Down (Completion)

Stand-By (Alert)

The Territory Controller, in consultation with the Administrator, will determine the phase change to stand-by. The Territory Controller will inform the EMC and place, where relevant, a coordination team on stand-by. If required, Emergency Operations Centre (EOC) staff will be nominated and the

EOC prepared for use in the operation. The Territory Controller may consider alerting the NEMA's Australian Government National Situation Room so it may be prepared to assist if required.

Activated (Operational)

The Territory Controller in consultation with the Administrator will activate the EMP. Relevant sub-plans will be activated as necessary. A public information notification will be issued to inform the community of the range of actions which have been taken. This is to include appropriate public information and contact numbers.

Stand Down (Completion)

The Territory Controller, in consultation with the Administrator, will suspend operation of the EMP. Organisations conduct internal debriefs and provide the Territory Controller with outcomes within 72 hours of stand down. The Territory Controller will consolidate debriefs following stand down of the EMP and prepare an After Action report within 28 days for endorsement by the EMC. The information format attached at **Annex B** should be used to collect debrief information.

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 5 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.

Specific details regarding the activation and operation of the EOC are contained in the EOC Sub Plan.

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 NEMA. Wherever possible, requests for assistance and liaison with NEMA 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, NEMA 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.. NEMA may also deploy a liaison officer to support local arrangements through coordination of Australian Government assistance.

Requests for physical assistance from the Australian Government may be phoned to NEMA 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(DRP)

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 DRP 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 2012 (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. Agencies should take adequate measures to ensure they have secondary communications available in the form of radio or satellite telephone, and that these systems are interoperable with other agencies communication means on the island.

Agencies such as Police, FESU, Ports and IOTHS operate their own radio communications within their respective organisation.

The prime means of communications in an emergency is by landline and mobile. If the landline and mobile system are not operational, the alternative means of communication is by VHF Radio followed by Satellite Phone.

6.2 Communication 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 Cocos Communications and IT (CCIT), 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) • 000 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 000 emergency calls)

Internet & Data Services

There are two primary internet services on island – CiFi and NBN Sky Muster satellite service (represented by various ISPs). CiFi utilises the subsea cable to provide fibre internet service and is independent of Telstra for its data connection to the mainland. Access to the CiFi network is primarily over wireless with a fixed wireless link and portable dongles being used and via their 4G LTE network.

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.

It is worth noting that Starlink is a low orbit satellite internet provider that is gaining popularity on Christmas Island.

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 40 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 CCIT.

Network coverage is depicted in the graphic at **Appendix 4.** The EMO maintains a cache of portable handsets which can be distributed during an incident.

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	TV Emergency Messaging	Posting of notices at all shops
IOTA Facebook Page	SOCI SMS broadcast	& community noticeboards
6RCI Radio Broadcast	Physical message runners (door knocking)	Roundabout Blackboard

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 and Indian Ocean Territories Power Service (IOTPS) is responsible for checking these lights bi-monthly and reporting any issues with operability to EMO 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 EMO 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.

Radio Messaging

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 switch to an automatic (pre-recorded) messaging and broadcasting prior to a cyclone red alert. IOTA has been able to link radio and TV stations to an emergency broadcast into their transmission into Christmas Island.

The Territory Controller or the EMO can authorise 6RCI volunteers to commence emergency broadcasts.

The 6RCI 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
National Emergency Management Australia (NEMA)	Situation reports & updates (to and from the NEMA)	Emergency Management Officer
National Emergency Management Australia (NEMA)	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 (DITRDCA)	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

Appendix 5 – List of Emergency Management Documents and Plans

Appendix 6 – Terms of Reference

Annexes [within document]:

Annex A – Roles & Responsibilities

Annex B – Debriefs

Annex C – CI Satellite Phones

Annex D – Emergency Legislation

Annex E – Requests for Australian Government Non-Financial Assistance

Appendix 1 – Amendment Template

The Christmas Island Emergency Management Committee has approved the following amendments to the Emergency Management Plan (2024).

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"*

_____ _____

Date

Farzian Zainal
Administrator
Chair
Christmas Island Emergency Management Committee

Appendix 2 – Letter of Appointment to EMC Template

[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 2012,* 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

Farzian Zainal

[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

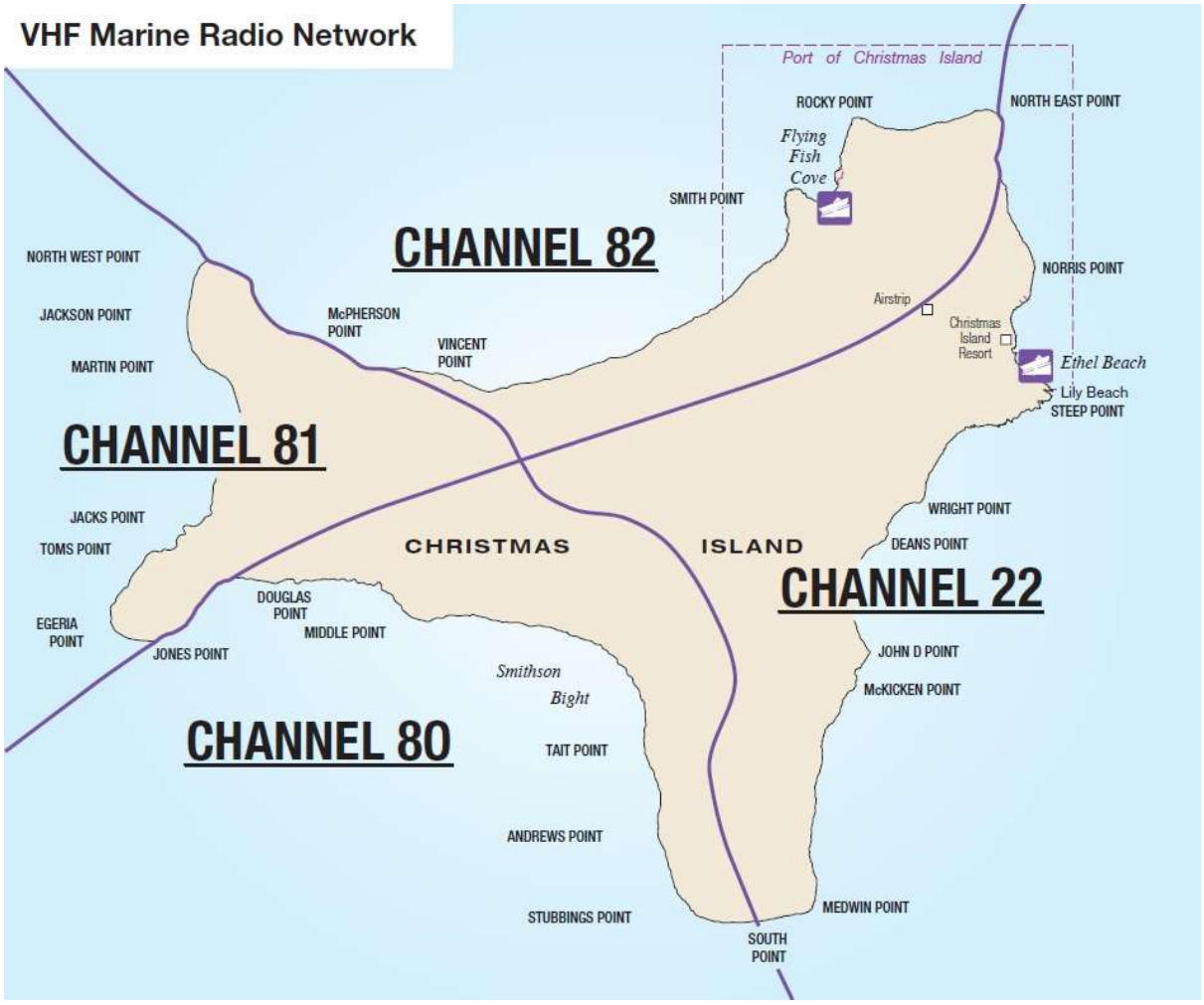
Please return completed form to the IOTA Emergency Management Officer via operations@infrastructure.gov.au

Appendix 3 – Request for Assistance Template

Requests for Australian Government non-financial assistance may be phoned to NEMA in the first instance (**1300 243 222** or **02 6273 8883**), but must be confirmed by email from the nominated official via nsr@nema.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 (NEMA 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 NEMA'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



Appendix 5 – Emergency Management Documents and Plans

The following sub plans and documents are currently available for use in support of the EMP:

Christmas Island Emergency Management Plan

Christmas Island Disaster Recovery Plan

Christmas Island Operational Response Plan

- Christmas Island Sub Plan 1 - Cyclone and Severe Weather
- Christmas Island Sub Plan 2 - Tsunami
- Christmas Island Sub Plan 3 - Search and Rescue (Land and Sea)
- Christmas Island Sub Plan 4 - Mass Evacuation
- Christmas Island Sub Plan 5 - Hazmat
- Christmas Island Sub Plan 6 - Emergency Operations Centre Activation and Setup

Rockfall Risk Management Plan 2016 (undergoing revision)

Christmas Island Risk Register

Christmas Island Emergency Resource List

Emergency Management Contact Directory

CI - Pandemic Plan (Managed by IOTHS) (to be assessed)

CI - Airport Emergency Plan (Managed by Toll Global logistics)

CI – Port Emergency Response Plan (Managed by Linx Port Services)

CI – Marine Search & Rescue Plan (Managed by MRWA – DFES)

Pollution Response Capability Assessment. Indian Oceans Territories.

Christmas Island Emergency Management Ordinance 2012

Christmas Island Act 1958

Administration Ordinance 1968 (CI)

Fire and Emergency Services Authorities of Western Australia Act 1998

Appendix 6 – Terms of Reference

Christmas Island

Emergency Management Committee

Terms of Reference

Endorsed:	Version 1.0. 2024
Enquiries	Executive Officer: Emergency Management Officer
Review Period	Review biennially, next review 2026
Authority	*The Christmas Island (CI) Emergency Management Ordinance (2012)* as amended 2017 Part 2 Division 1 Emergency Management Committee

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1. Name

Christmas Island Emergency Management Committee (hereafter referred to as 'the Committee')

2. Function

As prescribed in *Emergency Management Ordinance 2012 (CI)* Part 2 Division 1 Section 8 the Committees functions are:

1. Establish, maintain and review an Emergency Management Plan and its sub plans for responding to an emergency;
2. Establish, maintain and review a Disaster Recovery Plan for recovering from an emergency;
3. Assist emergency management agencies to fulfil their obligations under an emergency management plan
4. Coordinate emergency management activities
5. Promote efficient and effective emergency management practices
6. Facilitate communication between the Committee and the community
7. Provide advice to the Australian Government and Shire Council on emergency management issues

3. Structure

The Committee is made up of three components:

1. Executive
2. Committee
3. Sub-Committees (as required)

4. Executive

The Executive of the Committee is responsible for the strategic direction of the Committee.

5. Membership

The Executive Committee membership comprises the following:

1. Chairperson: The Administrator.
   Automatically appointed under Part 2, Div. 1 Sec. 7(1)(a) of the *Emergency Management Ordinance 2012 (CI)* and chairs both the Executive and the Committee

2. Deputy Chairperson: Territory Controller
   Automatically appointed under Part 2, Div. 1 Sec. 7(1)(b) of the *Emergency Management Ordinance 2012 (CI)*
3. Indian Ocean Territories Administration (IOTA): Representative.
   Automatically appointed under Part 2, Div. 1 Sec. 7(2)(c) of the *Emergency Management Ordinance 2013 (CI)*

4. Shire of Christmas Island (SoCI): Representative.
   Automatically appointed under Part 2, Div. 1 Sec. 7(2)(c) of the *Emergency Management Ordinance 2012 (CI)*
5. Executive Officer (ex-officio): Emergency Management Officer

6. Committee

The Committee is responsible for meeting the functions set out in the *Emergency Management Ordinance 2012 (CI)* and the strategic direction set by the Executive

7. Membership

The Committee membership is appointed by the Administrator in writing under Part 2, Div. 1 Sec. 7(1)(c) of the *Emergency Management Ordinance 2012 (CI)*

The membership currently consists of representatives from the following:

1. Chairperson: Administrator
2. Deputy Chairperson: Territory Controller
3. Indian Ocean Territories Administration
4. Shire of Christmas Island
5. Emergency Management Officer
6. Australian Defence Force
7. CI Airport
8. CI Ports
9. CI Parks Australia
10. CI Phosphates
11. CI Water Corporation
12. IOT Health Service
13. IOT Power Service
14. Australian Border Force
15. Dept of Agriculture, Fisheries and Forestry, Biosecurity

Membership is reviewed at the same time as the review of these Terms of Reference.

8. Sub-committees

Sub-committees are appointed as required to consider specific emergency management issues, plan development or other tasks as determined by the Committee.

They remain in place for the duration of their project or until such time as determined by the Committee.

Membership is determined by the Committee and must contain at least four (4) appointed members from the Committee and other ex-officio members as identified and approved by the Committee

9. Reporting

All meetings are to be minuted and a summary or the Minutes of the meeting is to be circulated to Committee members.

10. Meeting Frequency

1. Executive: a minimum of four (4) times a year generally in the months of March, June, September and November. Other meetings can be scheduled as required
2. Committee: a minimum of six (6) times a year generally in the months of January, March, May, July, September and November. Other meetings can be scheduled as required
3. Sub-committee's: Meetings can be scheduled according to requirements. Where there is a standing sub-committee for Operations or Recovery then there is a minimum of two (2) meetings per year in the months of October and May

11. Governance

1. Governance arrangements for the respective Committee's may be raised by Committee members, discussed and endorsed for final approval by the Executive.
2. Voting rights: Each appointed member of the Executive and Committee have one vote with the Chairperson having a second casting vote to be used at their discretion
3. Where a vote of the membership is required it will be decided in favour by a simple majority
4. A Quorum of the Committee will be 50% of the appointed membership plus 1 (only applies outside of the declaration of an Emergency Situation & State of Emergency).
5. Motions before the Committee are to be moved and seconded by appointed Committee members
6. Nominated proxies can be made by agency representatives and they can attend meetings as an ex-officio member (no voting rights) to provide an agency report and return to their agency
7. Observers – Guests: The Committee may choose to invite persons to a meeting who have specific knowledge and skills relating to the functions of the Committee. Observers and guests do not have voting rights.

Annex A – Roles and Responsibilities

The roles and responsibilities below have been acknowledged by the relevant response agency or organisation. They should be used as a guideline only, and may be amended when required by the agency/organisation concerned in consultation with the EMC.

ADMINISTRATOR

The Administrator of Christmas Island acts as the representative of the Crown and the Commonwealth on matters falling within the appointment's responsibility. In this capacity the Administrator is also closely involved with the emergency management structure on island and plays an important part in acknowledging and ensuring the necessary contributions by organizations and individuals to the well-being of the Island community.

The Administrator also provides a regular channel of communication between the Federal Government, Western Australian Government and island residents; provides advice to the community, liaises with Australian Government departments, participates in various community, governmental committees and working groups on island related issues; and responds to representations from the public concerning federal and territory matters where appropriate. The office of the Administrator consists of the Administrator and an Executive Assistant and is located on Christmas Island. The Administrator visits Cocos approximately six times per year. During any absence of the Administrator, the Territory Controller may fulfil this role.

ROLES:

- Chairperson of the EMC
- Media liaison officer during an emergency
- Representative of the Australian Government
- Conduit between IOTA and the Christmas Island community

TERRITORY CONTROLLER

The Territory Controller is the Senior Officer of the Australian Federal Police in charge of community policing on CI. The Territory Controller is responsible for coordinating the response to an emergency in the Territory, including:

ROLES:

- Providing advice to the Administrator in relation to the emergency;
- Requesting an emergency management agency to assist in responding to the emergency ;
- Requesting assistance from a Western Australian agency which has an agreement with the Commonwealth of Australia, to assist the Territory Controller to manage emergencies.

The Territory Controller is also responsible for the following, as part of the overall function of coordination:

- Ensuring the EOC is established and operating in accordance with the EOC Sub-Plan;

- Making a request for Australian Government physical assistance from the National Emergency Management Agency (NEMA) in accordance with the provisions of the Commonwealth Government Disaster Response Plan, if of the opinion that local resources are, or are likely to be, inadequate or overwhelmed;
- Advising the Administrator and IOTA of requests for assistance.

AUSTRALIAN FEDERAL POLICE (AFP)

The AFP is responsible for providing police services to the community of Christmas Island. AFP provide the full range of community policing services, including land and marine search and rescue coordination. The AFP also undertakes tasks on behalf of the Australian Border Force. During an emergency the senior AFP officer acts as the Territory Controller responsible for emergency coordination.

ROLES:

- Act as Territory Controller
- Is the agency responsible for law enforcement;
- Is the agency responsible for search and rescue on land and sea;
- As necessary, control and coordinate the evaluation of victims from the area affected by the emergency.
- Maintain law and order, protect life and property, and provide assistance and resources to a response agency, and other organisations as required. This may include:
  - Reconnaissance of the area affected by the emergency;
  - traffic control, and crowd control;
  - access and egress route security and control;
  - identifying the dead and injured, and notifying next of kin;
  - establishing body holding areas;
  - maintaining the security of property;
  - statutory investigative requirements; and
  - operation of a public enquiry centre capable of providing general information on incidents and emergencies to members of the public.

BUREAU OF METEOROLOGY

The Bureau of Meteorology supports CI, which in addition to their daily duties provide services or assistance to the following clients: Australian Radiation Protection and Nuclear Safety Authority (ARPANSA), Ionospheric Prediction Service (IPS) – Navstar Global Positioning System station.

ROLES:

- Provide continuous weather observations through automated and manual means for the purposes of forecasting, climate data and aviation services through surface based and upper air techniques;
- Assist emergency services, aviation, and the general public by dissemination of meteorological forecasts and provision of observations a required;
- Liaise between the various Bureau of Meteorology sections in the event of weather or oceanographic related emergencies.

COCOS COMMUNICATIONS AND IT

Cocos Communication and IT maintain communication and IT services and facilities on CI. They are the on-island agents for Telstra and Indian Oceans Territories Telecom who are contracted to manage Broadcast and IT infrastructure on behalf of the Department of Infrastructure, Regional Development and Cities.

ROLES:

- Provide support to the Territory Controller
- Maintain communication infrastructure
- Maintain emergency messaging systems

CHRISTMAS ISLAND AIRPORT

Toll Global Logistics as operator of the Christmas Island Airport is responsible for ensuring safe and secure airport ground facilities for aircraft operations. The management team of Airports Manager and Operations Manager are based on Christmas Island. The airport has an Aerodrome Emergency Plan (AEP) detailing actions of the airport and other response agencies to an on-airport environs incident/accident. This is a Civil Aviation Safety Authority (CASA) regulatory requirement and mandated for Toll Global Logistics' certificate of aerodrome operation.

ROLES:

- Coordinate safe airport operations;
- Secure airport facilities;
- Restore airport facilities to operational condition;
- Security Screening.

CI DISTRICT HIGH SCHOOL (CIDHS)

Christmas Island High School is a District High School and caters to kindergarten and years 1 - 12. The school is operated by the Department of Education of Western Australia. A large majority of their staff are involved with emergency organisations.

Roles: Provision of structural facilities for use as a welfare centre

CI FIRE AND EMERGENCY SERVICES UNITS (FESU)

The Fire and Emergency Services Units (FESU) and associated volunteers on Christmas Island respond to a wide range of emergencies including fire, cyclones, storms, floods, road accidents, chemical spills and earthquakes, as well as undertaking search and rescue operations on land and water.

ROLES:

- Provide vehicle rescue resources;
- Designated response agency for taking all practicable measures for preventing and extinguishing fires and protecting and saving life and property in case of fire on the islands;
- Is the designated response agency for land based hazardous materials incidents and emergencies including the responsibility for confining, rendering safe or ending such an incident;

- Taking such measures as may be practicable to prevent the outbreak of fires;
- The provision of emergency firefighting water supplies and pumping equipment;
- Provisions of personnel, field welfare support, emergency lighting and communications;
- Assist in search and rescue operations;
- Temporary repairs to damaged buildings, including roof coverings;
- Is the designated response agency for dealing with storms and floods, and to coordinate the rescue, evacuation and initial welfare of affected persons; and
- On request, assist the AFP, FESA, SOCI, or IOTHS in dealing with incidents or emergencies.

CI PORTS

CI Ports are contracted by the Department to manage the port operations on Christmas Island. Due to its small size and strategic focus, CI Ports lacks the physical capability to respond to emergency incidents unaided. CI Ports emergency response is predicated on providing assistance to the Response Agencies and/or the Territory Controller.

ROLES:

- Provide resources to the Territory Controller as required;
- Coordinate shipping. Assist with vessel/facilities if affected by fire/explosion in port area;
- Assist with vessel collision/groundings;
- Assist with hazardous materials emergencies if requested; and
- Restoration of harbour facilities to operational condition

DEPARTMENT OF WATER AND ENVIRONMENT REGULATION

The Department of Water and Environment Regulation (DWER) does not have a full time representative on-island. DWER should be contacted to provide advice on environmental management to ensure steps are taken to mitigate against any potential environmental impact. Dependant on the risk involved and the nature of the incident, there is scope in the Service Delivery Agreement (SDA) for emergency flights to Christmas Island in the event a representative is required and is not on-island at the time of an incident.

INDIAN OCEAN TERRITORIES ADMINISTRATION (IOTA)

The Department of Infrastructure, Transport, Regional Development, Communications and the Arts has overall responsibility for the administration of the Territory of Christmas Island, including the provision of State-type services. Other Government services, such as those involving quarantine and customs, are the responsibility of the relevant Australian Government agencies.

State-type services are provided through:

- Service Delivery Arrangements (SDAs) between the Australian Government and Western Australian State Government agencies;
- Direct administration by the Department of Infrastructure, Transport, Regional Development, Communications and the Arts; and

- Contractual arrangements with other organisations.

ROLES:

- Recovery Coordinator
- Provide resources and assist as required;
- Liaison with Departmental staff in Canberra, Perth and on Christmas Island to facilitate funding and other support as required;
- Contractual arrangements with other organisations; and
- Provides support for the Territory Controller and the Territories Administrator through the Emergency Management Officer.

INDIAN OCEAN TERRITORIES HEALTH SERVICE (IOTHS)

The IOTHS on Christmas Island offers a limited range of medical, nursing and ancillary health services. The health facility includes limited accident and emergency services, consulting rooms, periodic dental services and x-ray. The medical centre is staffed daily Monday to Friday with an after-hours service for emergencies only.

ROLES:

- Provide a Health Liaison Officer to the Territory Controller if required;
- Provide medical, clinical and public health resources;
- The mobilisation of health resources to an emergency site or sites and the initiation of triage, pre hospital stabilisation and first aid, transportation to the respective clinic for treatment;
- The provision of public health assessments and services to prevent, prepare for, respond to and recover from emergencies; and
- A coordinated health communications response for prevention, preparation, emergency response and subsequent recovery from the impacts

INDIAN OCEAN TERRITORIES POWER SERVICE (IOTPS)

The IOTPS is responsible for the provision of power generation and supply on Christmas Island.

ROLES:

- Restore electricity to essential services; residential, industrial and commercial area networks;
- Provide updates on estimated time of reconnection;
- Provide safe access to sites by de-energising electrical wiring;
- Provide energy and utility support to a response agency, and other organisations involved in the emergency;
- Coordinate the establishment of temporary electrical power as required; and
- Coordinate the supply of advice to the Territory Controller from Utility and Energy providers in accordance with Utility and Energy Supply continuity plans.

AUSTRALIAN DEFENCE FORCE

Royal Australian Navy is a unit on Christmas Island that represents the Australian Defence Forces. On CI two personnel maintain a communication and provide a point of contact to Defence Aircraft operating through CI.

Roles:
- Provide assistance and resources to the Territory Controller as required

PARKS AUSTRALIA

Parks Australia is a division of the Australian Government's Department of Environment.

ROLES:
- Provide advice in regard to wildlife management and conservation issues; and
- Assist with animal control.

SHIRE OF CHRISTMAS ISLAND (SOCI)

The Shire of Christmas Island is the Island's local government. It has a wide range of resources at its disposal, including earthmoving plant, labour, technical expertise, vehicle fleet with communications, computer and office equipment, Island Geographical Information System (GIS) and infrastructure drawings and plans, garbage collection plant, hazard and warning signage. The Shires workforce has effective communication networks within the Island's community groups.

ROLES:
- Provide Shire resources to the Territory Controller
- Inform AFP about road closures
- Maintenance and restoration of declared roads
- Barricading roads
- Provide engineering services, advice and resource support to response agencies and other functional areas or organisations involved in emergencies
- Coordinate the supply of goods and services in response to an emergency including:
  - clearance and re-establishment of roads and bridges;
  - structural assessments, demolition and shoring up of buildings;
  - removal of debris, construction of levees to control flooding;
  - maintenance of council services to facilities;
  - other related matters and tasks as requested by response agencies or other organisations.
- Coordinate the provision of transport support as required by a response agency, whilst maintaining as far as practicable, the normal operations and activities of public and commercial transport services. Tasks for providing transport to other agencies might include:
  - movement of emergency equipment and personnel;
  - movement of emergency supplies and goods, including water, fuel and food
  - evacuation of people; and
  - assistance for medical transport.

- Maintain and operate a road condition / closure advisory service to a response agency and members of the public
- During response and recovery operations, provide welfare services to victims of incidents and emergencies. This may require:

  - establishing evacuation centres to manage the provision of emergency accommodation, essential material needs, and the delivery of welfare services to victims of incidents and emergencies;

  - providing welfare information, and advisory services, to victims; and

  - managing donations.

- Mobilise and coordinate catering facilities and services to provide:

  - feeding of victims of emergencies, including evacuees in transit or in evacuation and recovery centres, and displaced or homeless people;

  - short term emergency accommodation centres; and

  - by arrangement, meals for personnel engaged in emergency response and recover operations.

VOLUNTEER MARINE RESCUE (VMR)

The VMR helps the community of Christmas Island enjoy and work in the marine environment of the surrounding ocean and coastal waters in the safest possible manner through the promotion of safety at sea and the provision of search and rescue services in the event of a marine emergency.

ROLES:

- Participate in marine search and rescue operations
- Operate the unit's marine rescue vessel
- Utilise the marine radio services
- Provide specialist advice on marine safety and rescue

WATER CORPORATION

The CI Water Corporation is responsible for the provision of water and sewerage services. It consists of staff that are supported by an Incident Management Section based in Perth who are available at short notice to assist in the restoration on water and sewerage systems on the islands.

ROLES:

- Protection, maintenance and restoration of water and sewerage services

Annex B – Debriefs Format

1. ORGANISATIONS INTERNAL DEBRIEFS

Organisations conducting internal debriefs should include in their report, but not limit to, the following:

OVERVIEW

- Overview of the incident in relation to the Organisation
- Responsibilities of the Agency and the tasks it undertook
- Difficulties encountered

CRITIQUE

- Honest critiquing the actuality of events as they presented themselves during the incident (What worked and what didn't)

ACTION

- Introducing informed recommendations to improve the processes for the future

2. TERRITORY CONTROLLERS DEBRIEF FOLLOWING STAND DOWN

OVERVIEW

- Overview of the incident
- Responsibilities of the Territory Controller, the Organisations and the EMC; and the tasks they undertook
- Operation information, such as essential services evacuation facilities and processes, welfare issues, recovery practices
- Personnel Issues
- Financials

CRITIQUE

- Honest critiquing the actuality of events for all agencies and the EMC as they presented themselves during the incident (What worked and what didn't)

Annex C – CI Satellite Phones

The following agencies have satellite phones:

ORGANISATION	TYPE	NUMBER
Administrator	THURYAH	0414 316 845
Emergency Management Officer	THURYAH	0405 897 046
AFP	IRIDIUM	08 9164 8444 diverts to on call phone 0147 163 800 (Police for sea based ops)
IOT Admin	THURYAH	0416 169 919
IOT Power	THURYAH	0405 807 017
IOT Health	THURYAH	IOTHS CHRISTMAS ISLAND – 0405 897 080 0405 659 890 0405 323 182 ST JOHNS AMBULANCE 0147 014 284
Parks Australia	IRIDIUM	0147 144 472 0147 149 657 0147 146 084 0147 148 893 0147 152 860 0147 151 760 0147 160 102
SOCI	THURYAH	
Australian Border-Force		+881 623 488 906 +881 623 489 858

Immigration Detention Centre		NWP General Manager 0147 154 778 Site Manager 0147 160 461
Water Corporation	IRIDIUM	0147 143 676
CI FESU	THURYAH	0414 271 171
Marine Rescue WA		0437 780 618

Annex D – Emergency Legislation

ORGANISATION	LEGISLATION
ADMINISTRATOR	*Emergency Management Ordinance 2012 (CI)*
ADFLO	*Commonwealth Government Disaster Response Plan (COMDISPLAN)*
CI AIRPORT	*Civil Aviation Act 1988*
CI PORTS	*Pollution of Waters by Oils and Noxious Substances Act 1987* (POWBONS)
PA	*Environment Protection and Biodiversity Conservation Act 1999*

Annex E – Requests for Australian Government Non-Financial Assistance

Contact details for National Emergency Management Agency
T +61 1300 243 222 **F** +61 1300 004 650 **E** nsr@nema.gov.au Non 1300 number: 02 6273 8883

The following information is required when requesting assistance:

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 (NEMA 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.

COMMENTS:	Any general comments that may contribute to providing the fastest and most effective response to the request.