

NORDISPLAN**2018**

NORFOLK ISLAND DISASTER AND EMERGENCY PLAN



EMERGENCY MANAGEMENT NORFOLK ISLAND

PREPARE FOR THE WORST – HOPE FOR THE BEST

AUTHORISATON

The Norfolk Island Disaster and Emergency Management Plan (NORDISPLAN) has been prepared by the Emergency Management Norfolk Island Committee (EMNIC) pursuant to Section 8 of the Disaster and Emergency Management Act 2001 (NI).

NORDISPLAN 2018 supersedes all previous versions and extensive consultation held with the Norfolk Island Administrator and Emergency Management Australia (EMA).

Under the *Norfolk Island Legislation Amendment Act 2015* all references to “Minister” in the *Disaster and Emergency Management Act 2001 (NI)* is to be interpreted as Minister for Regional Development, Territories and Local Government or his / her delegate.

VERSION CONTROL

AMENDMENT No.	AMENDMENT SUMMARY	AUTHOR	EFFECTIVE DATE
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PART 1 – INTRODUCTION

1.1 AIM

The aim of NORDISPLAN is to provide a plan for the emergency management arrangements in response to an emergency on Norfolk Island.

1.2 SCOPE

NORDISPLAN describes the arrangements and identifies roles and responsibilities of relevant agencies in support of a response to an emergency on Norfolk Island, and recognises Norfolk Island's capability to manage an emergency for up to 48 hours.

1.3 GUIDING PRINCIPLES

- In undertaking the planning process, EMNIC aims to provide a high level, overarching, all-hazards response framework to NORDISPLAN.
- This Plan should be read in conjunction with the Disaster and Emergency Management Act 2001 (NI) (the Act).
- NORDISPLAN documents All Hazard response arrangements and can be activated for any emergency, regardless of cause.
- A lead agency for response will be identified dependant on the nature of the event.
- NORDISPLAN is supported by a number of agency specific sub-plans which address additional roles and responsibilities required before, during or after an incident.
- The arrangements within NORDISPLAN are not dependant on, nor do they hinder the activation of other plans or Standard Operating Procedures (SoP's).

1.4 AREA COVERED BY THIS PLAN

This Plan covers the Territory of Norfolk Island defined as:

“Norfolk Island and all the other islands and rocks lying within the area bounded by the parallels 28 ° 59' and 29° 9' south latitude and the meridians 167° 54' and 168° east longitude”¹

¹ *Norfolk Island Act 1979 (Cth)*, ss. 4(1) and Schedule 1



Figure 1

Norfolk Island is a volcanic outcrop approximately 5 x 8 kilometres with an area of 34.5 square kilometres. It has no large-scale internal bodies of water and 32 kilometres of coastline. The island's highest point is Mount Bates, 319m above sea level, located in the northwest quadrant of the island. The coastline consists in the main of varying degrees of cliff faces. Norfolk Island also includes the uninhabited islands of Philip and Nepean (respectively 7km and 1km south of the main island).

Norfolk Island has a population of approximately 1,600 residents with up to an additional 800 tourist visitors at any one time. English is the accepted language although the Norfolk Islanders speak Norf'k, a mix of Tahitian and 18th century English.

Norfolk Island is located approximately:

- 1,500km southeast of Brisbane, QLD, Australia;
- 1,120km northwest of Auckland, New Zealand;
- 800km south south east of Noumea, New Caledonia; and
- 1,700km northeast of Sydney, NSW, Australia.



Figure 2

1.5 EMERGENCY MANAGEMENT FRAMEWORK

The Emergency Management Framework is consistent with AIIMS (Australasian Inter-Service Incident Management System) principles. The structure is flexible and adaptable, and allows for a consistent response to any event, regardless of the cause. The Framework clearly delineates Planning and Operations and defines the operating environment. Implementing the Framework requires everyone involved to understand his or her planning and operational roles, and be clear on when the event has moved to the operations phase. The purple line in Figure 3 below illustrates this separation.

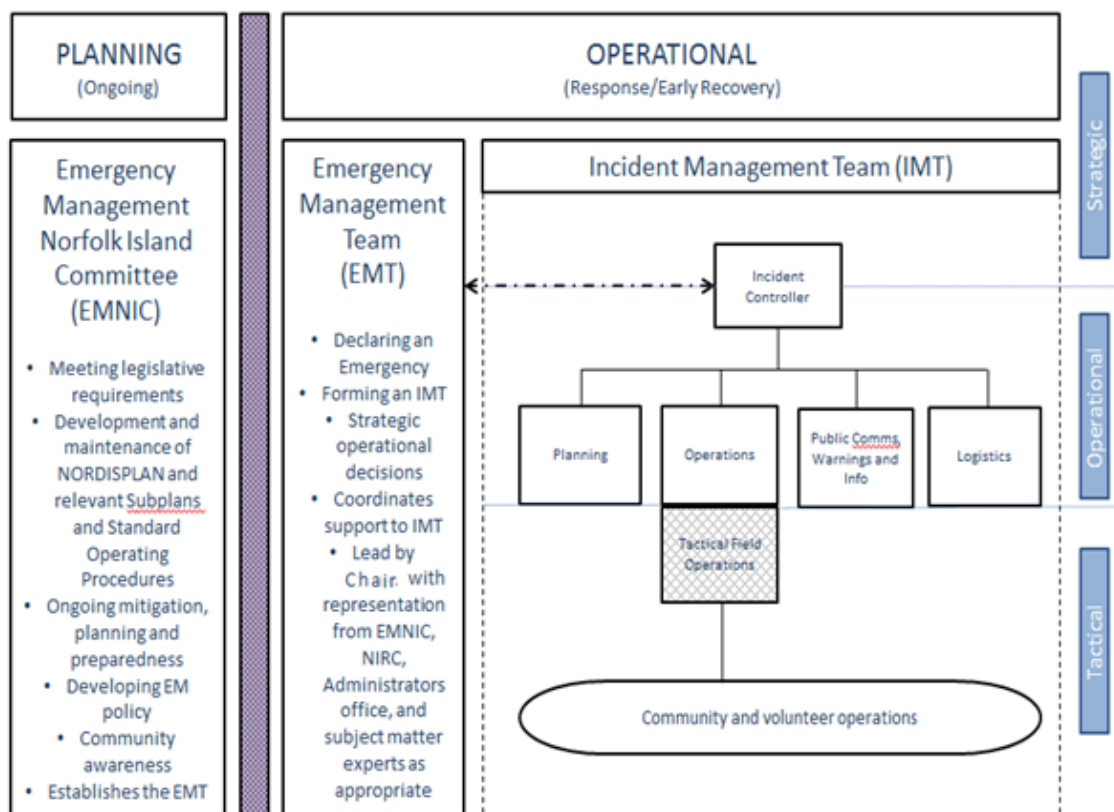


Figure 3

The following information describes the roles and responsibilities prescribed in the Framework.

Emergency Management of Norfolk Island Committee (EMNIC)

- EMNIC fulfils their role under the Act by undertaking:
 - o planning, including developing policy;
 - o the leadership of the strategic direction in relation to preparedness and mitigation; and
 - o providing advice to the Administrator, Norfolk Island Regional Council (NIRC) General Manager, Emergency Management Australia (EMA) and the Department of Infrastructure, Regional Development and Cities (the Department).

- Section 8(2)(d) of the Act empowers EMNIC to trigger the Emergency Management Team (EMT) to commence coordination of the emergency management response. Members include the EMNIC Chair, representative from NIRC and functional leaders as required.

Emergency Management Team (EMT)

- The EMT is a collaborative group that is led by the EMNIC Chair in direct collaboration with the Incident Controller.
- The EMT is responsible for:
 - establishing and supporting the Incident Management Team (IMT);
 - making decisions at the strategic level, such as determining the thresholds for requesting external assistance or whether complete or partial evacuations are required;
 - receiving briefings from the Bureau of Meteorology;
 - identifying key messages and ensuring stakeholder communication is coordinated, consistent and targeted to an appropriate audience;
 - ensuring effective processes are in place to register and deploy volunteers;
 - declaring a disaster or emergency;
 - assessing the local resources (capability) – IMT can provide additional information; seeking assistance from the Australian Government via the Australian Government Crisis Coordination Centre (CCC) and EMA; and
 - Creating such offices allowable under the Act and appoint persons to those offices.

Incident Management Team (IMT)

The IMT is responsible for operational management of the emergency/disaster, is led by the Incident Controller and is set up in functional areas to:

- establish and maintain control;
- undertake operational planning;
- manage operations;
- manage logistics;
- administrative support;
- finance;
- issue warnings and be the source of truth content for communications; and
- initiate and manage early recovery.

The IMT seeks support from the EMT for broader strategic assistance and provide operational advice to the EMT that should assist with broader communication. The tactical response is the 'on the ground' activities and will be made up of local first responders, emergency services, NIRC and other identified organizations with capability to respond.

Incident Controller (IC)

- The IMT is led by the Incident Controller (IC). This position should be allocated dependent on the crisis or hazard. Where there is no clear lead, it falls to the Norfolk Island Police Force.

- The IC is responsible for the operational response to the incident. The IC and Deputy IC are the link between the EMT for strategic decision-making and the operations which includes directing the tactical level.
- The key principle is to keep the structure simple, pragmatic and apply the process to any type of emergency. Decision-making should also be relegated to the appropriate level in the structure, particularly to the local level.
- EMA will provide assistance to the IMT when requested and will not overlay additional structure or take the lead during an incident.

1.6 EMERGENCY MANAGEMENT CAPABILITIES

This Plan recognises Norfolk Island's need to maintain capability to manage an emergency for up to 48 hours. SoP's will be prepared to request external assistance where the IMT considers the event has or is likely to exceed the limits of local capacity. Requests to EMA for assistance will be made through the Office of the Administrator, Norfolk Island to the Australian Government Crisis Coordination Centre (CCC), Canberra.

PART 2 – AGENCY ROLES AND RESPONSIBILITIES

The EMNIC has considered the following hazards as risks / threats to Norfolk Island with responsibilities and roles limited to within the day to day resources available on Island:

RISK	LEAD AGENCY	FUNCTIONAL SERVICE AREAS INVOLVED
Commercial airliner crash	NI Fire Service & Police	Border Force, NIHRACS, Media & PI, Transport & Resources & Welfare
Cyclone	IMT & EMT (appointed by EMNIC)	Airport, Fire, NIHRACS, Media & PI, Police, Telecommunications, Transport & Resources & Welfare
Structural Fire (commercial building/s)	NI Fire Service	NIHRACS, Media & PI, Police, Transport & Resources, Welfare & EMT
Small aircraft ditching into ocean or crash landing	Airport & Police	Border Force, Fire, NIHRACS, Media & PI, Transport & Resources & Welfare
Explosion	NI Fire Service & Police	Airport, NIHRACS
Epidemic – human to human contagious disease	NIHRACS	Border Force, Media & PI, Police, Welfare
Terrorist incident	Police	Airport, Border Force, Fire, NIHRACS, Welfare
Marine Search & Rescue	Police	Airport, NIHRACS, Media & PI, Transport & Resources, Welfare

Tsunami	IMT & EMT (appointed by EMNIC)	Airport, Media & PI, Police, Telecommunications, Transport & Resources, Welfare
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PART 3 – PREVENTION

3.1 MITIGATION

Mitigation is one of the foundations for building a resilient community. Emergency mitigation means measures taken in advance of or after a disaster aimed at decreasing or eliminating the impact on society and the environment. Greater investment in disaster mitigation is likely to reduce the economic cost of natural disasters to the Island.

Mitigation strategies are developed based on a thorough understanding of hazards identified in emergency risk planning and their interaction with all aspects of society. Norfolk Island utilises the following range of measures:

- a) Land use planning –The Norfolk Island Planning Act 2002 and its statutory Plan is the framework for future development and land management on Norfolk Island.
- b) Biosecurity and border control – These functions are carried out by the Australian Government for the environmental and border protection of Norfolk Island.
- c) Building codes – The Norfolk Island Building Act 2002 and the Australian / New Zealand Building Standards ensures buildings are to standards.
- d) Business continuity planning – Various types of insurance are available to the Norfolk Island community, however it is unknown whether businesses have continuity plans to cover disasters, loss of customers and market share.
- e) Public education – In preparation for the cyclone season, warning posters are distributed amongst the community along with an information page in the NI phone book.

3.2 EMERGENCY RISK ASSESSMENTS

EMNI adopts a risk management approach to disaster and emergency management. “Risk management” is defined as:

“The identification, assessment, and prioritization of risks followed by coordinated and economical application of resources to minimize, monitor, and control the probability and/or impact of unfortunate events.”

The risk assessment matrix is underpinned by ISO 31000:2009 and is included at Annexure 3.

PART 4 – PREPARATION

4.1 PLANNING

The threat to the Norfolk Island community from disasters or emergencies requires the ability to mobilise all available resources to preserve life and property and to plan for, respond to and recover from those disasters. Planning for such risks recognises the geographic isolation of the Island and that, even with all resources available for a major event; local capabilities are likely to be insufficient to meet the total response or recovery need.

Resources are available commensurate with both risk and need from:

- i) the Norfolk Island Regional Council;
- ii) the Norfolk Island community, including private and business resources; and
- iii) the Australian Government services including the Federal Police, Border Protection, Biosecurity, Parks and Wildlife and
- iv) Emergency Management Australia

4.2 RISK ASSESSMENT

The following threats/risks have been identified by the EMNIC as “high” and requiring active management through SoP’s.

Threat/Incident
Commercial airliner crash
Cat 3+ cyclone impacting the island resulting in casualties, infrastructure and building damage
Structural fire (commercial building/s – more than 10 people)
Small aircraft (6 person) ditching into the ocean near the island
Explosion
Epidemic – contagious disease (Human to Human)
Terrorist Incident
Marine Search and Rescue

4.3 COMMUNITY VULNERABILITY

Vulnerable groups requiring special attention and details of those elements and/or parts of the community that are at risk are listed below:

Vulnerable Group	Comment
Hospital	Requires a plan that includes evacuation, practice and possible alternate site arrangements. Patients will be evacuated, if required, by air. There are limited morgue facilities.

	Is also a Residential Aged care facility, possible disabled patients or reliant on medical treatment, culturally or linguistically diverse. People concentrated in a defined area.
Central School & Banyan Park Playcentre	Children and teachers concentrated in a defined area. Ease of spread of communicable diseases. Requires an Evacuation and assembly plan. Young children need directing.
Airport	Runway length limits access for larger aircraft.
Tourists	A majority of the tourists on Island are elderly.
Museums	Low lying area and buildings could flood in extremely high tides / storm surges.

4.4 ORGANISATIONAL PLANS & PROCEDURES

The emergency risk management process is used as the basis for emergency planning by the EMNI in preparation of its plans. This methodical approach to the planning process provides a consistent framework for the NIRC and community when addressing emergency management issues.

Nothing in this NORDISPLAN reduces responsibilities of individual agencies to fulfil their own emergency management functions for specific events.

The emergency management structure uses NIRC and non-NIRC organisations to prevent, prepare for, respond to and recover from the effects of an emergency.

4.5 REVIEWING, TESTING, EVALUATING AND MAINTAINING THE NORDISPLAN

Conducting well prepared and coordinated exercises, in addition to testing emergency plans and SoP's, leads to a better mutual understanding and cooperation between the various components of the Island's emergency management structure.

The EMNIC Chair is responsible for ensuring EMNIC arranges for the NORDISPLAN to be exercised in alternate years by live and table-top exercises. The NORDISPLAN will be reviewed in accordance with section 8(1)(d) of the Act.

On the invitation from the Chair, the NIRC General Manager will assist with the preparation, conduct or assessment of exercises.

4.6 MAP STANDARDS

To ensure uniformity and alleviate problems during response operations, NIRC and or other applicable agencies shall supply consistent maps to be used by the relevant functional service areas.

4.7 EMERGENCY OPERATIONS CENTRE (EOC)

The EMNIC Chair is responsible for controlling, preparing and maintaining SoP's, as well as general management of the Emergency Operations Centre (EOC). This includes staffing and administrative arrangements, and ensuring that the EOC remains in a constant state of readiness and can be staffed and activated at short notice.

4.8 PUBLIC EDUCATION

Public involvement and participation is a key principle in emergency management in Norfolk Island. NIRC in conjunction with EMNIC are responsible for developing community education programs that will provide an awareness of:

- 1) The nature of local hazards
- 2) Public warning systems
- 3) Agency roles and responsibilities
- 4) Emergency procedures

PART 5 – CONTROL AND COORDINATION

5.1 LIAISON

Persons representing their agency at the EOC must be capable of providing immediate advice to the EMT and IMT, and other agencies, on the capabilities and current resource status of their agency.

During prolonged operations the Chair or the IC is to conduct regular progress report / briefing / planning meetings, at a suitable place, to be attended by the IMT and functional area coordinators. The minimum requirement is for a daily meeting to plan for the next 24 hour period.

5.2 INFORMATION MANAGEMENT AND INTELLIGENCE

The following may be used to disseminate public information throughout the community:

- 1) Local newspaper
- 2) Local online news
- 3) Local radio stations
- 4) NIRC website
- 5) Visitor Information Centre
- 6) Leaflet handouts, public displays and public addresses

PART 6 – RESPONSE ARRANGEMENTS

6.1 ACTIVATION OF THE NORDISPLAN

NORDISPLAN has 3 phases:

1. STANDBY
2. ACTIVATED
3. DEACTIVATED

Any phase change of NORDISPLAN will be in response to an incident or emergency that requires a coordinated community response. The EMNIC Chair is authorised to determine the phase of the NORDISPLAN at any time after consultation with EMT.

Nothing in this NORDISPLAN prevents the EMNIC Chair from moving the status of the NORDISPLAN directly to the “Activated” phase or moving down to the “Standby” phase at any time, depending on the circumstances of the particular event being faced.

Where the NORDISPLAN has been “stood-down” it must be reinitiated.

6.2 DECLARING A “STATE OF DISASTER” OR A “STATE OF EMERGENCY”

The Act provides for declarations by the Administrator of a “State of disaster” or “State of emergency”.

The declaration of a “State of Disaster” or “State of Emergency” is a significant step in the emergency management process. It invokes the extraordinary statutory powers of the Administrator, the EMNIC Chair and the Authorised Officers and can only be made by the Administrator on the advice of the EMNIC Chair.

During a declared state of disaster or emergency the Act gives Authorised Officers extraordinary powers aimed at the protection of life and property and a restoration of conditions to normal. These powers extend to both public and private property and to individuals and corporations.

6.3 DETERMINING THE DISASTER OR EMERGENCY AREA

The Act allows the Administrator to include in any declaration a geographic description of the physical area to which it applies. EMNIC may also consider whether the area to which a declaration is effective needs to be expanded, contracted or changed entirely during the course of the event.

6.4 REQUEST FOR EXTERNAL ASSISTANCE

During a disaster or emergency situation where, in the opinion of the EMT Chair, local resources are, or are likely to be, inadequate or overwhelmed the EMT Chair, on the recommendation of the EMT, may request Australian Government physical assistance under the auspices of the Commonwealth Disaster Response Plan (COMDISPLAN).

The EMT Chair is authorised to liaise directly with Emergency Management Australia (EMA) to facilitate the provision of assistance under the COMDISPLAN. The Administrator must be

advised of the request for assistance. EMA will consider requests and coordinate Australian Government assistance.

When a request for assistance is received, EMA will coordinate the provision of assistance which may be provided by a Commonwealth agency, a commercial provider or a combination of these.

Requests for physical assistance from the Australian Government may be telephoned to EMA in the first instance, but must be confirmed by a formatted hard copy via email.

6.5 DEPLOYMENT OF EMA-LO

The EMNIC may also request further EMA assistance in the form of an EMA Liaison Officer (EMA-LO) who can be deployed and embedded with the EMT in advance of the emergency.

6.6 OPERATIONS CENTRES

The EOC on Norfolk Island is a dedicated facility established and staffed (as required) to coordinate operational responses, resource acquisition and deployment; and recovery from an emergency situation.

The primary EOC is located at the southern end of the Emergency Services Centre (ESC) on Ferny Lane, within the ESC, adjacent to the airport runway 11 approximately 2kms from the intersection with Douglas Drive.

An alternative operation centre has been identified at the Police Station. In the event that the EOC facility is non-operational due to damage or any other cause, the EMNIC Chair will determine the most appropriate alternate location.



Figure 4

6.7 WARNINGS

Emergency warnings will be broadcast to the community over the following media outlets in accordance with the Media & Public Information SoP:

- 1) Local radio stations
- 2) NIRC website
- 3) Local newspaper
- 4) Local online news
- 5) Visitor Information Centre
- 6) Leaflet handouts, public displays and public addresses
- 7) If time permits appropriate personnel will deliver evacuation warnings through a doorknock operation

Approximately 800 visitors on average are present on Norfolk Island. During a disaster or emergency they will not be familiar with the terrain, geography, locality or identity of key features and personnel involved in emergency management activities. Therefore, clarity and consistency of the details of public messages will be critical to successful information transfer.

6.8 EVACUATION CENTRES

Evacuation centres may be required for one day, short term (4-5 days) or long term use. The Welfare Functional Service Coordinator will maintain a register of Evacuation Centres and key holder contacts.

6.9 EVACUATION ARRANGEMENTS

Evacuation of persons or animals from an area of danger or potential danger is a possible strategy in combating any particular hazard impact. This includes the consideration of:

- a) The decision to evacuate persons or animals is not one which should be taken lightly. A risk management approach using all available and relevant data will enable a timely decision.
- b) The trigger to evacuate or stay put will ideally be identified during the planning process and be included in organisation's SoP's.
- c) The IC in conjunction with EMT will determine the need for evacuation and seek assistance from the Australian Government.
- d) If evacuation of Norfolk Island is the preferred option and possible, the EMNIC Chair will liaise with the Administrator, the General Manager of NIRC and EMA.

PART 7 – RECOVERY ARRANGEMENTS

7.1 RECOVERY

Recovery operations are defined as those which provide the means for:

“..recovery of the normal pattern of life of individuals, families, and communities affected by a disaster or emergency and include these:

- (a) restoration of essential facilities and services;*
- (b) restoration of other facilities and services necessary for the normal functioning of a community;*
- (c) provision of material and personal needs; and*
- (d) provision of means of emotional support...”²*

Recovery operations aim, as far as possible, to assist the community to manage its own recovery, while recognising that there may be a need for external technical, physical and financial assistance. Recovery is characterised by a complex array of issues and a broad range of organisations and stakeholders. Recovery procedures and processes often have a lasting impact on the community and may be costly in terms of financial and other resources.

The key principles which underpin recovery operations in Norfolk Island are:

1. Disaster recovery is an integral part of emergency management, which includes the broader components of prevention, preparedness and response. Planning for recovery is integral to emergency preparation and mitigation actions may often be initiated as part of recovery, and
2. Disaster recovery includes physical, environmental and economic elements, as well as psychosocial wellbeing. Recovery can provide an opportunity to improve these aspects beyond previous conditions, by enhancing social and natural environments, infrastructure and economies – contributing to a more resilient community.

Successful recovery relies on:

- i. understanding the context;
- ii. recognising complexity;
- iii. using community-led approaches;
- iv. ensuring coordination of all activities;
- v. employing effective communication; and
- vi. acknowledging and building capacity.

Recovery operations are included in the Welfare FSA SoP.

² Disaster and Emergency Management Act 2001 (NI)

7.2 EXPENDITURE

All claims for costs must be presented to the EMNIC for approval and include all relevant invoices. Reimbursement will only be approved for actions sanctioned by the EMNIC. Any questions regarding expenditure or funding, or actual expenses incurred during activation of the NORDISPLAN are to be discussed, recorded and reported to the EMNIC through the EMNIC Chair.

7.3 DISASTER AND EMERGENCY RELIEF FUND (DERF)

A Disaster and Emergency Relief Fund (DERF) has been established under the Act. This fund is managed by the Disaster Relief Fund Committee which is also established under the Act. Funds will be managed in accordance with requirements stipulated under s.17 of the Act and may only be used for providing relief to victims of the disaster or emergency. Detailed information on the operation of the DERF is contained in the Welfare SoP.

ANNEXURE 1 - PLAN DISTRIBUTION

COPY NO.	RECIPIENT	No. of Copies
1	Master Copy held in Records	1
2	Norfolk Island Administrator (Administrator)	1
3	Chairperson EMNI	1
4	General Manager Norfolk Island Regional Council	1
5	Incident Controller EMNI	1
6	Deputy Incident Controller EMNI	1
7	Emergency Operations Centre	1
9	Functional Service Coordinator (Airport)	1
10	Functional Service Coordinator (Border Protection)	1
11	Functional Service Coordinator (Fire Services)	1
12	Functional Service Coordinator (Health)	1
13	Functional Service Coordinator (Media & Public Information)	1
14	Functional Service Coordinator (Police)	1
15	Functional Service Coordinator (Telecommunications)	1
16	Functional Service Coordinator (Transport & Resources)	1
17	Functional Service Coordinator (Welfare)	1
18	Headquarters, Joint Operations Centre (HQ-JOC) Australian Defence Force (ADF)	1 – ecopy only
19	Crisis Coordination Centre, Department of Home Affairs, Canberra	1 – ecopy only
20	Emergency Management Australia, Department of Home Affairs, Canberra	1 – ecopy only
21	External Territories Policing Desk, International Deployment Group (IDG), Australian Federal Police	1 – ecopy only
22	Territories Division, Department of Infrastructure, Regional Development and Cities	1 – ecopy only
23	Australian Marine Safety Authority	1 – ecopy only
24	Rescue Coordination Centre New Zealand	1 – ecopy only

ANNEXURE 2 – LIST OF EMERGENCY MANAGEMENT ABBREVIATIONS

ADF	Australian Defence Force
AFP	Australian Federal Police
AIIMS	Australasian Inter-Service Incident Management System
AMSA	Australian Marine Safety Authority
AO	Authorised Officer
AOCC	Australian Federal Police Coordination Centre
ARFFS	Aviation Rescue Fire Fighting Service
ATSB	Australian Safety Transport Bureau
AUSSPREDPLAN	Australian Government Space Re-Entry Debris Plan
BOM	Bureau of Meteorology
CASA	Civil Aviation Safety Authority
AUSAVPLAN	Australian Government Aviation Disaster Response Plan
COLREGS	Convention on the International Regulations for Preventing Collisions at sea
COMDISPLAN	Australian Government Disaster Response Plan
CCC	Crisis Coordination Centre (Department of Home Affairs)
GM	General Manager, Norfolk Island Regional Council
CFCO	Chief Fire Control Officer
DERF	Disaster and Emergency Relief Fund
Home Affairs	Department of Home Affairs
DIRDC	Department of Infrastructure and Regional Development and Cities
DVI	Disaster Victim Identification
EMA	Emergency Management Australia
EMA-LO	Emergency Management Australia Liaison Officer
EMT	Emergency Management Team (Norfolk Island)
EMNI	Emergency Management Norfolk Island
EMNIC	Emergency Management Norfolk Island Committee
EMNIC CHAIR	Chairperson, Emergency Management Norfolk Island Committee
EOC	Emergency Operations Centre
ESC	Emergency Services Centre
FSA	Functional Service Area
FSC	Functional Service Coordinator
IC	Incident Controller
IMT	Incident Management Team
NIRC	Norfolk Island Regional Council
NIHRACS	Norfolk Island Health and Residential Aged Care Service
NIVRS	Norfolk Island Volunteer Rescue Squad

NIFS	Norfolk Island Fire Service
NIPF	Norfolk Island Police Force
NORDISPLAN	Norfolk Island Disaster and Emergency Plan
NRIS	National Registration and Inquiry System
OIC-NIPF	Officer-in-Charge, Norfolk Island Police Force
PA-NI	Parks Australia Norfolk Island
SoP	Standard Operating Procedure
VRA-NSW	Volunteer Rescue Association of NSW
WAA	Welfare Assembly Areas

ANNEXURE 3 – RISK ASSESSMENT MATRIX

CONSEQUENCE LIKELIHOOD	1. Negligible	2. Minor	3. Moderate	4. Major	5. Extreme
	LEVEL OF RISK				
5. Certain	S	S	H	H	H
4. Likely	M	S	S	H	H
3. Moderate	L	M	S	H	H
2. Unlikely	L	L	M	S	H
1. Rare	L	L	M	S	S

LEGEND

H	H = High Risk
S	S = Significant Risk
M	M = Moderate Risk
L	L = Low Risk

A five point scale is used to define the likelihood of risk

MEASURE OF LIKELIHOOD

LEVEL	DESCRIPTION	DESCRIPTION
5	CERTAIN	The risk event will occur
4	LIKELY	The risk event is almost certain to occur
3	MODERATE	The risk event will probably occur
2	UNLIKELY	The risk event is not likely to occur
1	RARE	The risk event will occur only in exceptional circumstances

A five point scale is used to define consequence of risk.

MEASURE OF CONSEQUENCE

LEVEL	DESCRIPTION	HUMAN THREAT	PHYSICAL COST
5	EXTREME	Severe threat to human life, multiple deaths	Physical cost up to \$100 M
4	MAJOR	High threat to human life, few deaths	Physical cost up to \$10 M
3	MODERATE	Some threat to human life	Physical cost up to \$1 M
2	MINOR	Low threat to human life	Physical cost up to \$100k
1	NEGLIGIBLE	Low threat to human life	Physical cost up to \$10k

Review of existing nominated evacuation facilities

A review of existing nominated evacuation facilities included:

- Norfolk Island Leagues Club
- Norfolk Island School
- Rawson Hall; and
- Seventh Day Adventist Church and Hall.

The purpose of the review was to understand the existing facilities' ability to withstand extreme weather events, existing capacity and critical services and infrastructure. The review considered the dimensioning scenario, focusing on a category 3 minimum cyclonic event.

The design criteria for Queensland's Department of Housing and Public Work's (DHPW) document "Design Guidelines for Queensland Public Cyclone Shelters" has been referenced for the assessment of the existing nominated facilities. The assessment focused on the following design criteria for public cyclone shelters:

- Shelter Location: The shelter shall remain accessible during an emergency event and low risk to land slips
- Structure: The shelter must be designed to resist wind, debris, permanent and imposed loads
- Human Factors: min 1 m² per person, food preparation facilities for a 36-hour occupancy period and 1 toilet per 40 people

The overall limiting criteria for the nominated facilities has been size, currently Norfolk Island's population is approximately 2,000 persons. None of the nominated facilities whether considered as individual facilities, or in combination, could cater for the human factor requirement of 1 m² per person and toilet facilities. The structures also did not suit debris loading criteria as unprotected large glass windows were observed on all facilities. From an accessibility perspective, the locations of these facilities were deemed acceptable, as anecdotal evidence suggests that all sites have maintained road access during past significant rainfall events and have low land slip risks.

It is noted that none of the existing facilities appeared to have back-up power generation or storage provision.

Norfolk Island Leagues Club

Building form and function

The Norfolk Island Leagues Club was selected as a potential emergency shelter to assess as part of the business case. The original structure was built circa 1940s with various additions made over time. There are 4 sections that comprise the complex:

1. the central dining hall
2. the south bar hall
3. the north squash courts; and
4. the exposed veranda.

There are 2 types of construction that comprise the Norfolk Island Leagues Club structure:

1. a timber framed structure which is observed for the central dining, south bar hall and the veranda and
2. a mixed blockwork wall and timber framed structure which is observed in the north squash courts. Blockwork walls are favourable for resisting impact loads from flying debris in terms of robustness. This section of the report has focused on the North Squash Courts as a potential viable emergency shelter for the assessment.

Key Observations

The north squash courts consist of an upper roof over the squash courts and a lower roof over the entrance/toilets. The upper and lower roof structures distribute vertical and lateral loads to the foundations via blockwork and timber framed walls respectively. Both roof structures are framed via a 15 m span roof truss on an approximate 20 - 30-degree pitch and is clad by a metallic sheeting. Large glass windows and doors are present on all wall elevations except for the 3 blockwork walls surrounding the 2 squash courts. The overall area of the northern squash court measures approximately 450 m². The squash courts have 2 female toilets and 2 showers plus 1 male toilet, 1 urinal and 2 showers. No cooking facilities are present within the squash courts but can be accessed within the central dining hall, however this structure's walls are not blockwork. The site in the past has maintained access during significant rainfall events. The site is inland and benefits from wind shielding from surrounding structures. Large trees are present on the site within close proximity of the squash courts.

The presence of blockwork walls on Norfolk Island Leagues Club is a positive for the use of the building as an emergency shelter. However, the following items create vulnerabilities for the building:

- Large windows present that have the potential to create dominant openings from flying debris.
- All other walls are timber clad and are not as robust as blockwork.
- Size of the structure limits how many people can shelter in place.

The building was mostly in sound condition from a materials durability perspective apart from some minor defects consistent with the age of the building.

Norfolk Island School

Building form and function

The Norfolk Island school consists of approximately 10 single storey buildings which are of a timber framed construction with 10-20 degree pitched roof trusses clad in a metallic sheeting. The inspection has focused on the main office building and the "Bean Shed" for the assessment of the suitability for an emergency shelter. The buildings appear to be a circa 1960-80s build and of timber construction. The walls are timber panel clad with large single pane windows with an approximate size of 1.8 x 1.5 m. The buildings flooring system is attached to timber foundation stumps with a positive mechanical connection. Both buildings appear to be on higher elevation with appropriate surface water drainage. The main office and "Bean Shed" floor area is approximately 430 m² and 280 m² respectively.

Key Observations

Only the main office building (classroom Nos. 18/19/20/21) and the "bean shed" (classroom Nos. 16/17) have access to internal toilets. All other buildings do not have access to internal toilet facilities. Access to internal toilets during a shelter in place scenario is critical as a cyclone event can last up to 36 hours.

2. The main office and "Bean Shed" have varying additional facilities that would be of benefit for an emergency event, the differences being:

- The main office has access to a medical bay and only 1 toilet.
- The "Bean Shed" has access to 2 no. Showers and 2 toilets.

Rawson Hall

Building form and function

Rawson Hall was identified as a nominated emergency shelter to assess. The hall is of a timber framed construction, with timber rafters being supported on timber columns. Lateral stability is provided via timber portal frames in the east/west direction and timber braced walls in the north/south direction. The roof is sheeted with a metallic sheeting and appears relatively newer in relation to the original building, the walls are clad in timber panels. The main auditorium ground floor measures approximately 500 m². The floor appears to be supported of timber bearers and joists which are supported on concrete foundation stumps.

Key Observations

There does not appear to be a positive fixing between floor bearers/ joists and the concrete foundation stumps. This is a concern as the superstructure could disconnect from the foundation system during a high wind event.

Single pane glass windows are present on the majority of wall surfaces, the windows measure 2.0 x 0.7 m. The glass windows can be an area of concern for creating large dominant openings from flying debris during high wind events.

Bathrooms were present in the building and consisted of 3 female toilets and 1 male toilet and 2 urinals. A new annexure has been added to the building and has kitchen facilities. The new annexure appears to be of the same timber construction as the original building and clad in a similar manner with large single pane windows.

Seventh Day Adventist Church and Hall

Building form and function

The Seventh day Adventist site was identified as a nominated emergency shelter to assess. The site consists of 5 buildings, only 1 building: the "church hall" was assessed as suitable to shelter a large group of people during an emergency. The church hall was constructed in 1972. The church hall structure is what appears to be a steel portal frame construction. The roof pitches at approximately 10-20 degrees and is clad with a metallic sheeting. The walls are infilled with brickwork. The vertical and lateral loads are distributed to ground via the steel portal frame and shear walls created by the brickwork infill. The robust brickwork walls are favourable for resisting impact loads from flying debris. The foundation appears to be a concrete slab on ground, no mechanical connection between the superstructure and the foundation could be confirmed but it is assumed anchors are present between the foundation slab and the steel posts.

Key Observations

The church hall has access to internal kitchen facilities. External toilets are located on the North / East elevation and cannot be accessed from the inside during a shelter inside scenario. It is understood that internal access to the toilets could be granted with minor modifications to the internal partition walls. The church hall does not have shower facilities. Single pane windows are present on all 4 wall elevations, windows measure approximately 1.0 m x 1.0 m. The church hall internal space measures approximately 150 m².



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**National Coordination Mechanism
Norfolk Island – Tropical Cyclone Gabrielle
11 February 2023**

Executive Summary

s22



Outline of National Emergency Management Agency Preparations and Understanding

- The Commonwealth will not activate nor deploy capability without NI making a request through Emergency Management Norfolk Island (EMNI).
 - NEMA will operate under the assumption that the Norfolk Island Disaster and Emergency Management Plan (NORDISPLAN) has been activated.
 - NEMA advised that EMNI is the primary committee that makes arrangements, equivalent to a state disaster committee.
 - NEMA advised that EMNI is administering an evacuation centre at Rawson Hall.
 - A concern had been raised that Rawson Hall may not be ideal as an evacuation facility for intense winds. AFP did not confirm one way or the other, citing that different views do exist.
- The National Emergency Management Agency (NEMA) will coordinate Commonwealth agencies together and its arrangements through the Crisis Coordination Team (CCT) within the National Situation Room (NSR) in Canberra.

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- NEMA has prioritised coordinating immediate response through the National Coordination Mechanism (NCM). Once impacts can be assessed and any deployments are in place, an Australian Government Crisis and Recovery Committee (AGCRC) can be convened.
- COMDISPLAN was activated on Friday 10 February 2023 in response to TC Gabrielle and the potential impacts to NI. This phase change is in anticipation of formal requests for Australian Government non-financial assistance.
- NEMA is connected with Australian Medical Assistance Team (AUSMAT) capability.
- NEMA is connected with QFES Disaster Assistance Response Team (DART) capability, which is ready to move from 0700 Sunday 12 February 2023. The DART capability is self-sufficient and able to be deployed for ten days. If requested by NI this would provide early intervention capability, incident management, support for emergency services to do impact assessments and conduct rescue.
- NEMA is connected with Defence capability, commercial airlines, and the Queensland Government Department of Communities, Housing and Digital Economy (CHDE) to assist with evacuation if required. It is important that Norfolk International Airport remains operational as it is necessary for access, resupply, and support.
 - Medical evacuation can be arranged as the first priority if required, then the evacuation of tourists which would help relieve pressure from the system.
 - It is also possible to move residents from the island at their voluntary discretion subject to the impacts.
 - CHDE may assist with offshore temporary accommodation.
- Defence may be required to transport AUSMAT, DART, and energy lines teams by air.
- Given vulnerabilities in medical capabilities such as hospital and aged care, further resources can be supplemented that provide infield primary care and up to field medical capability. There is also the option to move patients offshore to provide care.
- Given vulnerabilities in power and telecommunications, NEMA has connected with Essential Energy to prepare a supplementary team that can move in and help re-establish generation and distribution.
 - Given older telecommunications systems on NI, further advice may be required to address this atypical capability. NEMA will reach out to Telstra and the National Broadband Network (NBN). If power can be preserved, then telecommunications will be operational.
- Defence may be required to transport AUSMAT, DART, and energy lines teams by air, as well as support evacuation if necessary.
- NEMA's recovery line of effort will take three elements into account:
 - Human (i.e. social/emotional) element.
 - Early recovery of critical infrastructure such as roads and power.
 - Longer term infrastructure and economic recovery.
- Other lines of effort that NEMA is conscious of include surge capability from regular law enforcement operational decisions from the AFP. Another is surge capability from the ABF given international arrangements for customs and biosecurity clearance of people and goods for NI.

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- Queensland Department of Communities, Housing and Digital Economy (CHDE)
 - Have convened a whole-of-government director-generals' group as a resource if required. This group can be expanded.
 - Area most attuned to is any need for evacuation and the necessary intelligence to deliver.
 - The Red Cross has a small working group to assist evacuation.
 - Air transport can travel to Wellcamp Airport (Toowoomba, QLD) and move people quickly. Different stages of stand-up are possible up to 1,000 people.
 - State Disaster Coordination Group can be activated if required in cooperation with the State Disaster Coordinator.

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APPENDIX 3

Pages 1 - 21 and 23 - 48
have been removed under
section 22 - irrelevant
information

FORM 7A



SITUATION REPORT

Name: TC Gabrielle

Date: Friday 10 February 2023

Time Issued 2100

Situation:

s22

Meeting with National Co-ordination Mechanism (NEMA) via Zoom in Administrator's Office; advised that preparations are advanced and that providing there is no damage to Foodland's our food supply will be Ok. Likewise unless the Hospital is damaged or the electricity generation or distribution is severely damaged we should be able to manage the TC without external assistance. They advised that they were connecting with infrastructure and that ADF and AFP were on standby to supply surge capacity. Similarly, should evacuation be required Border Force were on notice along with Health & the National Trauma & Emergency Centre. Also, the Queensland Fire & Emergency Services were available to undertake an initial impact assessment if required. Power companies had been notified to aid with lines crews if necessary. ADF can provide heavy airlift. Any requests would be made through NEMA. Direct contact would be through s22 (s22 OIC).

s22

**Australian Government****National Emergency Management Agency**

Pages 3 and 4 have been removed under section 22 - irrelevant information

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National Coordination Mechanism Norfolk Island – Tropical Cyclone Gabrielle After Action Review

Executive Summary

Observations from Representatives

s22

National Emergency Management Agency (NEMA)

- As a result of the Commonwealth-led synchronisation afforded by the National Coordination Mechanism (NCM), the engagement and shared understanding of complex governance arrangements for NI resulted in effective collaboration among stakeholders.
- The CCT was effective in delivering administration and planning.
- The use of the Crisis Appreciation Strategic Planning (CASP) process provided a documented basis for response and subsequent recovery efforts.
- NEMA was reassured that the AFP was able to accommodate surge requirements, supplemented by support from Defence.
- NEMA was reassured by the forward leaning preparation of Queensland Government bodies as they looked to identify areas where they could provide support.
- A point to note is that evacuated persons from NI to mainland Australia would be treated as an international transfer from a customs perspective, which requires liaison with the Australian Border Force (ABF).
- A draft concept of operation is being written which will ensure a plan will exist to guide any future requirements for a response.
- NEMA will seek further discussion with EMNI on the clarification of NORDISPLAN.

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- NEMA will engage in an after action review with stakeholders from NI in order to help identify areas of improvement for NI.
- DRR Group will engage in further work to reconcile the provision of assistance for unique jurisdictions such as NI.

s22

Queensland Reconstruction Authority (QRA)

- The NCM was effective in facilitating the sharing of information.
- QRA was able to establish a plan to accommodate residents for evacuation.
- Notifications must go to the relevant agencies after an NCM is established.

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Pages 3 and 4 have been removed under section 22 - irrelevant information

Norfolk Island
After Action Review
31 March 2023

Attendees:

- Eric Hutchinson, Administrator, Norfolk Island
 - George Plant, Controller
 - s22 [REDACTED], Norfolk Island Regional Council
 - s22 [REDACTED], Australian Federal Police
 - s22 [REDACTED], Department of Infrastructure, Transport, Regional Development, Communications and the Arts (DITRDCA)
 - Joe Buffone, Deputy Coordinator General, Emergency Management and Response, NEMA
 - Dave Long, Asst Coordinator General, Crisis Operations Branch, NEMA
 - s22 [REDACTED], Director Strategic Planning and Engagement, NEMA
 - s22 [REDACTED], Bureau of Meteorology
-

Purpose

National Emergency Management Agency (NEMA) conducted an After Action Review (AAR) with the Norfolk Island Emergency Management Committee (EMNIC) on Friday 31 March 2023.

The purpose of the AAR was to review the planning, preparedness and response to TC Gabrielle that impacted Norfolk Island on 11 February 2023.

s22 [REDACTED]

s22

Preparedness for TC Gabrielle – Joe Buffone

s22

NEMA preparatory activities included the establishment of the CCT within the National Situation Room (NSR), a number of Australian Government and NI specific National Coordination Mechanism (NCM) meetings and a Crisis Appreciation and Strategic Planning (CASP) process undertaken to understand the potential risks, impacts and likely requests for assistance. The CASP process resulted in the following capabilities being put on standby to respond:

- o Disaster Assistance Response Team (DART) from Queensland – rescues and damage assessment, IMT support
- o Australian Medical Assistance Team (AUSMAT) – from a small initial Rapid Assessment Team through to a full field hospital
- o POWER ON capability – to support power restoration
- o Australian Defence Force - for airlift capability to transport teams, equipment and resupply
- o Telstra - to provide temporary infrastructure and NBN
- o Australian Border Force and Biosecurity - arrangements in place to facilitate entry of NI community onto mainland if required
- o Evacuation facilities identified in Queensland should evacuation have been required

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Pages 7 - 13 have been removed under section 22 - irrelevant information



Australian Government
National Emergency Management Agency

Enter document number Eg. PDMS, PDR or Tim

Australian External Territories

Norfolk Island Emergency Response Planning Day

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Acknowledgement of Country

In the spirit of reconciliation NEMA acknowledges the Traditional Custodians of Country throughout Australia and their connections to land, sea and the community. We pay our respects to their Elders past and present and extend that respect to all Aboriginal and Torres Strait Islander peoples today.

National Emergency Management Agency
Australian External Territories – Concept of Operations

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Purpose

The planning day is intended to enhance the connection and collaboration between Australian Government agencies that operate on, provide services to, or have a role in emergency response for Norfolk Island.

Participants were split into two groups to conduct a workshoping activity responding to various disaster scenarios to explore agency response roles and options, identify any gaps and use this information to create a concept of operations for emergency response to Norfolk Island.

Group 1 workshoped a response to Tropical Cyclone activity.

Group 2 workshoped a response to Marine Incidents (collision, oil spill, other) and Bushfire response.

Scenarios explored during the planning day are detailed in the remainder of this document.

Commented s22 Was that it? Or did you do another activity?

Planning Day Representation

- NEMA
 - NEMS Stockpile
 - NEMS Panel
 - Intelligence (NSR)
- ADF – military response effort
- CASA – aviation considerations
- Health and Wellbeing
- Legislation
- Policy
- Telecoms
- AMSA/maritime/shipping
- International agencies
- Search and rescue agencies
- AFP
- Service (QLD)
- Services (NIRC)
- Education
- Childcare
- Biodiversity
- Water
- ABF
- BOM

Emergency and Disaster Response Considerations

- Norfolk Island is a World Heritage listed island
- Natural assets and unique biodiversity
- Marine park surrounds the island
- Island capacity for emergency response
- Disaster Funding Arrangements – currently not eligible for DFR
- Island assets (equipment etc.) to support response & management of assets
- Impacts of climate change
- Security

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Australian External Territories – Concept of Operations

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Disaster Scenarios

Norfolk Island's capacity to deal with a medium- to large-scale disaster and/or mass casualty/injury incidents is low and it is likely that external assistance will be required. Within any such scenario, primary vulnerabilities are likely to include:

1. Insufficient capacity of local Emergency Services to respond to impacts of larger events.
2. No spare capacity in the hospital to accommodate for influx of casualties, and no surgical capability.
3. Only one airport, which if damaged could inhibit/prevent rapid resupply or medevac.
4. No deep water sea ports, and hence limited access for bulk shipments of resupply and reconstruction materials if larger scale reconstruction is needed.
5. "Tyranny of Distance" - geographical isolation is likely to compromise timely aid and efficient recovery.

Tropical Cyclone

Norfolk Island is at risk from tropical cyclones, predominantly between November and April. Even when tropical cyclones do not move directly over the Norfolk Island they may still cause serious impacts.

In addition to tropical cyclone risk, Norfolk Island is susceptible to strong winds and heavy rainfall with the passage of cold fronts during autumn, winter and spring. Low cloud and turbulence are common aviation hazards associated with these systems.

During the workshop **Group 1** identified the following main concerns:

s22

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10. Norfolk Island generates high tourism annually, this adds to the complexities of a cyclone response. There is no clear strategy in place for mass evacuation or sheltering of Norfolk Island Residents or tourists.

Primary focus of the discussion centred on the lack of suitable cyclone proof shelter available on the island to guarantee the safety of residents in the event of a catastrophic cyclone event. Norfolk Island additionally generates high tourism annually in addition to the residential population that live on the island. During this discussion the group identified that whole-of-island evacuation may be required.

NORDISPLAN identifies, albeit limitedly, an education piece for cyclone preparation as part of a risk mitigation activity. However, it does not clearly outline procedures or processes for evacuation and availability of cyclone proof shelters. Evacuation planning would need to be incorporated into and detailed into a revised/updated NORDISPLAN/COMDISPLAN.

Key requirements identified for a response include:

- Early identification of evacuation requirements, if any, should be communicated in pre-landfall phase. Likely evacuation would depend on advice regarding fly/no fly weather due to wind speed.
- Early (aerial) surveillance to assess any potential damage is first priority post disaster. The Group identified that due to its proximity to the island, aerial surveillance would best be conducted from New Zealand.
 - An MOU between Australia and New Zealand to support emergency response capabilities, including aerial surveillance, would be required.
- Clear identification of how evacuations would be funded and by who
-

Capabilities Available

- Civil Aviation Safety Authority (CASA) has some capability to temporarily restrict airspace through request. This could assist in ensuring that only aircraft certified to assist the emergency response efforts (e.g.: ADF, NZ Search and Rescue, other chartered services) are permitted to operate within the specified period. A request would need to be placed via the CASA POC and included in NEMA response planning.
- There appears to be an established Island telco system which can be used to provide advance warning to residents and tourists in preparation for a STC.
 - Smart Traveller is not used on the island to issue warnings to tourists.
 - EMNI Facebook page is widely used throughout the island.
 - Radio capabilities
 - STARLINK – this is becoming increasingly available across private households and businesses.
 - Council satellite and satellite phone (one phone on the island)
- New Zealand is geographically closer in proximity to Norfolk Island than Australia and likely would be in a greater position to provide initial assistance.
-

Additional Risks

Action Items

1. After action review was undertaken after cyclone Gabrielle - door is open to have co-designed exercise with EMNI to prepare for future response.

National Emergency Management Agency

Australian External Territories – Concept of Operations

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Commented s22 Do we know who this is?

Commented s22 Were there any other items?

NORDISPLAN**NDP****2025****NOT FOR USE OR DISTRIBUTION UNTIL ENDORSED**

NORDISPLAN

NORFOLK ISLAND

DISASTER AND EMERGENCY PLAN

NDP 2025



Emergency Management Norfolk Island



AUTHORISATON

The Norfolk Island Disaster and Emergency Management Plan (NORDISPLAN) has been prepared by the Emergency Management Norfolk Island Committee (EMNIC) pursuant to Section 8 of the Disaster and Emergency Management Act 2001 (NI)

NORDISPLAN 2025 supersedes all previous versions and has been endorsed by the Administrator of Norfolk Island, National Emergency Management Agency (NEMA) and the Australian Government Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts.

VERSION CONTROL

Amendment No.	Amendment summary	Author	Effective date
02/2018	Review complete	EMNIC	05/06/2018
03/2025	Review complete	EMNIC	08/12/2025

DISTRIBUTION LIST

COPY NO.	RECIPIENT	No. of Copies
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2	Norfolk Island Administrator (Administrator)	1
3	Controller EMNI	1
4	General Manager Norfolk Island Regional Council	1
5	Emergency Operations Centre	1
6	Functional Service Coordinator (Airport)	1
7	Functional Service Coordinator (Border Protection)	1
8	Functional Service Coordinator (Fire Services)	1
9	Functional Service Coordinator (Health)	1
10	Functional Service Coordinator (Media & Public Information)	1
11	Functional Service Coordinator (Police)	1
12	Functional Service Coordinator (Telecommunications)	1
13	Functional Service Coordinator (Transport & Resources)	1
14	Functional Service Coordinator (Welfare)	1
15	Functional Service Coordinator (St John's Ambulance)	1
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20	Territories Division, Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts	1 – ecopy only
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22	Rescue Coordination Centre, New Zealand	1 – ecopy only
23	Spare x 2 – held in EOC (hard copy) (1 spare, 1 for Incident Controller when activated)	

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PART 1 – INTRODUCTION

1.1 AIM

The aim of NORDISPLAN is to provide a plan for the emergency management arrangements in response to an emergency on Norfolk Island.

1.2 SCOPE

NORDISPLAN describes the arrangements and identifies roles and responsibilities of relevant agencies in support of a response to any type of emergency or disaster in the territory of Norfolk Island.

The plan recognises Norfolk Island's capability to manage an emergency or disaster for up to 48-72 hours for impact events such as cyclone, airliner crash, explosion etc. This time frame does not apply to epidemics or potable water shortages where the state of emergency may extend for longer periods.

This plan must be adhered to by all EMNIC members, FSC's, authorised officers, members of the Emergency Management Team, Incident Management Team, NIRC staff and also members of the public that may be assisting during a disaster or emergency situation or event.

The arrangements within NORDISPLAN are not dependent on, nor do they hinder the activation of other plans or Standard Operating Procedures (SOP's).

1.3 GUIDING PRINCIPLES

In undertaking the planning process, EMNIC aims to provide a high level, overarching, all-hazards response framework to NORDISPLAN. NORDISPLAN is supported by several response plans, operating procedures and agency specific standard operating procedures which address additional roles and responsibilities required before, during or after an incident.

NORDISPLAN documents all hazard response arrangements and can be activated for any emergency, regardless of cause. A lead agency for response will be identified dependent on the nature of the event.

This Plan should be read in conjunction with the *Disaster and Emergency Management Act 2001* (NI) (the Act). The main principles which apply during an emergency operation are:

- During an operation which is the legal responsibility of a designated emergency service agency, the Controller is responsible to co-ordinate support with collaboration of the emergency service agency.
- The Controller will normally only assume control from an emergency service agency if the situation can no longer be contained and only after consultation with, and the agreement of, the relevant combat agency and its next higher level of control.

- Emergency response and recovery operations should be conducted with agencies carrying out their normal function, wherever possible.
- Continuous liaison between all individuals, organisations and groups involved in the operation.
- If local resources cannot cope, they will be augmented by those available through Australian government levels if necessary.

1.4 AREA COVERED BY THIS PLAN

This Plan covers the Territory of Norfolk Island defined as:

“Norfolk Island and all the other islands and rocks lying within the area bounded by the parallels 28° 59' and 29° 9' south latitude and the meridians 167° 54' and 168° east longitude”¹



Figure 1

Norfolk Island is a volcanic outcrop approximately 5 x 8 kilometres with an area of 34.5 square kilometres. It has no large-scale internal bodies of water and 32 kilometres of coastline. The island's highest point is Mount Bates, 319m above sea level, located in the northwest quadrant of the island. The coastline consists in the main of varying degrees of cliff faces. Norfolk Island also includes the uninhabited islands of Phillip and Nepean (respectively 7km and 1km south of the main island). *Figure 1 above.*

Norfolk Island has a population of approximately 1,600 residents with up to an additional 800 tourist visitors at any one time. English is the accepted language although the Norfolk Islanders speak Norf'k, a mix of Tahitian and 18th century English.

¹ *Norfolk Island Act 1979 (Cth)*, ss. 4(1) and Schedule 1

Norfolk Island is located approximately (figure 2) :

- 1,500km southeast of Brisbane, QLD, Australia;
- 1,120km northwest of Auckland, New Zealand;
- 800km south southeast of Noumea, New Caledonia; and
- 1,700km northeast of Sydney, NSW, Australia.



Figure 2

1.5 EMERGENCY MANAGEMENT FRAMEWORK

The Emergency Management Framework is consistent with AIIMS (Australasian Inter-Service Incident Management System) principles. The structure is flexible and adaptable, and allows for a consistent response to any event, regardless of the cause. The Framework clearly delineates planning and operations and defines the operating environment. Implementing the Framework requires everyone involved to understand his or her planning and operational roles and be clear on when the event has moved to the operations phase. The purple line in Figure 3 below illustrates this separation.

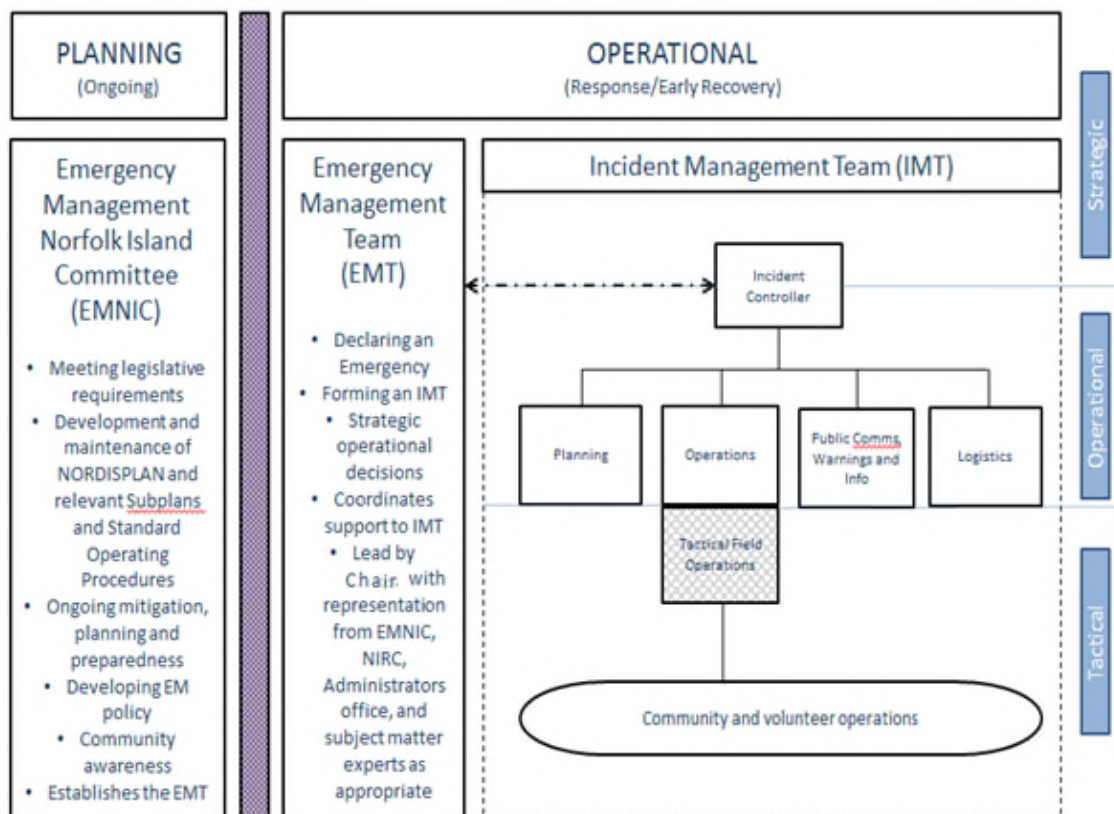


Figure 3

1.6 EMERGENCY MANAGEMENT CAPABILITIES

This Plan recognises Norfolk Island's need to maintain capability to manage an emergency for up to 48-72 hours post impact. *EOC 003 Resource Management* documents the resources available to EMNIC and in the event that the IMT, in consultation with the IC, considers the event has, or is likely to, exceed the limits of local capacity then a formal request for assistance to NEMA will be made through the Administrator's Office on Norfolk Island to the National Situation Room (NSR), Canberra. See *EOC 008 Internal Communications* for further guidelines and contact details.

PART 2 – AGENCY ROLES AND RESPONSIBILITIES

2.1 Lead Agency Roles

The EMNIC has considered the following hazards as risks/threats to Norfolk Island and determined the lead agency with responsibility to the identified risk/threat with support from EMNI as required. The roles are limited to within the day-to-day resources available on the island:

RISK	LEAD AGENCY	FUNCTIONAL SERVICE AREAS INVOLVED
Commercial airliner crash	NI Fire Service & Police	Australian Border Force, Airport, St John's Ambulance, NIHRACS, Media & PI, Transport & Resources & Welfare
Cyclone	IMT & EMT (appointed by EMNIC)	Airport, Fire, NIHRACS, Media & PI, Police, St John's Ambulance, Telecommunications, Transport & Resources, Welfare
Structural Fire (commercial building/s)	NI Fire Service	NIHRACS, St John's Ambulance, Media & PI, Police, Transport & Resources, Welfare & EMT
Explosion	NI Fire Service & Police	Airport, NIHRACS, St John's Ambulance, Media & PI
Epidemic – human to human contagious disease	NIHRACS	Australian Border Force, Media & PI, Police, Welfare
Epidemic – animal to human (zoonotic) contagious disease	NIHRACS	Australian Border Force, Health, Media & PI, Police, Welfare
Terrorist incident	Police	Airport, Australian Border Force, Fire, NIHRACS, Welfare, Media & PI, Telecommunications
Marine Search & Rescue	Police	NI Fire Service, Airport, NIHRACS, Media & PI, Transport & Resources, Welfare
Tsunami	IMT & EMT (appointed by EMNIC)	Airport, Media & PI, Police, Telecommunications, Transport & Resources, Welfare
Potable Water Shortage	IMT & EMT	NIHRACS, Welfare, Transport & Resources
Hazardous Material Incident	NI Fire Service	Police, NIHRACS, Transport & Resources, Airport, Media & PI, St John's Ambulance

The following information describes the roles and responsibilities of EMNI entities prescribed in the Framework upon activation.

2.2 Emergency Management of Norfolk Island Committee (EMNIC)

- EMNIC fulfils their role under the Act by undertaking:
 - o planning, including developing policy;
 - o the leadership of the strategic direction in relation to preparedness and mitigation; and

- o providing advice to the Administrator, Norfolk Island Regional Council (NIRC) General Manager, National Emergency Management Agency (NEMA) and the Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts (the Department).
- Section 8(2)(d) of the Act empowers EMNIC to trigger the Emergency Management Team (EMT) to commence coordination of the emergency management response. Members include the EMNIC Chair, representative from NIRC and functional leaders as required.

2.3 Emergency Management Team (EMT)

The EMT is a collaborative group that is led by the EMNIC Controller in direct collaboration with the Incident Controller.

When decisions are to be made by the EMT, they will be made by a majority vote of appointed officers. If the vote is tied the EMNIC Controller has the presiding vote. All decisions of the EMT are recorded in minutes and the EMT will determine if the proceedings of meetings are made public.

The EMT is responsible for:

- o establishing and supporting the Incident Management Team (IMT);
- o making decisions at the strategic level, such as determining the thresholds for requesting external assistance or whether complete or partial evacuations are required;
- o receiving briefings from the Bureau of Meteorology, as appropriate;
- o identifying key messages and ensuring stakeholder communication is coordinated, consistent and targeted to an appropriate audience;
- o ensuring effective processes are in place to register (*see EOC 005 Contact Directory, Human Resources and Volunteer Management, EMNI Form 21 Volunteer Register*) and deploy volunteers;
- o providing advice to the Minister for the declaration of a state of disaster or emergency, assessing the local resources (capability) – IMT can provide additional information (Refer EOC003 Resource Management); seeking assistance from the Australian Government via the National Situation Room (NSR) and NEMA; and
- o Creating such offices allowable under the Act and appoint persons to those offices.

2.4 Incident Management Team (IMT)

The IMT is responsible for operational management of the emergency/disaster and NEMA will provide assistance to the IMT when requested and will not overlay additional structure or take the lead during an incident. The IMT is led by the Incident Controller and is set up in functional areas to:

- establish and maintain control;
- undertake operational planning;

- manage operations;
- manage logistics;
- administrative support;
- finance;
- issue warnings and be the source of truth content for communications; and
- initiate and manage early recovery.

The IMT seeks support from the EMT for broader strategic assistance and provide operational advice to the EMT that should assist with broader communication. The tactical response is the 'on the ground' activities and will be made up of local first responders, emergency services, NIRC and other identified organizations with capability to respond.

2.5 Incident Controller (IC)

The IMT is led by the Incident Controller (IC). This position should be allocated dependent on the crisis or hazard. Where there is no clear lead, it falls to the Norfolk Island Police Force.

The IC is responsible for the operational response to the incident. The IC and Deputy IC are the link between the EMT for strategic decision-making and the operations which includes directing the tactical level.

The key principle is to keep the structure simple, pragmatic and apply the process to any type of emergency. Decision-making should also be relegated to the appropriate level in the structure, particularly to the local level.

PART 3 – PREVENTION

3.1 MITIGATION

Mitigation is one of the foundations for building a resilient community. Emergency mitigation means measures taken in advance of or after a disaster aimed at decreasing or eliminating the impact on society and the environment. Greater investment in disaster mitigation is likely to reduce the economic cost of natural disasters to the Island.

Mitigation strategies will be developed based on a thorough understanding of hazards identified in emergency risk planning and their interaction with all aspects of society together with lessons learnt following impacts or exercises of this NORDISPLAN. Norfolk Island utilises the following range of measures:

- a) Land use planning –The Norfolk Island Planning Act 2002 and its statutory Plan is the framework for future development and land management on Norfolk Island.
- b) Biosecurity and border control – These functions are carried out by the Australian Government for the environmental and border protection of Norfolk Island.

- c) Building codes – The Norfolk Island Building Act 2002 and the Australian/New Zealand Building Standards ensures buildings are to standards.
- d) Business continuity planning – Various types of insurance are available to the Norfolk Island community, however it is unknown whether businesses have continuity plans to cover disasters, loss of customers and market share.
- e) Public education – In preparation for the cyclone season, warning posters are distributed amongst the community along with an information page in the NI phone book.

3.2 EMERGENCY RISK ASSESSMENTS

EMNI adopts a risk management approach to disaster and emergency management. “Risk management” is defined as:

“..... the structured process of identifying, analysing, and evaluating potential hazards and risks that may affect the community, its people, assets and essential services. It involves implementing strategies to minimise the likelihood and consequences of emergencies, supporting evidence-based decision-making, effective use of resources and building community resilience across prevention, preparedness, response and recovery activities.”

The risk assessment matrix is underpinned by ISO 31000:2009 and is included at Annexure 3.

PART 4 – PREPARATION

4.1 PLANNING

The threat to the Norfolk Island community from disasters or emergencies requires the ability to mobilise all available resources to preserve life and property and to plan for, respond to and recover from those disasters. Planning for such risks recognises the geographic isolation of the Island and that, even with all resources available for a major event, local capabilities are likely to be insufficient to meet the total response or recovery needs.

Resources are available commensurate with both risk and need from:

- i) the Norfolk Island Regional Council;
- ii) the Norfolk Island community, including private and business resources; and
- iii) the Australian Government services including the Federal Police, Australian Border Force, Biosecurity, Parks Australia; and
- iv) National Emergency Management Agency

4.2 IDENTIFIED RISKS

The following threats/incidents have been identified by the EMNIC as “high” and require planned responses and active management through Response Plans (RP01-RP10).

Threat/Incident
Commercial airliner crash (RP01)
Small aircraft (6 person) ditching into the ocean near the island (RP01)
Cat 3+ cyclone resulting in casualties, infrastructure and building damage (RP02)
Structural fire (commercial building/s – more than 10 people) (RP03)
Explosion (RP04)
Epidemic – contagious disease (Human to Human) (RP05)
Epidemic – contagious disease (Animal to Human – zoonotic) (RP05)
Terrorist Incident (RP06)
Potable Water Shortage (RP07)
Marine Search and Rescue (RP08)
Tsunami (RP09)
Hazardous Material Spill (RP10)

4.3 COMMUNITY VULNERABILITY

In the event of an emergency or disaster impacting the community of Norfolk Island there are several vulnerable groups present on the island that may need special consideration and attention. EMNIC have identified the following listed groups, or parts of the community, as potential vulnerable groups:

Vulnerable Group	Consideration/Comments
NIHRACS	Requires a plan that includes evacuation, practice and possible alternate site arrangements. Patients will be evacuated, if required, by air. There are limited morgue facilities. Within the grounds of the hospital is the island's only residential aged care facility, there are also possibly patients with dementia or disabilities or those reliant on medical treatment or equipment as well as culturally or linguistically diverse patients. People concentrated in a defined area.
Central School & Banyan Park Early Education Centre	Children and teachers concentrated in a defined area. Ease of spread of communicable diseases. Requires an evacuation and assembly plan. Young children need directing.
Airport	The island is serviced by one airport only and the runway length limits access for aircraft larger than a Boeing 737-800 or A320 aircraft.
Tourists	The majority of the tourists on the island are elderly and many of them have mobility issues and/or chronic health conditions.
Museums	Low lying area and buildings could flood in extremely high tides/storm surges/effects of tsunami.

4.4 ORGANISATIONAL PLANS & PROCEDURES

The emergency management structure uses NIRC and non-NIRC organisations to prevent, prepare for, respond to and recover from the effects of an emergency.

The EMNIC Controller is responsible for controlling, preparing and maintaining procedures that support the NORDISPLAN. The NORDISPLAN is the overarching document for the Emergency Management Framework developed by EMNIC. The Emergency Management Framework is attached to this plan and is also attached to *EOC 001 Governance and Quality Management*. The framework is divided into three lower levels below the NORDISPLAN:

EOC procedures (EMNI EOC 001-008) - information, guidelines and instructions for the operation of the Emergency Operations Centre and linked activities.

Response Plans (RP01-10) – individual plans for responses to identified risks to the Norfolk Island community.

SOP's (SOP01-10) – Standard Operating Procedures developed by individual functional service areas for their response to emergency disasters or events. Nothing in this NORDISPLAN reduces responsibilities of individual agencies to develop and fulfil their own emergency management SOP's for specific events.

Risk management principles and processes are used as the basis for emergency planning by EMNI in preparation of its plans. This methodical approach to the planning process provides a consistent framework for the NIRC and community when addressing emergency management issues.

4.5 REVIEWING, TESTING, EVALUATING AND MAINTAINING THE NORDISPLAN

A better mutual understanding and cooperation between the various components of the emergency management framework can be achieved by conducting well prepared, regular and coordinated exercises. The NORDISPLAN will be reviewed in accordance with section 8(1)(d) of the Act. The NORDISPLAN will be tested by a combination of live and tabletop exercises following an alternate year plan.

The EMNIC Chair is responsible for ensuring EMNIC arranges for the NORDISPLAN to be exercised as prescribed and by invitation from the Chair, the NIRC General Manager will assist with the preparation, conduct or assessment of exercises.

Amendments to the plan may result from testing or exercising the plan, outcomes or apparent issues following activation of the plan or continuous improvement suggestions or updates.

4.6 MAP STANDARDS

NIRC and or other applicable agencies shall supply up to date and consistent maps to be used by the relevant functional service areas to ensure uniformity and alleviate problems during response operations.

4.7 PUBLIC EDUCATION

Public involvement and participation are key principles in emergency management in Norfolk Island. NIRC in conjunction with EMNIC are responsible for developing community education programs that will provide an awareness of:

- 1) The nature of local hazards
- 2) Public warning systems
- 3) Agency roles and responsibilities
- 4) Emergency procedures

Where relevant, the FSC for Media and Public Information will assist the Controller to distribute public information developed by EMNIC.

PART 5 – CONTROL AND COORDINATION

5.1 LIAISON

During an event or response to an incident all persons representing their agency at the EOC must be capable of providing immediate advice to the EMT and IMT, and other agencies, on the capabilities and current resource status of their agency.

During prolonged operations the Controller or the IC is to conduct regular progress report/briefing/planning meetings, at a suitable place, to be attended by the IMT and functional area coordinators. The minimum requirement is for a daily meeting to plan for the next 24-hour period.

5.2 INFORMATION MANAGEMENT AND INTELLIGENCE

Where the Controller requires an overview of the total area affected, during the assessment phase, to determine the extent of the impact they will plan and actively seek information to contribute to the intelligence analysis and gathering. This may be achieved by:

- Direct undertaking of physical reconnaissance.
- Obtaining information from the emergency services and participating agencies
- Obtaining information from agencies and organisations remote from the EOC.

Reconnaissance teams will ensure they:

- Have independent communications capability such as mobile phones or hand-held or vehicle mounted radios
- Provide verbal situation reports at times or regular intervals as directed by the Controller
- Are trained or have the capability to undertake reconnaissance tasking utilising the resources made available to them, which may include aircraft.

Once the results of the reconnaissance activities have been collated, the Controller will disseminate relevant information to the various FSA's and what, if any, information is relevant for advice to the community. The reconnaissance will be documented and filed in accordance with *EOC 002 – EOC Operation – 4.10 Filing*.

The following media and information outlets may be used to disseminate relevant, public information throughout the community:

- 1) Local newspaper
- 2) Local online news/social media
- 3) Local radio stations
- 4) NIRC website
- 5) Visitor Information Centre
- 6) Leaflet handouts, public displays and public addresses
- 7) Mobile telephone network blast system

Where required, the FSC for Media and Public Information will assist the Controller or Incident Controller to distribute public information developed by EMNIC.

PART 6 – RESPONSE ARRANGEMENTS

6.1 ACTIVATION OF THE NORDISPLAN

The NORDISPLAN is the overarching document in the suite of EMNI plans and procedures and has three phases:

1. STANDBY (YELLOW PHASE)
2. ACTIVATED (RED PHASE)
3. DEACTIVATED (GREEN PHASE)

Any phase change of NORDISPLAN will be in response to an incident or emergency that requires a coordinated community response. The EMNIC Controller is authorised to determine the phase of the NORDISPLAN at any time after consultation with the EMT.

STAGES OF ACTIVATION

PHASE	ACTION
WHITE	NORMAL - Facility Available if required
YELLOW (STANDBY)	<i>Controller receives advice on an operation which could escalate from:</i> ▪ Warning Agency e.g. BoM, Department of Health etc ▪ Combat Agency e.g. Fire Service, Police etc ▪ EMNIC or others Controller will: ▪ Monitor the situation and place EOC and relevant staff on standby ▪ Activate the NORDISPLAN ▪ Brief ALL appropriate personnel and agencies that may be required if the EOC escalates to status RED and develop rosters in preparation ▪ Brief EMNIC, Office of the Administrator, NEMA
RED (ACTIVATED)	<i>As emergency/incident escalates and a coordinated approach is required the EOC will be activated to control the response to the emergency/incident</i> Controller: ▪ Fully activates the EOC in accordance with the NORDISPLAN, EOC 002 EOC Operation and other relevant procedures ▪ Escalates EOC to required staff level; ▪ Activates Combat Agencies and Functional Service Areas if required; and ▪ Liaises with Deputy Controller FSC's/Liaison Officers will: ▪ Advise their respective agencies to respond as per the appropriate response plan and/or agency's SOP ▪ Maintain contact with their respective agencies ▪ Respond or as directed by Controller or delegate
GREEN (DEACTIVATED)	<i>Controller determines if EOC support is no longer required and if the EOC should be closed.</i> Controller will then: ▪ Formally hand control to the relevant combat agency and advise the continuing recovery and restoration measures that are in place. ▪ Advise emergency service and FSC ▪ Advise NEMA and Office of the Administrator ▪ Advise the Media through the issue of a media release ▪ Arrange time and location for formal Debrief/After Action Review and advise participants. The Debrief/After Action Review will involve ALL Emergency Service and Functional Service Coordinators, liaison officers and any other personnel who participated in the response and who have been stood down on completion of their final tasks. Final reports are completed and distributed in accordance with the EOC Operational Procedures. The EOC will be tidied up and vacated

Nothing in this NORDISPLAN prevents the EMNIC Controller from moving the status of the NORDISPLAN directly to the “Activated” phase or moving down to the “Standby” phase at any time, depending on the circumstances of the particular event being faced. See *EOC 002 EOC Operation* for further guidelines.

Where the NORDISPLAN has been “de-activated” it must be reinstated. See *EOC 006 Declaring a State of Emergency – including Activating and De-activating NORDISPLAN* for further information.

6.2 DECLARING A “STATE OF DISASTER” OR A “STATE OF EMERGENCY”

The Act provides for declarations by the Minister on advice of the Controller of a “state of disaster” or “state of emergency”. The “*Minister’s Norfolk Island Delegation Instrument 2019*” provides for the Minister to delegate this power to the Administrator and others.

The declaration of a “state of disaster” or “state of emergency” is a significant step in the emergency management process. It invokes the extraordinary statutory powers of the Administrator, the EMNIC Controller and the Authorised Officers and can only be made by the Minister on the advice of the EMNIC Controller.

During a declared state of disaster or emergency the Act gives Authorised Officers extraordinary powers aimed at the protection of life and property and a restoration of conditions to normal. These powers extend to both public and private property and to individuals and corporations. See *EOC 006 Declaring a State of Emergency* for further information.

6.3 DETERMINING THE DISASTER OR EMERGENCY AREA

The Act allows the Minister to include in any declaration a geographic description of the physical area to which it applies. EMNIC may also consider whether the area to which a declaration is effective needs to be expanded, contracted or changed entirely during the course of the event.

6.4 REQUEST FOR EXTERNAL ASSISTANCE

During a disaster or emergency if local resources are, or are projected to be, inadequate or overwhelmed the EMT Chair on the recommendation of the EMT may request Australian Government physical assistance under the auspices of the Commonwealth Disaster Response Plan (COMDISPLAN).

The EMT Chair is authorised to liaise directly with National Emergency Management Agency (NEMA) to facilitate the provision of assistance under the COMDISPLAN. The Administrator must be advised of the request for assistance. NEMA will consider requests and coordinate Australian Government assistance.

When a request for assistance is received, NEMA will coordinate the provision of assistance which may be provided by a Commonwealth agency, a commercial provider or a combination of these.

Any requests for physical assistance from the Australian Government may be telephoned to NEMA in the first instance but must be confirmed by a formatted hard copy via email. See *EOC 008 Communications – Internal Protocols* and *EOC 005 Contact Directory, Human Resources and Volunteer Management* for further information.

6.5 DEPLOYMENT OF NEMA-LO

The EMNIC may also request further NEMA assistance in the form of an NEMA Liaison Officer (NEMA-LO) who can be deployed and embedded with the EMT in advance of the emergency.

6.6 EMERGENCY OPERATIONS CENTRE (EOC)

The EMNIC Controller is responsible for the operation and general management of the Emergency Operations Centre (EOC). This includes staffing and administrative arrangements and ensuring that the EOC remains in a constant state of readiness and can be staffed and activated at short notice. See *EOC 002 EOC Operation* for further guidelines and instructions.

The EOC on Norfolk Island is a dedicated facility established and staffed (as required) to coordinate operational responses, resource acquisition and deployment together with recovery from an emergency situation.

The primary EOC is located at the southern end of the Emergency Services Centre (ESC) on Ferny Lane, within the ESC, adjacent to the airport runway 11 approximately 2kms from the intersection with Douglas Drive.

An alternative operation centre has been identified at the Police Station. In the event that the EOC facility is non-operational due to damage or any other cause, the EMNIC Chair will determine the most appropriate alternate location. See *EOC 002 EOC Operation* for further guidance.



Figure 4

6.7 WARNINGS

Emergency warnings will be broadcast to the community over the following media outlets in accordance with *EOC 008 Communications – Internal Protocols* and *SOP05 Media & Public Information* as follows:

- 1) Local radio stations
- 2) NIRC website
- 3) Local newspaper
- 4) Local online news and social media sites
- 5) Visitor Information Centre
- 6) Leaflet handouts, public displays and public addresses
- 7) Mobile telephone network blast system
- 8) If time permits appropriate personnel will deliver evacuation warnings through a doorknock operation

Approximately 800 visitors on average are present on Norfolk Island. During a disaster or emergency, they will not be familiar with the terrain, geography, locality or identity of key features and personnel involved in emergency management activities. Therefore, clarity and consistency of the details of public messages will be critical to successful information transfer and knowledge of local identities or location of buildings/facilities must never be assumed.

6.8 EVACUATION CENTRES

During a state of emergency or disaster, evacuation centres may be required for one day, short term (4-5 days) or long-term use. The Welfare Functional Service Coordinator will maintain a register of suitable buildings that can be utilised as Evacuation Centres and key holder contacts.

Whilst EMNIC recognises that there is no building on Norfolk Island that complies with various building codes containing cyclone rating parameters etc, there are several structures that have been used in the past and will continue to be used until a superior compliant building can be funded and constructed.

6.9 EVACUATION ARRANGEMENTS

The arrangement for evacuation of persons or animals from an area of danger or potential danger is a possible strategy in combating any particular hazard impact. The following must be considered:

- a) The decision to evacuate persons or animals is not one which should be taken lightly. A risk management approach using all available and relevant data will enable a timely and safe decision.
- b) The trigger to evacuate or stay put will ideally be identified during the planning process and be included in organisations' SOP's.
- c) The IC in conjunction with EMT will determine the need for evacuation and seek assistance from the Australian Government, if required.

- d) If evacuation of Norfolk Island is the preferred option and possible, the EMNIC Controller will liaise with the Administrator, the General Manager of NIRC and NEMA.

See EOC 007 Evacuation Plans for further information.

PART 7 – RECOVERY ARRANGEMENTS

7.1 RECOVERY

Recovery operations are defined as those which provide the means for:

“.....recovery of the normal pattern of life of individuals, families, and communities affected by a disaster or emergency and include these:

- (a) restoration of essential facilities and services;*
- (b) restoration of other facilities and services necessary for the normal functioning of a community;*
- (c) provision of material and personal needs; and*
- (d) provision of means of emotional support...”²*

As far as possible recovery operations aim to assist the community to manage its own recovery, while recognising that there may be a need for external technical, physical and financial assistance. Recovery is characterised by a complex array of issues and a broad range of organisations and stakeholders. Recovery procedures and processes often have a lasting impact on the community and may be costly in terms of financial and other resources.

The key principles which underpin recovery operations in Norfolk Island are:

1. Disaster recovery is an integral part of emergency management, which includes the broader components of prevention, preparedness and response. Planning for recovery is integral to emergency preparation and mitigation actions may often be initiated as part of recovery, and
2. Disaster recovery includes physical, environmental and economic elements, as well as psychosocial wellbeing. Recovery can provide an opportunity to improve these aspects beyond previous conditions, by enhancing social and natural environments, infrastructure and economies – contributing to a more resilient community, and
3. Recovery does not require the response phase to have concluded before recovery operations can commence.

Successful recovery relies on:

- i. understanding the context;
- ii. recognising complexity;

² Disaster and Emergency Management Act 2001 (NI)

- iii. using community-led approaches;
- iv. ensuring coordination of all activities;
- v. employing effective communication; and
- vi. acknowledging and building capacity.

Aspects of recovery operations are also included in the following FSA SOP – *SOP08 Welfare*.

7.2 EXPENDITURE

All claims for costs must be presented to the EMNIC for approval and include all relevant invoices. Reimbursement will only be approved for actions sanctioned by the EMNIC. Any questions regarding expenditure or funding, or actual expenses incurred during activation of the NORDISPLAN are to be discussed, recorded and reported to the EMNIC through the EMNIC Chair.

7.3 DISASTER AND EMERGENCY RELIEF FUND (DERF)

A Disaster and Emergency Relief Fund (DERF) has been established under the Act. This fund is managed by the Disaster Relief Fund Committee which is also established under the Act. Funds will be managed in accordance with requirements stipulated under s.17 of the Act and may only be used for providing relief to victims of the disaster or emergency. Detailed information on the operation of the DERF is contained in *SOP09 Welfare*.

ANNEXURE 1 – LIST OF EMERGENCY MANAGEMENT ABBREVIATIONS AND DEFINITIONS

The following abbreviations and definitions are used in the suite of EMNI plans and procedures:

ABBREVIATIONS

ABF	Australian Border Force
ADF	Australian Defence Force
AFP	Australian Federal Police
AIIMS	Australasian Inter-Service Incident Management System
AMSA	Australian Marine Safety Authority
AO	Authorised Officer
AOCC	Australian Federal Police Coordination Centre
ARFFS	Aviation Rescue Fire Fighting Service
ATSB	Australian Safety Transport Bureau
AUSAVPLAN	Australian Government Aviation Disaster Response Plan
AUSSPREDPLAN	Australian Government Space Re-Entry Debris Plan
BoM	Bureau of Meteorology
CASA	Civil Aviation Safety Authority
COLREGS	Convention on the International Regulations for Preventing Collisions at sea
COMDISPLAN	Australian Government Disaster Response Plan
CFCO	Chief Fire Control Officer
DERF	Disaster and Emergency Relief Fund
Home Affairs	Department of Home Affairs
DITRDCA	Department of Infrastructure, Transport, Regional Development, Communications and the Arts
DVI	Disaster Victim Identification
EMT	Emergency Management Team (Norfolk Island)
EMNI	Emergency Management Norfolk Island
EMNIC	Emergency Management Norfolk Island Committee
EMNIC CHAIR	Chairperson, Emergency Management Norfolk Island Committee
EOC	Emergency Operations Centre
ESC	Emergency Services Centre
FSA	Functional Service Area
FSC	Functional Service Coordinator
GM	General Manager, Norfolk Island Regional Council
IC	Incident Controller
IMT	Incident Management Team
NEMA	National Emergency Management Agency

NEMA-LO	National Emergency Management Agency Liaison Officer
NIFS	Norfolk Island Fire Service
NIHRACS	Norfolk Island Health and Residential Aged Care Service
NIPF	Norfolk Island Police Force
NIRC	Norfolk Island Regional Council
NIVRS	Norfolk Island Volunteer Rescue Squad
NORDISPLAN	Norfolk Island Disaster and Emergency Plan (NDP)
NRIS	National Registration and Inquiry System
NSR	National Situation Room (formerly Crisis Command Centre)
OIC-NIPF	Officer-in-Charge, Norfolk Island Police Force
PA-NI	Parks Australia Norfolk Island
SITREP	Situation Report
SOP	Standard Operating Procedure
VRA-NSW	Volunteer Rescue Association of NSW
WAA	Welfare Assembly Areas

DEFINITIONS

Act means *Disaster and Emergency Management Act 2001* and any amendments from time to time.

Authorised officer means a person appointed to fulfill any powers or functions as described in this procedure under paragraph 8(2)(d) of the Act

Authorised person means a person appointed to an office created by the Committee under paragraph 8(2)(c) of the Act

Disaster or emergency area means that area or part of the Territory of Norfolk Island in respect of which a state of disaster or emergency has been declared pursuant to section 9 of the Act.

Call Out - The process of staffing the EOC with sufficient personnel, particularly Liaison Officers, to deal with a situation.

Controller - The statutory head of the emergency services organisation, who has operational management and authority delegated in *Disaster and Emergency Management Act 2001*.

Command - The direction of members and resources of agency and/or organisation in the performance of that agency and/or organisation's roles and tasks. Authority to command is established by legislation or by agreement with the agency and/or organisation.

Disaster - An occurrence, whether or not due to natural causes, that causes loss of life, injury, distress, or danger to persons, or loss of, or damage to property. (Source: Community Welfare Act, 1987)

Disaster and Emergency Management Act 2001 – An Act to make provision for the protection of life and property in the event of a disaster or emergency, for recovery following such an event, to provide for the management of disaster and emergency situations, and for related purposes.

OIC – Incident Controller (IC) - The Officer in Charge of Norfolk Island Police appointed by the Controller of Emergency Management Norfolk Island is the Incident Controller for emergency operations for Norfolk Island.

Functional Service Coordinator (FSC) - The appointed head of a functional service area, which, by agreement of participating organisations within the functional service area, has the authority to commit the resources of those participating agencies.

Incident - A localised event, either accidental or deliberate which may result in death, injury or damage to property which requires normal response from a combat agency or agencies. (Source: SERM ACT). An incident becomes an emergency when the resources of the combat agency are insufficient to deal with the incident and other organisation's resources are desirable or required. Those resources now require coordination.

Liaison Officer (LO) - An officer appointed to represent an emergency service or a functional area in an Emergency Operations Centre. These liaison officers are to be capable of providing immediate advice to the emergency Operations Controller on the capabilities and current status of resources of their particular emergency service or functional area. Liaison Officers MUST have the authority to commit resources from their respective organisations.

Minister - Under the Norfolk Island Legislation Amendment Act 2015 all references to "Minister" in the Disaster and Emergency Management Act 2001 (NI) is to be interpreted as the Australian Government Minister responsible for Norfolk Island or their delegate.

Plan - A step by step sequence for the conduct of a single or series of connected emergency operations to be carried out simultaneously or in succession. It is usually based upon stated assumptions and is a promulgated record of a previously agreed set of roles, responsibilities, functions, actions and management arrangements. A plan may be put into effect at a prescribed time, or on signal, and then becomes the basis of the emergency operation order for that emergency operation.

Preparation - In relation to an emergency includes arrangements or plans to deal with an emergency or the effects of an emergency.

Prevention - In relation to an emergency includes the identification of hazards, the assessment of threats to life and property and the taking of measures to reduce potential loss to life or property.

Recovery - In relation to an emergency includes the process of returning an affected community to its normal level of functioning after an emergency. Recovery begins at the moment of impact or onset of the emergency and does not need to wait until the response phase is complete before recovery plans/measures can be commenced and is usually measured in months and/or years.

Response - In relation to an emergency means the process of combating an emergency and of aiding and intervention during or immediately after an emergency or disaster with the focus on saving lives and protecting community assets (buildings, roads, animals, crops, infrastructure) and is usually measured in hours, days or weeks.

Response Plan - An action plan required for a specific hazard, critical task or special event which underpins the broader NORDISPLAN. It is prepared and endorsed by Emergency Management Norfolk Island Committee and sets out the specific management requirements necessary to deal with the effects of the hazard, or the critical task or special event and differs from the general coordination arrangements set out in the main NORDISPLAN.

Risk management – is the systematic process of identifying, assessing and mitigating potential hazards to reduce their impact on the community.

Situation Report (SITREP) - A brief sequenced report which outlines the relevant details of the effects of an event, the needs generated, and the responses undertaken and planned

Standard Operating Procedures (FSA SOPs) - A procedure prepared by an agency, organisation or functional area, which describes the support which is to be provided to the controlling or

coordinating authority during emergency operations. It is a procedure describing how a functional area is to be coordinated in order to fulfill the roles and responsibilities allocated.

DRAFT

ANNEXURE 2 – RISK ASSESSMENT MATRIX

CONSEQUENCE LIKELIHOOD	1. Negligible	2. Minor	3. Moderate	4. Major	5. Extreme
	LEVEL OF RISK				
5. Certain	S	S	H	H	H
4. Likely	M	S	S	H	H
3. Moderate	L	M	S	H	H
2. Unlikely	L	L	M	S	H
1. Rare	L	L	M	S	S

LEGEND

H	H = High Risk
S	S = Significant Risk
M	M = Moderate Risk
L	L = Low Risk

A five point scale is used to define the likelihood of risk

MEASURE OF LIKELIHOOD

LEVEL	DESCRIPTION	DESCRIPTION
5	CERTAIN	The risk event will occur
4	LIKELY	The risk event is almost certain to occur
3	MODERATE	The risk event will probably occur
2	UNLIKELY	The risk event is not likely to occur
1	RARE	The risk event will occur only in exceptional circumstances

A five point scale is used to define consequence of risk.

MEASURE OF CONSEQUENCE

LEVEL	DESCRIPTION	HUMAN THREAT	PHYSICAL COST
5	EXTREME	Severe threat to human life, multiple deaths	Physical cost up to \$100 M
4	MAJOR	High threat to human life, few deaths	Physical cost up to \$10 M
3	MODERATE	Some threat to human life	Physical cost up to \$1 M
2	MINOR	Low threat to human life	Physical cost up to \$100k
1	NEGLIGIBLE	Low threat to human life	Physical cost up to \$10k

EMERGENCY MANAGEMENT FRAMEWORK



NORDISPLAN 2025 ----- FORMS INDEX

EOC001	EOC002	EOC003	EOC004	EOC005	EOC006	EOC007	EOC008
Governance & Quality Management	EOC Operation	Resource Management	Forming Incident and Emergency Management Teams	Contact Directory, Human Resources & <u>Volunteer</u> Management	Declaring a State of Emergency – including Activating and de-activating NORDISPLAN	Evacuation plans	Communications - Internal Protocols

RPO1	RP02	RP03	RP04	RP05	RP06	RP07	RP08	RP09	RP10
Aircraft Crash	Cyclone	Fire	Explosion	Epidemic/ Pandemic	Terrorist Incident	Water Shortage	Marine Search & Rescue	Tsunami	Hazardous Material Spill

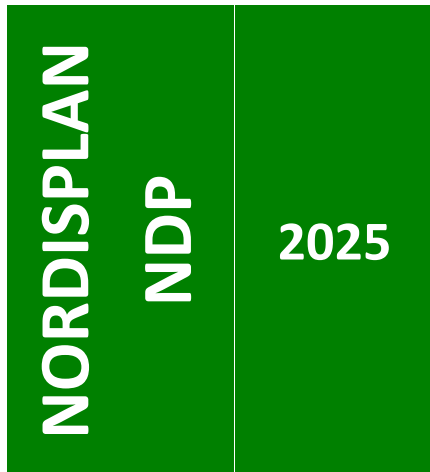
Each of the Functional Service Areas would provide their own SOP's for their responses to incidents/emergencies (with assistance as required)

SOP01	SOP02	SOP03	SOP04	SOP 05	SOP06	SOP07	SOP08	SOP09	SOP10
Airport	Border Protection	Fire Services	Health	Media and Public Information	Police	Telecommunications	Transport & Resources	Welfare	St John's Ambulance

EMERGENCY MANAGEMENT FRAMEWORK

REVISION 4

REVISION DATE: 5 August 2025



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NORDISPLAN

NORFOLK ISLAND
DISASTER AND EMERGENCY PLAN

NDP 2025



Emergency Management Norfolk Island



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AUTHORISATION

The Norfolk Island Disaster and Emergency Management Plan (NORDISPLAN) has been prepared by the Emergency Management Norfolk Island Committee (EMNIC) pursuant to Section 8 of the *Disaster and Emergency Management Act 2001* (NI).

NORDISPLAN 2025 supersedes all previous versions and has been endorsed by the Administrator of Norfolk Island, National Emergency Management Agency (NEMA) and the Australian Government Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts ([DITRDCSA](#)).

VERSION CONTROL

Amendment No.	Amendment summary	Author	Effective date
02/2018	Review complete	EMNIC	05/06/2018
03/2025	Review complete	EMNIC	08/12/2025

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DISTRIBUTION LIST

COPY NO.	RECIPIENT	No. of Copies
1	Master Copy held in Content Manager (e-copy)	1
2	Norfolk Island Administrator (Administrator)	1
3	Controller EMNI	1
4	General Manager Norfolk Island Regional Council	1
5	Emergency Operations Centre	1
6	Functional Service Coordinator (Airport)	1
7	Functional Service Coordinator (Border Protection)	1
8	Functional Service Coordinator (Fire Services)	1
9	Functional Service Coordinator (Health)	1
10	Functional Service Coordinator (Media & Public Information)	1
11	Functional Service Coordinator (Police)	1
12	Functional Service Coordinator (Telecommunications)	1
13	Functional Service Coordinator (Transport & Resources)	1
14	Functional Service Coordinator (Welfare)	1
15	Functional Service Coordinator (St John's Ambulance)	1
16	Headquarters, Joint Operations Centre (HQ-JOC) Australian Defence Force (ADF)	1 – ecopy only
17	Australian Government National Situation Room (formerly Crisis Coordination Centre), Department of Home Affairs , National Emergency Management Agency , Canberra	1 – ecopy only
18	Crisis Planning Section , National Emergency Management Agency, Department of Home Affairs , Canberra	1 – ecopy only
19	External Territories Policing Desk, International Deployment Group (IDG), Australian Federal Police	1 – ecopy only
20	Territories Division, Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts	1 – ecopy only
21	Australian Marine Safety Authority	1 – ecopy only
22	Rescue Coordination Centre, New Zealand	1 – ecopy only
23	Spare x 2 – held in EOC (hard copy) (1 spare, 1 for Incident Controller when activated)	

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PART 1 – INTRODUCTION**1.1 AIM**

The aim of NORDISPLAN is to provide a plan for the emergency management arrangements in response to an emergency on Norfolk Island.

Commented  : See change table.

1.2 SCOPE

NORDISPLAN describes the arrangements and identifies roles and responsibilities of relevant agencies in support of a response to any type of emergency or disaster in the territory of Norfolk Island.

The plan recognises Norfolk Island's capability to manage an emergency or disaster for up to 48-72 hours ~~for impact events such as cyclone, airliner crash, explosion etc.~~ This time frame does not apply to epidemics or potable water shortages where the state of emergency or disaster may extend for longer periods.

Commented  : This element isn't included in 1.6. It is clearer just to say the timeframe doesn't apply to epidemic or potable water shortage.

This plan must be adhered to by all EMNIC members, FSC's, authorised officers, members of the Emergency Management Team, Incident Management Team, NIRC staff and also members of the public that may be assisting during a disaster or emergency situation or event.

Commented  : See change table.

The arrangements within NORDISPLAN are not dependent on, nor do they hinder the activation of other plans or Standard Operating Procedures (SOP's).

1.3 GUIDING PRINCIPLES

In undertaking the planning process, EMNIC aims to provide a high level, overarching, all-hazards response framework to NORDISPLAN. NORDISPLAN is supported by several response plans, operating procedures and agency specific standard operating procedures ~~SOPs sub-plans~~ which address additional roles and responsibilities required before, during or after an ~~incident~~ emergency or disaster.

NORDISPLAN documents all ~~hazard~~ response arrangements and can be activated for any emergency or disaster, regardless of cause. A lead agency for response will be identified dependent on the nature of the event.

Commented  : See change table.

This Plan should be read in conjunction with the *Disaster and Emergency Management Act 2001* (NI) (the Act). The main principles ~~which that~~ apply during an emergency operation or disaster are:

- During an operation which is the legal responsibility of a designated emergency service agency, the Controller is responsible to co-ordinate support with collaboration of the emergency service agency.

Commented  : See change table.

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- The Controller will normally only assume control from an emergency service agency if the situation can no longer be contained and only after consultation with, and the agreement of, the relevant combat agency and its next higher level of control.
- Emergency [and disaster](#) response and recovery operations should be conducted with agencies carrying out their normal function, wherever possible.
- Continuous liaison between all individuals, organisations and groups involved in the operation.
- If local resources cannot cope, they will be augmented by those available through Australian Government levels if necessary.

Commented c22 See change table.

1.4 AREA COVERED BY THIS PLAN

This Plan covers the Territory of Norfolk Island defined as:

“Norfolk Island and all the other islands and rocks lying within the area bounded by the parallels 28° 59' and 29° 9' south latitude and the meridians 167° 54' and 168° east longitude”¹



Figure 1

Norfolk Island is a volcanic outcrop approximately 5 x 8 kilometres with an area of 34.5 square kilometres. It has no large-scale internal bodies of water and 32 kilometres of coastline. The island's highest point is Mount Bates, 319m above sea level, located in the northwest quadrant of the island. The coastline consists in the main of varying degrees of cliff faces. Norfolk Island also includes the uninhabited islands of Phillip and Nepean (respectively 7km and 1km south of the main island). *Figure 1 above.*

Norfolk Island has a population of approximately 1,600 residents with up to an additional 800 tourist visitors at any one time. English is the accepted language although the Norfolk Islanders speak Norf'k, a mix of Tahitian and 18th century English.

¹ *Norfolk Island Act 1979 (Cth)*, ss. 4(1) and Schedule 1

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Norfolk Island is located approximately (figure 2) :

- 1,500km southeast of Brisbane, QLD, Australia;
- 1,120km northwest of Auckland, New Zealand;
- 800km south southeast of Noumea, New Caledonia; and
- 1,700km northeast of Sydney, NSW, Australia.



Figure 2

1.5 EMERGENCY MANAGEMENT FRAMEWORK

The Emergency Management Framework is consistent with AIIMS (Australasian Inter-Service Incident Management System) principles. The structure is flexible and adaptable, and allows for a consistent response to any ~~event~~ emergency or disaster, regardless of the cause. The Framework clearly delineates planning and operations and defines the operating environment. Implementing the Framework requires everyone involved to understand his or her planning and operational roles and be clear on when the event has moved to the operations phase. The purple line in Figure 3 below illustrates this separation.

Commented : See change table.

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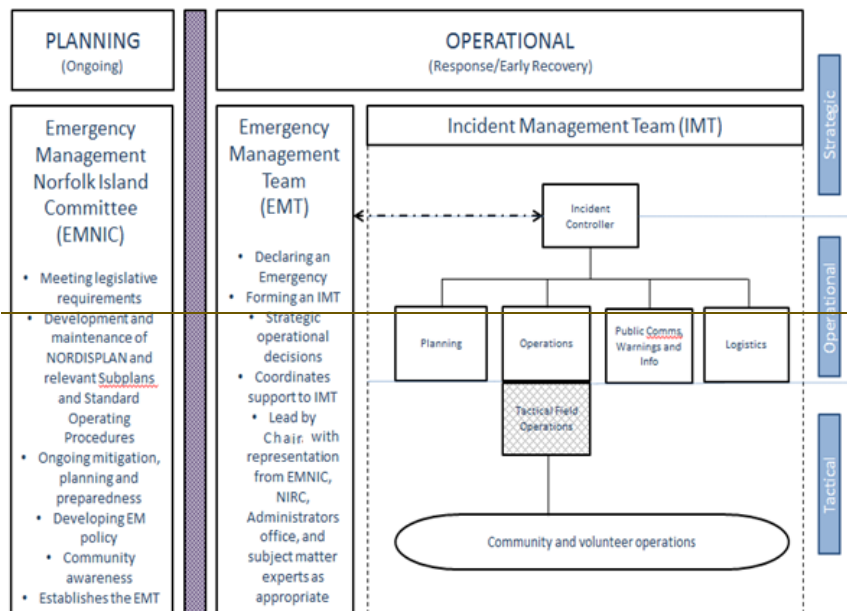


Figure 3

1.6 EMERGENCY MANAGEMENT CAPABILITIES

This Plan recognises Norfolk Island's need to maintain capability to manage an emergency for up to 48-72 hours post impact. *EOC 003 Resource Management* documents the resources available to EMNIC and in the event that the IMT, in consultation with the IC, considers the event has, or is likely to, exceed the limits of local capacity then a formal request for assistance to NEMA will be made through the Administrator's Office on Norfolk Island to the National Situation Room (NSR), Canberra. See *EOC 008 Internal Communications* for further guidelines and contact details.

Commented [62]: See change table.

PART 2 – AGENCY ROLES AND RESPONSIBILITIES

2.1 Lead Agency Roles

The EMNIC has considered the following hazards as risks/threats to Norfolk Island and determined the lead agency with responsibility to the identified risk/threat with support from EMNI as required. The roles are limited to within the day-to-day resources available on the island:

Commented [63]: See change table.

Commented [64]: See change table.

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RISK	LEAD AGENCY	FUNCTIONAL SERVICE AREAS INVOLVED
Commercial airliner crash	NI Fire Service & Police	Australian Border Force, Airport, St John's Ambulance, NIHRACS, Media & PI, Transport & Resources & Welfare
Cyclone	IMT & EMT (appointed by EMNIC)	Airport, Fire, NIHRACS, Media & PI, Police, St John's Ambulance, Telecommunications, Transport & Resources, Welfare
Structural Fire (commercial building/s)	NI Fire Service	NIHRACS, St John's Ambulance, Media & PI, Police, Transport & Resources, Welfare & EMT
Explosion	NI Fire Service & Police	Airport, NIHRACS, St John's Ambulance, Media & PI
Epidemic – human to human contagious disease	NIHRACS	Australian Border Force, Media & PI, Police, Welfare
Epidemic – animal to human (zoonotic) contagious disease	NIHRACS	Australian Border Force, Health, Media & PI, Police, Welfare
Terrorist incident	Police	Airport, Australian Border Force, Fire, NIHRACS, Welfare, Media & PI, Telecommunications
Marine Search & Rescue	Police	NI Fire Service, Airport, NIHRACS, Media & PI, Transport & Resources, Welfare
Tsunami	IMT & EMT (appointed by EMNIC)	Airport, Media & PI, Police, Telecommunications, Transport & Resources, Welfare
Potable Water Shortage	IMT & EMT NIIRC	NIHRACS, Welfare, Transport & Resources
Hazardous Material Incident	NI Fire Service	Police, NIHRACS, Transport & Resources, Airport, Media & PI, St John's Ambulance

~~The following information describes the roles and responsibilities of EMNI entities prescribed in the Framework upon activation.~~

2.2 Emergency Management of Norfolk Island Committee (EMNIC)

Commented  See change table.

- EMNIC fulfils ~~their~~ its role under the Act by undertaking:
 - planning, including developing policy;
 - the leadership of the strategic direction in relation to preparedness and mitigation; and

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- providing advice to the Administrator, ~~Norfolk Island Regional Council (NIRC)~~ General Manager, ~~National Emergency Management Agency (NEMA)~~ and ~~DITRDCA~~ ~~the Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts (the Department).~~
- ~~Section 8(2)(d) of the Act empowers EMNIC to trigger the Emergency Management Team (EMT) to commence coordination of the emergency management response. Members include the EMNIC Chair, representative from NIRC and functional leaders as required.~~

2.3 Emergency Management Team (EMT)

Commented 622 See change table.

The EMT is a collaborative group that is led by the EMNIC Controller in direct collaboration with the Incident Controller.

When decisions are to be made by the EMT, they will be made by a majority vote of appointed officers. If the vote is tied the EMNIC Controller has the presiding vote. All decisions of the EMT are recorded in minutes and the EMT will determine if the proceedings of meetings are made public.

The EMT is responsible for:

- establishing and supporting the Incident Management Team (IMT);
- making decisions at the strategic level, such as determining the thresholds for requesting external assistance or whether complete or partial evacuations are required;
- receiving briefings from the Bureau of Meteorology, as appropriate;
- identifying key messages and ensuring stakeholder communication is coordinated, consistent and targeted to an appropriate audience;
- ensuring effective processes are in place to register (*see EOC 005 Contact Directory, Human Resources and Volunteer Management, EMNI Form 21 Volunteer Register*) and deploy volunteers;
- providing advice to the Minister for the declaration of a state of disaster or emergency, assessing the local resources (capability) – IMT can provide additional information (Refer EOC003 Resource Management); seeking assistance from the Australian Government ~~via the National Situation Room (NSR) and NEMA under COMDISPLAN~~; and
- Creating such offices allowable under the Act and appoint persons to those offices.

2.4 Incident Management Team (IMT)

Commented 622 See change table.

The IMT is responsible for operational management of the emergency/disaster and NEMA will provide assistance to the IMT when requested and will not overlay additional structure or take the lead during an incident. The IMT is led by the Incident Controller and is set up in functional areas to:

Commented 622 See change table.

- establish and maintain control;
- undertake operational planning;

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- manage operations;
- manage logistics;
- [provide](#) administrative support;
- [manage](#) finance;
- issue warnings and be the source of truth content for communications; and
- initiate and manage early recovery.

The IMT seeks support from the [EMT-EMNIC](#) for broader strategic assistance and provides operational advice to the [EMT-EMNIC](#) that should assist with broader communication. The tactical response is the 'on the ground' activities and will be made up of local first responders, emergency services, NIRC and other identified organizations with capability to respond.

Commented [622](#): See change table.

2.5 Incident Controller (IC)

The IMT is led by the Incident Controller (IC). This position should be allocated dependent on the crisis or hazard. Where there is no clear lead, it falls to the Norfolk Island Police Force.

The IC is responsible for the operational response to the [incident emergency or disaster](#). The IC and Deputy IC are the link between [the EMT-EMNIC](#) for strategic decision-making and the operations which includes directing the tactical level.

The key principle is to keep the structure simple, pragmatic and apply the process to any type of emergency. Decision-making should also be relegated to the appropriate level in the structure, particularly to the local level.

PART 3 – PREVENTION

3.1 MITIGATION

Mitigation is one of the foundations for building a resilient community. Emergency mitigation means measures taken in advance of or after a disaster aimed at decreasing or eliminating the impact on society and the environment. Greater investment in disaster mitigation is likely to reduce the economic cost [of natural disasters](#) to the Island.

Commented [622](#): Not just natural disasters.

Mitigation strategies will be developed based on a thorough understanding of hazards identified in emergency risk planning and their interaction with all aspects of society together with lessons learnt following impacts or exercises of this NORDISPLAN. Norfolk Island utilises the following range of measures:

- Land use planning –The Norfolk Island Planning Act 2002 and its statutory Plan is the framework for future development and land management on Norfolk Island.
- Biosecurity and border control – These functions are carried out by the Australian Government for the environmental and border protection of Norfolk Island.

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- c) Building codes – The Norfolk Island Building Act 2002 and the Australian-/New Zealand Building Standards ensures buildings are to standards.
- d) Business continuity planning – Various types of insurance are available to the Norfolk Island community, however it is unknown whether businesses have continuity plans to cover disasters, loss of customers and market share.
- e) Public education – In preparation for the cyclone season, warning posters are distributed amongst the community along with an information page in the NI phone book.

3.2 EMERGENCY RISK ASSESSMENTS

Commented  See change table.

EMNIC adopts a risk management approach to disaster and emergency management. "Risk management" is defined as:

"..... the structured process of identifying, analysing, and evaluating potential hazards and risks that may affect the community, its people, assets and essential services. It involves implementing strategies to minimise the likelihood and consequences of emergencies, supporting evidence-based decision-making, effective use of resources and building community resilience across prevention, preparedness, response and recovery activities."

The risk assessment matrix is underpinned by ISO 31000:2009 and is included at Annexure 3.

Commented  The current version is ISO 31000:2018

PART 4 – PREPARATION

4.1 PLANNING

The threat to the Norfolk Island community from disasters or emergencies requires the ability to mobilise all available resources to preserve life and property and to plan for, respond to and recover from those disasters. Planning for such risks recognises the geographic isolation of the Island and that, even with all resources available, ~~for a major event~~, local capabilities are likely to be insufficient to meet the total response or recovery need~~s~~.

Resources are available commensurate with both risk and need from:

- i) the Norfolk Island Regional Council;
- ii) the Norfolk Island community, including private and business resources; and
- iii) the Australian Government services including the Federal Police, Australian Border Force, Biosecurity, Department of Climate Change, Energy, Environment and WaterParks and; and
- iv) NationalEmergency Management Agency

Commented  : See change table.

4.2 IDENTIFIED RISKS

The following ~~threats/incidents~~ hazards have been identified by the EMNIC as "high risk" and require planned responses and active management through Response Plans (RP01-RP10).

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<u>Threat/Incident/Hazard</u>
Commercial airliner crash (RP01)
Small aircraft (6 person) ditching into the ocean near the island (RP01)
Cat 3+ cyclone resulting in casualties, infrastructure and building damage (RP02)
Structural fire (commercial building/s – more than 10 people) (RP03)
Explosion (RP04)
Epidemic – contagious disease (Human to Human) (RP05)
Epidemic – contagious disease (Animal to Human – zoonotic) (RP05)
Terrorist Incident (RP06)
Potable Water Shortage (RP07)
Marine Search and Rescue (RP08)
Tsunami (RP09)
Hazardous Material Spill (RP10)

4.3 COMMUNITY VULNERABILITY

In the event of an emergency or disaster impacting the community of Norfolk Island there are several vulnerable groups present on the island that may need special consideration and attention. EMNIC have identified the following listed groups, or parts of the community, as potentially vulnerable groups:

Vulnerable Group	Consideration/Comments
NIHRACS	Requires a plan that includes evacuation, practice and possible alternate site arrangements. Patients will be evacuated, if required, by air. There are limited morgue facilities. Within the grounds of the hospital is the Island's only residential aged care facility, there are also possibly patients with dementia or disabilities or those reliant on medical treatment or equipment as well as culturally or and linguistically diverse (CALD) patients. People concentrated in a defined area.
Central School & Banyan Park Early Education Centre	Children and teachers concentrated in a defined area. Ease of spread of communicable diseases. Requires an evacuation and assembly plan. Young children need directing.
Airport	The island is serviced by one airport only and the runway length limits access for aircraft larger than a Boeing 737-800 or A320 aircraft.
Tourists	The majority of the tourists on the island are elderly and many of them have mobility issues and/or chronic health conditions.
Museums	Low lying area and buildings could flood in extremely high tides/storm surges/effects of tsunami.

Commented c?? See change table.

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4.4 ORGANISATIONAL PLANS & PROCEDURES

The emergency management structure uses NIRC and non-NIRC organisations to prevent, prepare for, respond to and recover from the effects of an emergency.

Commented [??]: Emergency Management Framework?

The EMNIC Controller is responsible for controlling, preparing and maintaining procedures that support the NORDISPLAN. The NORDISPLAN is the overarching document for the Emergency Management Framework developed by EMNIC. The Emergency Management Framework is attached to this plan and is also attached to *EOC 001 Governance and Quality Management*. The framework is divided into three lower levels below the NORDISPLAN:

EOC procedures (EMNI EOC 001-008) - information, guidelines and instructions for the operation of the Emergency Operations Centre and linked activities.

Response Plans (RP01-10) – individual plans for responses to identified risks to the Norfolk Island community.

SOP's (SOP01-10) – Standard Operating Procedures developed by individual functional service areas for their response to emergency disasters or events. Nothing in this NORDISPLAN reduces responsibilities of individual agencies to develop and fulfil their own emergency management SOP's for specific events.

Risk management principles and processes are used as the basis for emergency planning by EMNIC in preparation of its plans. This methodical approach to the planning process provides a consistent framework for the NIRC and community when addressing emergency management issues.

4.5 REVIEWING, TESTING, EVALUATING AND MAINTAINING THE NORDISPLAN

A better mutual understanding and cooperation between the various components of the emergency management framework can be achieved by conducting well prepared, regular and coordinated exercises. The NORDISPLAN will be reviewed in accordance with section 8(1)(d) of the Act. The NORDISPLAN will be tested by a combination of live and tabletop exercises following an alternate year plan.

The EMNIC Chair is responsible for ensuring EMNIC arranges for the NORDISPLAN to be exercised as prescribed and by invitation from the Chair, the NIRC General Manager will assist with the preparation, conduct or assessment of exercises.

Amendments to the plan may result from testing or exercising the plan, outcomes or apparent issues following activation of the plan or continuous improvement suggestions or updates.

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4.6 MAP STANDARDS

NIRC and or other applicable agencies shall supply up to date and consistent maps to be used by the relevant functional service areas to ensure uniformity and alleviate problems during response operations.

4.7 PUBLIC EDUCATION

Public involvement and participation are key principles in emergency management in Norfolk Island. NIRC in conjunction with EMNIC are responsible for developing community education programs that will provide an awareness of:

- 1) The nature of local hazards
- 2) Public warning systems
- 3) Agency roles and responsibilities
- 4) Emergency procedures

Where relevant, the FSC for Media and Public Information will assist the [EMNIC](#) Controller to distribute public information developed by EMNIC.

PART 5 – CONTROL AND COORDINATION

5.1 LIAISON

During an [event or response to an incident emergency or disaster](#) all persons representing their agency at the EOC must be capable of providing immediate advice to the [EMT-EMNIC](#) and [the](#) IMT, and other agencies, on the capabilities and current resource status of their agency.

During prolonged operations the [EMNIC](#) Controller or the IC is to conduct regular progress report/briefing/planning meetings, at a suitable place, to be attended by the IMT and functional area coordinators. The minimum requirement is for a daily meeting to plan for the next 24-hour period.

5.2 INFORMATION MANAGEMENT AND INTELLIGENCE

Where the [EMNIC](#) Controller requires an overview of the total area affected, during the assessment phase, to determine the extent of the impact they will plan and actively seek information to contribute to the intelligence analysis and gathering. This may be achieved by:

- Direct undertaking of physical reconnaissance.

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- Obtaining information from the emergency services and participating agencies
- Obtaining information from agencies and organisations remote from the EOC.

Reconnaissance teams will ensure they:

- Have independent communications capability such as mobile phones or hand-held or vehicle mounted radios
- Provide verbal situation reports at times or regular intervals as directed by the Controller
- Are trained or have the capability to undertake reconnaissance tasking utilising the resources made available to them, which may include aircraft.

Commented  : EMNIC Controller or Incident Controller?

Once the results of the reconnaissance activities have been collated, the Controller will disseminate relevant information to the various FSA's and what, if any, information is relevant for advice to the community. The reconnaissance will be documented and filed in accordance with *EOC 002 – EOC Operation – 4.10 Filing*.

Commented  : EMNIC Controller or Incident Controller?

The following media and information outlets may be used to disseminate relevant, public information throughout the community:

- 1) Local newspaper
- 2) Local online news/social media
- 3) Local radio stations
- 4) NIRC website
- 5) Visitor Information Centre
- 6) Leaflet handouts, public displays and public addresses
- 7) Mobile telephone network blast system

Where required, the FSC for Media and Public Information will assist the EMNIC Controller or Incident Controller to distribute public information developed by EMNIC.

PART 6 – RESPONSE ARRANGEMENTS

6.1 ACTIVATION OF THE NORDISPLAN

The NORDISPLAN ~~is the overarching document in the suite of EMNI plans and procedures and~~ has three phases:

1. STANDBY (YELLOW PHASE)
2. ACTIVATED (RED PHASE)
3. DEACTIVATED (GREEN PHASE)

Any phase change of NORDISPLAN will be in response to an incident or emergency that requires a coordinated community response. The EMNIC Controller is authorised to determine the phase of the NORDISPLAN at any time after consultation with the EMT.

Commented  : See change table.

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STAGES OF ACTIVATIONCommented  : See change table.

PHASE	ACTION
WHITE	NORMAL - Facility Available if required
YELLOW (STANDBY)	<i>Controller receives advice on an operation which could escalate from:</i> - Warning Agency e.g. BoM, Department of Health etc - Combat Agency e.g. Fire Service, Police etc - EMNIC or others Controller will: - Monitor the situation and place EOC and relevant staff on standby - Activate the NORDISPLAN - Brief ALL appropriate personnel and agencies that may be required if the EOC escalates to status RED and develop rosters in preparation - Brief EMNIC, Office of the Administrator, NEMA Consider need for Liaison Officers (LOs)
RED (ACTIVATED)	<i>As emergency/incident-disaster escalates and a coordinated approach is required the EOC will be activated to control the response to the emergency/incident-disaster</i> Controller: - Fully activates the EOC in accordance with the NORDISPLAN, EOC 002 EOC Operation and other relevant procedures - Escalates EOC to required staff level; - Activates Combat Agencies and Functional Service Areas if required; and - Liaises with Deputy Controller FSC's/Liaison OfficersLOs will: - Advise their respective agencies to respond as per the appropriate response plan and/or agency's SOP - Maintain contact with their respective agencies - Respond or as directed by Controller or delegate
GREEN (DEACTIVATED)	<i>Controller determines if EOC support is no longer required and if the EOC should be closed.</i> Controller will then: - Formally hand control to the relevant combat agency and advise the continuing recovery and restoration measures that are in place. - Advise emergency service and FSC - Advise NEMA and Office of the Administrator - Advise the Media through the issue of a media release - Arrange time and location for formal Debrief/After Action Review and advise participants. The Debrief/After Action Review will involve ALL Emergency Service and Functional Service CoordinatorsFSCs, liaison-officersLOs and any other personnel who participated in the response and who have been stood down on completion of their final tasks. Final reports are completed and distributed in accordance with the EOC Operational Procedures. The EOC will be tidied up and vacated

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Nothing in this NORDISPLAN prevents the EMNIC Controller from moving the status of the NORDISPLAN directly to the “Activated” phase or moving down to the “Standby” phase at any time, depending on the circumstances of the particular event being faced. See *EOC 002 EOC Operation* for further guidelines.

Where the NORDISPLAN has been “de-activated” it must be reinstated. See *EOC 006 Declaring a State of Emergency – including Activating and De-activating NORDISPLAN* for further information.

Commented 622 : See change table.

6.2 DECLARING A “STATE OF DISASTER” OR A “STATE OF EMERGENCY”

The Act provides for declarations by the Minister on advice of the Controller of a “state of disaster” or “state of emergency”. The “*Minister’s Norfolk Island Delegation Instrument 2019*” provides for the Minister to delegate this power to the Administrator and others.

Commented 622 : See change table.

The declaration of a “state of disaster” or “state of emergency” is a significant step in the emergency management process. It invokes the extraordinary statutory powers of the Administrator, the EMNIC Controller and the Authorised Officers and can only be made by the Minister on the advice of the EMNIC Controller.

Commented 622 : See change table.

During a declared state of disaster or emergency the Act gives [EMNIC and](#) Authorised Officers extraordinary powers aimed at the protection of life and property and a restoration of conditions to normal. These powers extend to both public and private property and to individuals and corporations. See *EOC 006 Declaring a State of Emergency – including Activating and De-activating NORDISPLAN* for further information.

6.3 DETERMINING THE DISASTER OR EMERGENCY AREA

The Act allows the Minister to include in any declaration a geographic description of the physical area to which it applies. EMNIC may also consider whether the area to which a declaration is effective needs to be expanded, contracted or changed entirely during the course of the [event emergency or disaster](#).

6.4 REQUEST FOR EXTERNAL ASSISTANCE

During a disaster or emergency if local resources are, or are projected to be, inadequate or overwhelmed the EMT Chair on the recommendation of the EMT may request Australian Government physical assistance under the auspices of the Commonwealth Disaster Response Plan (COMDISPLAN).

The EMT Chair is authorised to liaise directly with [National Emergency Management Agency \(NEMA\)](#) to facilitate the provision of assistance under the COMDISPLAN. The Administrator must be advised of the request for assistance. NEMA will consider requests and coordinate Australian Government assistance.

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When a request for assistance is received, [NEMA](#) will coordinate the provision of assistance which may be provided by a Commonwealth agency, a commercial provider or a combination of these.

Any requests for physical assistance from the Australian Government may be telephoned to NEMA in the first instance but must be confirmed by a formatted hard copy via email. See *EOC 008 Communications – Internal Protocols* and *EOC 005 Contact Directory, Human Resources and Volunteer Management* for further information.

Commented  : See change table.

6.5 DEPLOYMENT OF NEMA-LO

The EMNIC may also request further NEMA assistance in the form of an NEMA Liaison Officer (NEMA-LO) who can be deployed and embedded with the EMT in advance of the emergency.

Commented  : See change table.

6.6 EMERGENCY OPERATIONS CENTRE (EOC)

The EMNIC Controller is responsible for the operation and general management of the [Emergency Operations Centre \(EOC\)](#). This includes staffing and administrative arrangements and ensuring that the EOC remains in a constant state of readiness and can be staffed and activated at short notice. See *EOC 002 EOC Operation* for further guidelines and instructions.

The EOC on Norfolk Island is a dedicated facility established and staffed (as required) to coordinate operational responses, resource acquisition and deployment together with recovery from an emergency [or disastersituation](#).

The primary EOC is located at the southern end of the Emergency Services Centre (ESC) on Ferny Lane, within the ESC, adjacent to the airport runway 11 approximately 2kms from the intersection with Douglas Drive.

An alternative operation^s centre has been identified at the Police Station. In the event that the EOC facility is non-operational due to damage or any other cause, the EMNIC [Chair Controller](#) will determine the most appropriate alternate location. See *EOC 002 EOC Operation* for further guidance.

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Figure 4

6.7 WARNINGS

Emergency warnings will be broadcast to the community over-through the following media means outlets in accordance with *EOC 008 Communications – Internal Protocols* and *SOP05 Media & Public Information* as follows:

- 1) Local radio stations
- 2) NIRC website
- 3) Local newspaper
- 4) Local online news and social media sites
- 5) Visitor Information Centre
- 6) Leaflet handouts, public displays and public addresses
- 7) Mobile telephone network blast system
- 8) If time permits appropriate personnel will deliver evacuation warnings through a doorknock operation.

Commented ??? May not just be warnings for evacuation.

Approximately 800 visitors on average are present on Norfolk Island. During a disaster or emergency, they will not be familiar with the terrain, geography, locality or identity of key features and personnel involved in emergency management activities. Therefore, clarity and consistency of the details of public messages will be critical to successful information transfer and knowledge of local identities or location of buildings/facilities must never be assumed.

6.8 EVACUATION CENTRES

During a state of emergency or disaster, evacuation centres may be required for one day, short term (4-5 days) or long-term use. The Welfare Functional Service Coordinator will maintain a register of suitable buildings that can be utilised as Evacuation Centres and key holder contacts.

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Whilst EMNIC recognises that there is no building on Norfolk Island that complies with various building codes containing cyclone rating parameters etc, there are several structures that have been used in the past and will continue to be used until a superior compliant building can be funded and constructed.

6.9 EVACUATION ARRANGEMENTS

The arrangement for evacuation of persons or animals from an area of danger or potential danger is a possible strategy in combating any particular hazard impact. The following must be considered:

- a) The decision to evacuate persons or animals is not one which should be taken lightly. A risk management approach using all available and relevant data will enable a timely and safe decision.
- b) The trigger to evacuate or stay put will ideally be identified during the planning process and be included in organisations' SOP's.
- c) The IC in conjunction with EMT will determine the need for evacuation and seek assistance from the Australian Government, if required.
- d) If evacuation of Norfolk Island is the preferred option and possible, the EMNIC Controller will liaise with the Administrator, the General Manager of NIRC and NEMA.

See EOC 007 Evacuation Plans for further information.

Commented ???: See change table.

PART 7 – RECOVERY ARRANGEMENTS

7.1 RECOVERY

Recovery operations are defined as those which provide the means for:

".....recovery of the normal pattern of life of individuals, families, and communities affected by a disaster or emergency and include these:

- (a) restoration of essential facilities and services;
- (b) restoration of other facilities and services necessary for the normal functioning of a community;
- (c) provision of material and personal needs; and
- (d) provision of means of emotional support..."²

As far as possible recovery operations aim to assist the community to manage its own recovery, while recognising that there may be a need for external technical, physical and financial assistance. Recovery is characterised by a complex array of issues and a broad range of organisations and stakeholders. Recovery procedures and processes often have a lasting impact on the community and may be costly in terms of financial and other resources.

Commented ???: Recovery is defined in the Act, but not recovery operations.

² Disaster and Emergency Management Act 2001 (NI)

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The key principles which underpin recovery operations in Norfolk Island are:

1. Disaster recovery is an integral part of emergency management, which includes the broader components of prevention, preparedness and response. Planning for recovery is integral to emergency preparation and mitigation actions may often be initiated as part of recovery, and
2. Disaster recovery includes physical, environmental and economic elements, as well as psychosocial wellbeing. Recovery can provide an opportunity to improve these aspects beyond previous conditions, by enhancing social and natural environments, infrastructure and economies – contributing to a more resilient community, and
3. Recovery does not require the response phase to have concluded before recovery operations can commence.

Successful recovery relies on:

- i. understanding the context;
- ii. recognising complexity;
- iii. using community-led approaches;
- iv. ensuring coordination of all activities;
- v. employing effective communication; and
- vi. acknowledging and building capacity.

Aspects of recovery operations are also included in the following FSA SOP – *SOP08 Welfare*.

7.2 EXPENDITURE

All claims for costs must be presented to the EMNIC for approval and include all relevant invoices. Reimbursement will only be approved for actions sanctioned by the EMNIC. Any questions regarding expenditure or funding, or actual expenses incurred during activation of the NORDISPLAN are to be discussed, recorded and reported to the EMNIC through the EMNIC Chair.

7.3 DISASTER AND EMERGENCY RELIEF FUND (DERF)

A Disaster and Emergency Relief Fund (DERF) has been established under the Act. This fund is managed by the Disaster Relief Fund Committee which is also established under the Act. Funds will be managed in accordance with requirements stipulated under s.17 of the Act and may only be used for providing relief to victims of the disaster or emergency. Detailed information on the operation of the DERF is contained in *SOP09 Welfare*.

Commented  This is sitting in the Recovery part of the plan. Is expenditure only relevant to Recovery, or to Response as well?

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ANNEXURE 1 – LIST OF EMERGENCY MANAGEMENT ABBREVIATIONS AND DEFINITIONS

The following abbreviations and definitions are used in the suite of EMNI plans and procedures:

ABBREVIATIONS

Commented c22 See change table.

ABF	Australian Border Force
ADF	Australian Defence Force
AFP	Australian Federal Police
AIIMS	Australasian Inter-Service Incident Management System
AMSA	Australian Marine Safety Authority
AO	Authorised Officer
AOCC	Australian Federal Police Coordination Centre
ARFFS	Aviation Rescue Fire Fighting Service
ATSB	Australian Safety Transport Bureau
AUSAVPLAN	Australian Government Aviation Disaster Response Plan
AUSSPREPLAN	Australian Government Space Re-Entry Debris Plan
BoM	Bureau of Meteorology
CASA	Civil Aviation Safety Authority
COLREGS	Convention on the International Regulations for Preventing Collisions at sea
COMDISPLAN	Australian Government Disaster Response Plan
CFCO	Chief Fire Control Officer
DERF	Disaster and Emergency Relief Fund
Home Affairs	Department of Home Affairs
DITRDCSA	Department of Infrastructure, Transport, Regional Development, Communications, <u>Sport</u> and the Arts
DVI	Disaster Victim Identification
EMT	Emergency Management Team (Norfolk Island)
EMNI	Emergency Management Norfolk Island
EMNIC	Emergency Management Norfolk Island Committee
EMNIC CHAIRController	<u>Chairperson</u> , Emergency Management Norfolk Island Committee <u>Controller</u>
EOC	Emergency Operations Centre
ESC	Emergency Services Centre
FSA	Functional Service Area
FSC	Functional Service Coordinator
GM	General Manager, Norfolk Island Regional Council
IC	Incident Controller
IMT	Incident Management Team

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NEMA	National Emergency Management Agency
NEMA-LO	National Emergency Management Agency Liaison Officer
NIFS	Norfolk Island Fire Service
NIHRACS	Norfolk Island Health and Residential Aged Care Service
NIPF	Norfolk Island Police Force
NIRC	Norfolk Island Regional Council
NIVRS	Norfolk Island Volunteer Rescue Squad
NORDISPLAN	Norfolk Island Disaster and Emergency Plan (NDP)
NRIS	National Registration and Inquiry System
NSR	National Situation Room (formerly Crisis Command Centre)
OIC-NIPF	Officer-in-Charge, Norfolk Island Police Force
PA-NI	Parks Australia Norfolk Island
SITREP	Situation Report
SOP	Standard Operating Procedure
VRA-NSW	Volunteer Rescue Association of NSW
WAA	Welfare Assembly Areas

DEFINITIONS

Act means *Disaster and Emergency Management Act 2001* ~~and any amendments amended~~ from time to time.

Authorised officer means a person appointed to fulfill any powers or functions as described in this procedure under paragraph 8(2)(d) of the Act.

Authorised person means a person appointed to an office created by the Committee under paragraph 8(2)(c) of the Act.

Disaster or emergency area means that area or part of the Territory of Norfolk Island in respect of which a state of disaster or emergency has been declared pursuant to section 9 of the Act.

Call Out - The process of staffing the EOC with sufficient personnel, particularly Liaison Officers, to deal with a situation.

Controller - The statutory head of the emergency services organisation, who has operational management and authority delegated in *Disaster and Emergency Management Act 2001*.

Command - The direction of members and resources of agency and/or organisation in the performance of that agency and/or organisation's roles and tasks. Authority to command is established by legislation or by agreement with the agency and/or organisation.

Disaster - An occurrence, whether or not due to natural causes, that causes loss of life, injury, distress, or danger to persons, or loss of, or damage to property. (Source: Community Welfare Act, 1987)

Disaster and Emergency Management Act 2001 — An Act to make provision for the protection of life and property in the event of a disaster or emergency, for recovery following such an event, to provide for the management of disaster and emergency situations, and for related purposes.

Commented S22 : See change table.

Commented : See change table.

Commented : Not used in this plan.

Commented : See change table.

Commented : Not used in this plan.

Commented : See change table.

Commented : Not required.

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OIC – Incident Controller (IC) - The Officer in Charge of Norfolk Island Police appointed by the Controller of Emergency Management Norfolk Island is the Incident Controller for emergency operations for Norfolk Island.

Commented

See change table.

Functional Service Coordinator (FSC) - The appointed head of a functional service area, which, by agreement of participating organisations within the functional service area, has the authority to commit the resources of those participating agencies.

Incident - A localised event, either accidental or deliberate which may result in death, injury or damage to property which requires normal response from a combat agency or agencies. (Source: SERM ACT). An incident becomes an emergency when the resources of the combat agency are insufficient to deal with the incident and other organisation's resources are desirable or required. Those resources now require coordination.

Commented

See change table.

Liaison Officer (LO) - An officer appointed to represent an emergency service or a functional area in an Emergency Operations Centre. These liaison officers are to be capable of providing immediate advice to the emergency Operations Controller on the capabilities and current status of resources of their particular emergency service or functional area. Liaison Officers MUST have the authority to commit resources from their respective organisations.

Commented

This authority is not typically held by LOs (definitely not by Aus Gov LOs) and contradicts the FSC definition above.

Minister - Under the Norfolk Island Legislation Amendment Act 2015 all references to "Minister" in the Disaster and Emergency Management Act 2001 (NI) is to be interpreted as the Australian Government Minister responsible for Norfolk Island or their delegate.

Plan - A step by step sequence for the conduct of a single or series of connected emergency operations to be carried out simultaneously or in succession. It is usually based upon stated assumptions and is a promulgated record of a previously agreed set of roles, responsibilities, functions, actions and management arrangements. A plan may be put into effect at a prescribed time, or on signal, and then becomes the basis of the emergency operation order for that emergency operation.

Commented

s22 : Not required.

Preparation - In relation to an emergency includes arrangements or plans to deal with an emergency or the effects of an emergency.

Prevention - In relation to an emergency includes the identification of hazards, the assessment of threats to life and property and the taking of measures to reduce potential loss to life or property.

Recovery - In relation to an emergency includes the process of returning an affected community to its normal level of functioning after an emergency. Recovery begins at the moment of impact or onset of the emergency and does not need to wait until the response phase is complete before recovery plans/measures can be commenced and is usually measured in months and/or years.

Response - In relation to an emergency means the process of combating an emergency and of aiding and intervention during or immediately after an emergency or disaster with the focus on saving lives and protecting community assets (buildings, roads, animals, crops, infrastructure) and is usually measured in hours, days or weeks.

Commented

These are probably not necessary, and care should be taken not to limit any actions through these definitions.

Response Plan - An action plan required for a specific hazard, critical task or special event which underpins the broader NORDISPLAN. It is prepared and endorsed by Emergency Management Norfolk Island Committee and sets out the specific management requirements necessary to deal with the effects of the hazard, or the critical task or special event and differs from the general coordination arrangements set out in the main NORDISPLAN.

Commented

See change table.

Risk management - is the systematic process of identifying, assessing and mitigating potential hazards to reduce their impact on the community.

Commented

s22 : Not necessary.

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Situation Report (SITREP) - A brief sequenced report which outlines the relevant details of the effects of an event, the needs generated, and the responses undertaken and planned

Commented  : Not used in this plan.

Standard Operating Procedures (SOPs) - A procedure prepared by an agency, organisation or functional area, which describes the support which is to be provided to the controlling or coordinating authority during emergency operations. It is a procedure describing how a functional area is to be coordinated in order to fulfill the roles and responsibilities allocated.

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ANNEXURE 2 – RISK ASSESSMENT MATRIX

CONSEQUENCE LIKELIHOOD	1. Negligible	2. Minor	3. Moderate	4. Major	5. Extreme
	LEVEL OF RISK				
5. Certain	S	S	H	H	H
4. Likely	M	S	S	H	H
3. Moderate	L	M	S	H	H
2. Unlikely	L	L	M	S	H
1. Rare	L	L	M	S	S

LEGEND

H	H = High Risk
S	S = Significant Risk
M	M = Moderate Risk
L	L = Low Risk

A five point scale is used to define the likelihood of risk

MEASURE OF LIKELIHOOD

LEVEL	DESCRIPTION	DESCRIPTION
5	CERTAIN	The risk event will occur
4	LIKELY	The risk event is almost certain to occur
3	MODERATE	The risk event will probably occur
2	UNLIKELY	The risk event is not likely to occur
1	RARE	The risk event will occur only in exceptional circumstances

A five point scale is used to define consequence of risk.

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MEASURE OF CONSEQUENCE

LEVEL	DESCRIPTION	HUMAN THREAT	PHYSICAL COST
5	EXTREME	Severe threat to human life, multiple deaths	Physical cost up to \$100 M
4	MAJOR	High threat to human life, few deaths	Physical cost up to \$10 M
3	MODERATE	Some threat to human life	Physical cost up to \$1 M
2	MINOR	Low threat to human life	Physical cost up to \$100k
1	NEGLIGIBLE	Low threat to human life	Physical cost up to \$10k

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EMERGENCY MANAGEMENT FRAMEWORK



NORDISPLAN 2025 ----- FORMS INDEX

EOC001	EOC002	EOC003	EOC004	EOC005	EOC006	EOC007	EOC008
Governance & Quality Management	EOC Operation	Resource Management	Forming Incident and Emergency Management Teams	Contact Directory, Human Resources & <u>Volunteer</u> Management	Declaring a State of Emergency – including Activating and de-activating NORDISPLAN	Evacuation plans	Communications - Internal Protocols

RPO1	RP02	RP03	RP04	RP05	RP06	RP07	RP08	RP09	RP10
Aircraft Crash	Cyclone	Fire	Explosion	Epidemic/ Pandemic	Terrorist Incident	Water Shortage	Marine Search & Rescue	Tsunami	Hazardous Material Spill

Each of the Functional Service Areas would provide their own SOP's for their responses to incidents/emergencies (with assistance as required)

SOP01	SOP02	SOP03	SOP04	SOP 05	SOP06	SOP07	SOP08	SOP09	SOP10
Airport	Border Protection	Fire Services	Health	Media and Public Information	Police	Telecommunications	Transport & Resources	Welfare	St John's Ambulance

EMERGENCY MANAGEMENT FRAMEWORK

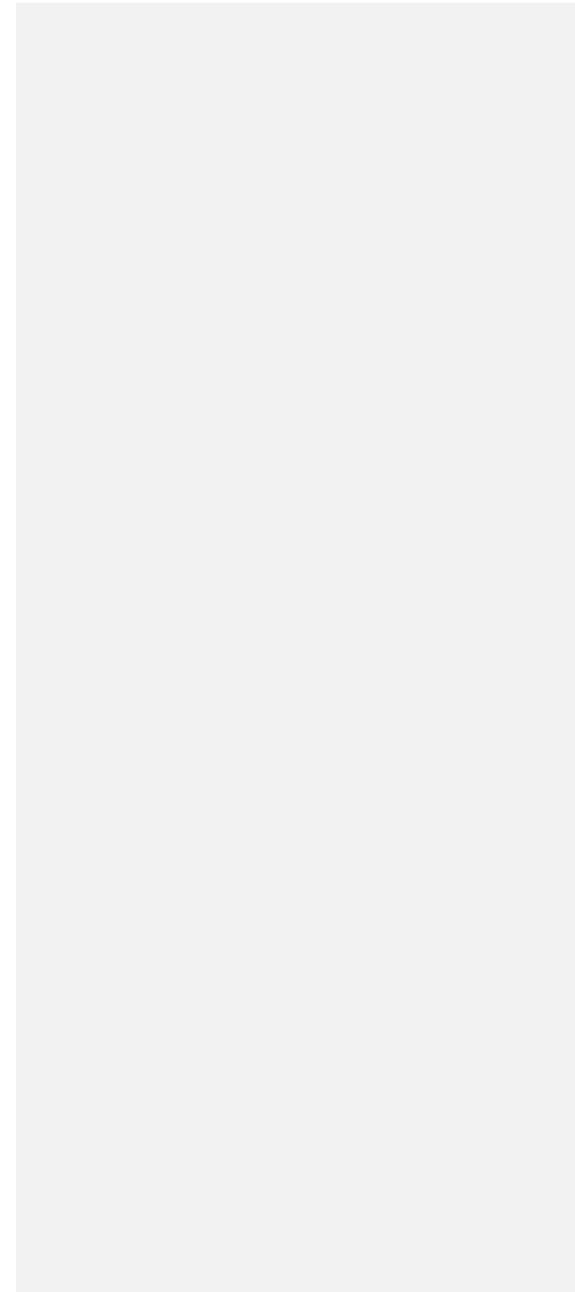
REVISION 4

REVISION DATE: 5 August 2025

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Section	Original	Suggested
Throughout	EMNI/EMNIC	There appears to be interchangeable use of EMNI/EMNIC. If possible, recommend specifically referring to EMNIC.
Throughout		Minor edits and suggestions (e.g. typos, spelling, flow consistency) are included in the draft NORDISPLAN as track changes. First use of an acronym/abbreviation for something might change depending on movement/addition of content, so recommend doing a global check for that after next revision.
Throughout	Inconsistent use of 'disaster' and 'emergency'.	Define both in the definition section (using the definition from the Act) and consistently twin reference them throughout the plan.
Throughout	Island vs island	Inconsistent capitalisation of 'island' vs 'Island'.
Throughout	EMNIC vs the EMNIC	Both are used, select one for consistency.
Throughout	NORDISPLAN vs the NORDISPLAN.	Both are used, select one for consistency.
Throughout	Plan vs plan	Both are used, select one for consistency.
Possibly Part 2	No mention of CEO	The Act defines roles and functions for the CEO. Recommend including in the plan where relevant.
Possibly Part 6	Volunteers	Recommend including a section on the management of volunteers (including spontaneous volunteers).
1.1	The aim of NORDISPLAN is to provide a plan for emergency management arrangements in response to an emergency on Norfolk Island.	Extend to include 'disaster', preparation and recovery (as per Act and scope). Wording: The aim of NORDISPLAN is to provide for the preparation, response and recovery arrangements for an emergency or disaster on Norfolk Island.

1.2	This plan must be adhered to by all EMNIC members, FSC's, authorised officers, members of the Emergency Management Team, Incident Management Team, NIRC staff and also members of the public that may be assisting during a disaster or emergency situation or event	Suggest wording be amended to include lead agencies and volunteers, remove EMT, NIRC staff (if they are otherwise captured as part of a lead agency or FSA) and members of the public. The Act doesn't cover members of the public, but does cover volunteers. Wording: This plan must be adhered to by all EMNIC members, lead agencies, Functional Service Coordinators (FSCs), the Incident Management Team (IMT), authorised officers and volunteers.
1.3	In undertaking the planning process, EMNIC aims to provide a high level, overarching, all-hazards response framework to NORDISPLAN. NORDISPLAN is supported by several response plans, operating procedures and agency specific standard operating procedures sub plans which address additional roles and responsibilities required before, during or after an incident. NORDISPLAN documents all hazard response arrangements and can be activated for any emergency, regardless of cause. A lead agency for response will be identified dependent on the nature of the event.	Wording: NORDISPLAN is an all-hazards response plan that can be activated for any emergency or disaster, regardless of cause. NORDISPLAN is supported by operations plans, hazard response plans and SOPs that provide detailed roles, responsibilities and processes for emergency and disaster operations for each hazard. NORDISPLAN documents all-hazard response arrangements and can be activated for any emergency or disaster, regardless of cause. A lead agency has been identified for each hazard.
1.3	During an operation which is the legal responsibility of a designated emergency service agency, the Controller is responsible to co ordinate support with collaboration of the emergency service agency.	It may be useful to include reference to the relevant legislation that gives agencies the legal responsibility for certain hazards/incidents. Maybe in the lead in paragraph: 'This Plan should be read in conjunction with the <i>Disaster and Emergency Management Act</i> (NI) and [the other Acts]...'

		Suggest the first mention of the Controller be referred to as EMNIC Controller (the Controller) and then all subsequent references to this position be written as 'the Controller'. This may help avoid confusion with the Incident Controller. Is the designated emergency service agency the same thing as the lead agency in the table at section 2.1? If so, recommend changing emergency service agency to 'lead agency'. Wording: The EMNIC Controller (the Controller) is responsible for coordinating support in collaboration with the lead agency.
1.3	The Controller will normally only assume control from an emergency service agency if the situation can no longer be contained and only after consultation with, and the agreement of, the relevant combat agency and its next higher level of control.	Unclear what 'relevant combat agency and its next higher level of control' are. Recommend defining these if they are separate to what had already been defined. If certain agencies have legal responsibilities for a hazard, is it possible for the Controller to assume control?
1.3	If local resources cannot cope, they will be augmented by those available through Australian Government levels if necessary.	Wording consistent with COMDISPLAN: If local resources cannot reasonably cope, additional non-financial assistance can be requested from the Australian Government.
1.5		The section describes the Emergency Management Framework and includes the Figure 3 diagram to illustrate it. However, the hierarchy of documents attached to the end of the plan is also called the Emergency Management Framework.
1.5	Figure 3	Suggest this Figure is moved into Part 6 – Response. As discussed, removal of the EMT from the emergency management structure will provide better clarity and

		delineation of responsibilities while also being cognisant of NI's smaller population.
1.6	This Plan recognises Norfolk Island's need to maintain capability to manage an emergency for up to 48-72 hours post impact. <i>EOC 003 Resource Management</i> documents the resources available to EMNIC and in the event that the IMT, in consultation with the IC, considers the event has, or is likely to, exceed the limits of local capacity then a formal request for assistance to NEMA will be made through the Administrator's Office on Norfolk Island to the Australian Government National Situation Room (NSR), Canberra.	Suggest this section is moved to Part 6 – Response. Currently the Chair of EMNIC is the nominated official that has the authority to request Australian Government non-financial assistance under COMDISPLAN. We have requested the this be changed to EMNIC Controller in the next update. Only the official listed in COMDISPLAN is authorised to request Australian Government assistance. Wording: This plan recognises Norfolk Island's need to maintain capability to manage an emergency or disaster for 48-72 hours post impact. See <i>EOC Resource Management</i> for the resources available to EMNIC. The IMT, lead agencies, FSCs and the EMNIC will provide advice to the EMNIC Controller on resources and capacity. In the event that the EMNIC Controller assesses that local resources cannot reasonably cope with the needs of the situation, they may seek non-financial assistance from the Australian Government under COMDISPLAN. The EMNIC Controller will send the request for assistance (RFA) to NEMA via the Australian Government National Situation Room (NSR) and notify the Norfolk Island Administrator of the RFA. See <i>EOC 008 Internal Communications</i> for further guidelines and contact details.
Part 2	Agency Roles and Responsibilities	Suggest this Part be renamed Governance and focus on EMNIC and governance of NORDISPLAN, detailing:

		- Composition of EMNIC - Appointment to EMNIC - Role of EMNIC (details currently in 2.2 and 2.3) - Reviewing, testing, evaluating and maintaining NORDISPLAN
2.1	Lead Agency Roles	Suggest this section is moved to Part 6 – Response
2.1	The EMNIC has considered the following hazards as risks/threats to Norfolk Island and determined the lead agency with responsibility to the identified risk/threat with support from EMNI as required. The roles are limited to within the day-to-day resources available on the island:	Wording: The EMNIC has identified the following hazards as posing a risk to Norfolk Island and has determined the lead agency and functional service areas responsible for each hazard.
2.1	Commercial airliner crash and explosion	These risks list two lead agencies – to avoid confusion of command, recommend listing only one lead agency.
2.1	Structural Fire (commercial building/s)	Why is this limited to commercial buildings?
2.1	Potable Water Shortage – IMT & EMT	Recommend this being the responsibility of NIRC as it is the owner of the drought management plan. As NIRC may not have adequately trained personnel to lead an IMT, EMNIC could be considered the lead agency with NIRC included as a functional service area.
2.2	Emergency Management Norfolk Island Committee (EMNIC)	See suggestions for Part 2 above.
2.3	Emergency Management Team	As discussed, remove the EMT capability and reallocate responsibilities to EMNIC and the IMT, as appropriate.
2.3	EMT responsibilities – providing advice to the Minister for the declaration of a state of disaster or emergency	Under the Act this is the responsibility of the EMNIC Controller (or another member of EMNIC) and so would need to be moved to sit under EMNIC's responsibilities. Once moved, recommend linking this to Section 6.2 and EOC 006 here. i.e. "see Section 6.2 and <i>EOC 006 Declaring a State of Emergency – including Activating and De-activating NORDISPLAN.</i> "

N/A	EOC 006 Declaring a State of Emergency	Presumed that this also includes declaring a State of Disaster, but it is recommended that it is made clear in the title and EOC. <i>including Activating and De-activating NORDISPLAN</i>
2.3	EMT responsibilities – seeking assistance from the Australian Government	Under COMDISPLAN this authority is held by the EMNIC Controller (currently Chair of EMNIC but NEMA will arrange to update).
2.4	Incident Management Team (IMT)	Suggest moving this section into Part 6 - Response
2.4	The IMT is responsible for operational management of the emergency/disaster and NEMA will provide assistance to the IMT when requested and will not overlay additional structure or take the lead during an incident. The IMT is led by the Incident Controller and is set up in functional areas to:	Recommend removal of the reference to NEMA in this paragraph as NEMA doesn't have any authority to take the lead. Assistance to the IMT (other than as a liaison officer) would be through an RFA, with the NEMA personnel reporting to the IC. Wording: The IMT is responsible for operational management of the emergency or disaster. The IMT is led by the Incident Controller and is set up in functional areas to:
2.4	The tactical response is the 'on the ground' activities and will be made up of local first responders, emergency services, NIRC and other identified organizations with capability to respond.	Wording: The tactical response is the 'on the ground' activities conducted by the lead agency and functional service areas.
2.5	Incident Controller (IC)	Suggest moving this section into Part 6 - Response
2.5	The IMT is led by the Incident Controller (IC). This position should be allocated dependent on the crisis or hazard. Where there is no clear lead, it falls to the Norfolk Island Police Force.	Wording: The IMT is led by the Incident Controller (IC). This position will be filled by an appropriate official from the lead agency. Where the hazard does not have a lead agency, the Incident Controller will be the Officer in Charge of the Norfolk Island Police Force.

3.1	Mitigation – Public education	This subpoint only references cyclone season education. If there is public education for other hazards, this should be captured here (and could become its own section under Mitigation). For instance, personal water use is much less on Norfolk Island compared to mainland Australia, which we believe is due to community awareness and education.
3.2	Emergency Risk Assessments	Suggest changing the title to Risk Management. Recommend moving section 2.1 and section 4.2 as the identification of the hazards and assignment of lead agencies and functional service areas is a result of having done the risk assessments. Recommend including a time frame that emergency risk assessments need to be tested and reevaluated. Note that ISO 31000:2009 has been superseded by ISO 31000:2018.
Part 4	Preparation	Recommend renaming to Preparedness to reflect current common terminology for the emergency management continuum – Prevention, Preparedness, Response, Recovery
4.1	Resources are available commensurate with both risk and need from: i) The Norfolk Island Regional Council ii) The Norfolk Island community, including private and business resources; and iii) Australian Government services including the Federal Police, Australian Border Force, Biosecurity, Department of Climate Change, Energy, Environment and WaterParks and; and iv) National Emergency Management Agency	Refer to EOC003 Resource Management? Does NIRC include the lead agencies and functional service areas? Wording: Resources are available commensurate with both risk and need from: i) NIRC;

		ii) The Norfolk Island Community, including private and business resources; iii) on-island partnerships with Australian Government agencies including the Australian Federal Police, Australian Border Force, Department of Agriculture, Fisheries and Forestry, Department of Climate Change, Energy, Environment and Water; and iv) other Australian government agencies and capabilities through an RFA under COMDISPLAN.
4.3	NIHRACS – requires a plan that includes evacuation, practice and possible alternate site arrangements. Patients will be evacuated, if required, by air.	Include reference to EOC007 – Evacuation plans?
4.3	NIHRACS – people concentrated in a defined area Central School & Banyan Park Early Education Centre	Recommend clarifying what is the concern/consideration required for ‘People concentrated in a defined area’ and ‘Children and teachers concentrated in a defined area’.
4.5	Reviewing, testing, evaluating and maintaining the NORDISPLAN	Recommend moving this section up to Part 2.
5.1	...to be attended by the IMT and functional area coordinators.	This is the only mention of functional area coordinators – are they the same as Functional Service Coordinators?
Part 5	Control and Coordination	Recommend combining with Part 6 - Response
Part 6	Response Arrangements	Recommend renaming to Response (reflecting Prevention, Preparedness, Response and Recovery as the current common terminology)
6.1	Stages of activation	Recommend realigning to three stages: STANDBY, ALERT and ACTIVE. Recommend that NORDISPLAN states the ability to change the phase from STANDBY directly to ACTIVE, where required. As already outlined, the EMNIC Controller can authorise a phase change directly to ACTIVE.

6.1	Any phase change of NORDISPLAN will be in response to an incident or emergency that requires a coordinated community response. The EMNIC Controller is authorised to determine the phase of the NORDISPLAN at any time after consultation with the EMT. Nothing in this NORDISPLAN prevents the EMNIC Controller from moving the status of the NORDISPLAN directly to the “Activated” phase or moving down to the “Standby” phase at any time, depending on the circumstances of the particular event being faced. See <i>EOC 002 EOC Operation</i> for further guidelines. Where the NORDISPLAN has been “de-activated” it must be reinstated. See <i>EOC 006 Declaring a State of Emergency – including Activating and De-activating NORDISPLAN</i> for further information.	Wording: The EMNIC Controller is authorised to determine the phase of the NORDISPLAN in anticipation of, or in response to, an emergency or disaster. Nothing in the NORDISPLAN prevents the EMNIC Controller from moving the status of the NORDISPLAN directly from STANDBY to ACTIVE, or vice versa. See <i>EOC 002 EOC Operation</i> and <i>EOC 006 Declaring a State of Emergency – including Activating and De-activating NORDISPLAN</i>.
6.1	Stages of Activation (Table)	Recommend removing WHITE as this is effectively STANDBY. The actions described in STANDBY are more appropriately contained within ALERT – i.e. potential event requiring monitoring, identification of personnel required etc. The steps described in DEACTIVATED are more appropriate as tasks that are carried out to deactivate from ACTIVE, rather than as a standalone phase. STANDBY is effectively the current WHITE phase.

		Ensure EMT is removed and specified roles are disseminated appropriately between EMNIC and the IMT. State when the IMT is stood up and who has responsibility for doing so. What are the trigger points? Recommend that the IMT is stood up when NORDISPLAN changes to ACTIVE. Recommend that for all phase changes (ALERT, ACTIVE, STANDBY) stakeholders are notified of the phase change. Recommend that these same stakeholders are then briefed (implying more information given than in a notification) when NORDISPLAN has a phase change to ACTIVE. Recommend mentioning ability to send an RFA to NEMA in the ACTIVE phase. Stipulate who has the authority to do so (or link to the Section/EOC where this information can be found).
Possibly Part 2	After Action Review	Recommend including a short section on when AARs are recommended and who is required to be there. Can be removed from the Stages of Activation table.
6.2	The Act provides for declarations by the Minister on advice of the Controller of a “state of disaster” or “state of emergency”.	Wording: Section 9 of Act provides for declarations by the Minister on the advice of the EMNIC Controller or, in the absence of the EMNIC Controller another member of EMNIC, of a state of disaster or emergency. The <i>Minister’s Norfolk Island Delegation Instrument 2019</i> provides for the Minister to delegate this authority to the Administrator of Norfolk Island and certain officers of DITRDCA.
6.2	The declaration of a “state of disaster” or “state of emergency” is a significant step in the emergency	The declaration of a state of emergency or state of disaster is a significant step in the emergency management process. It

	management process. It invokes the extraordinary statutory powers of the Administrator, the EMNIC Controller and the Authorised Officers and can only be made by the Minister on the advice of the EMNIC Controller.	invokes the extraordinary statutory powers of EMNIC and Authorised Officers under s. 11 of the Act.
6.2	Authorised Officers	An EOC plan (or similar) should be developed to cover the roles and responsibilities of authorised officers as permitted under the Act. Suggest creating a form that authorised officers sign to state they know their obligations and parameters. Suggest including more detail on this in NORDISPLAN. Note that s. 8(3) – (5) requires EMNIC members, persons appointed to an office and authorised officers to be provided suitable photo ID for the purpose of exercising powers under the Act, to produce that ID on request, and to surrender that ID when they no longer hold that office or position.
6.4	During a disaster or emergency if local resources are, or are projected to be, inadequate or overwhelmed the EMT Chair on the recommendation of the EMT may request Australian Government non-financial assistance under the auspices of the Commonwealth Disaster Response Plan (COMDISPLAN). The Administrator must be advised of the RFA. NEMA will consider requests and, if accepted, will coordinate Australian Government non-financial assistance. This may be provided by a Commonwealth agency, a commercial provider or a combination of these. The EMT is required to	Wording consistent with COMDISPLAN requirements: During a disaster or emergency if resources are, or projected to be, inadequate or overwhelmed the EMNIC Controller may request Australian Government non-financial assistance under COMDISPLAN. The EMNIC Controller will take advice from the IMT, lead agencies, FSCs and the EMNIC as appropriate. The Administrator of Norfolk Island must be advised of the RFA. NEMA will consider requests and, if accepted by the Minister for Emergency Management, will coordinate the assistance. This may be provided by an Australian

	provide an explanation of why the requirement cannot be met by Norfolk's existing resources (local, government, commercial or other) prior to a RFA being accepted by NEMA. Any RFAs to the Australian Government may be telephoned to NEMA, through the NSR, in the first instance but must be confirmed in a formal template via email.	Government agency, a contracted provider or a combination of these. By agreement with the EMNIC Controller, NEMA may deploy a liaison officer to the Emergency Operations Centre to support the coordination of assistance. Any RFAs to the Australian Government may be telephoned to NEMA through the NSR in the first instance but must be confirmed in a formal template via email. <i>See EOC 008 Internal Communications.</i>
6.5	Deployment of a NEMA-LO The EMNIC may also request further NEMA assistance in the form of an NEMA Liaison Officer (NEMA-LO) who can be deployed and embedded with the EMT in advance of the emergency.	EMNIC can request the deployment of liaison officers from any Australian Government agency, not just NEMA. In the states and territories, it is common that at a certain point in the activation of their emergency plans/operations centre, they will call for relevant Australian Government liaison officers to be deployed. NEMA may not be the most important liaison officer to have in a health, marine or airport emergency for example. If assistance is being provided under COMDISPLAN, then NEMA would discuss with the EMNIC Controller whether a NEMA LO is required to deploy to support that assistance. Note that if EMNIC would like NEMA to provide intelligence or planning support to the IMT, this is different to what a liaison officer would do and would need to be requested through an RFA. States and territories sometimes request NEMA to provide intelligence or planning support, and these

		staff will embed into the IMT alongside the jurisdiction staff and work to the Incident Controller's direction. Wording consistent with COMDISPLAN: EMNIC may request the deployment of LOs from relevant Australian Government agencies in anticipation of, or in response to an emergency or disaster, to support situational awareness and coordination of Australian Government assistance.
6.8 6.9	Evacuation Centres Evacuation Arrangements	Suggest changing this section title to Evacuation Management and then having sub-headings for Evacuation Centres and Evacuation Arrangements. Suggested wording: 6.8 Evacuation Management In anticipation of, or in response to an emergency or disaster it may be necessary to evacuate people and animals from certain areas of Norfolk Island until it is safe to return. It may also be necessary to evacuate people from Norfolk Island to the Australian mainland. Evacuation Centres The Welfare Functional Service Coordinator will maintain a register of suitable buildings that can be used as Evacuation Centres for local evacuations. While EMNIC recognises that there are no buildings on Norfolk Island that meet cyclone building code requirements, there are several structures that have been used in the past

		and will continue to be used until a compliant building can be funded and constructed. [Recommend listing the main evacuation centres]. Evacuation Arrangements EMNIC will make evacuation centres available to allow persons to self-evacuate if they choose. If a state of emergency or state of disaster has been declared, the EMNIC and authorised officers have the power under section 11 of the Act to direct and cause evacuations of persons or animals. The EMNIC will determine the need for local or off-island evacuation, considering triggers identified in RPs and SOPs and the advice of the Administrator of Norfolk Island, the IMT and relevant lead agencies. If the EMNIC determines that some or all of the persons on Norfolk Island need to be evacuated to the Australian mainland, and Australian Government assistance is required, the EMNIC Controller will submit an RFA to NEMA via the NSR. <i>See EOC 007 Evacuation Plans.</i>
General	Functional Service Coordinator	Is there a subplan that steps out each Functional Service Coordinator and their role within NORDISPLAN? Should this be included in the main plan?

Part 7	Recovery Arrangements	Recommend renaming to Recovery (reflecting Prevention, Preparedness, Response and Recovery as the current common terminology)
Part 7	Recovery Arrangements	Recommend including more information on roles and responsibilities, and command and control in recovery.
Annexure 1	List of Emergency Management Abbreviations and Definitions	Usually the abbreviations (commonly called a glossary or just acronyms) and definitions are included at the start of emergency plans and only include the abbreviations and definitions used in that document. Recommend considering moving these to the front of the document and taking out the acronyms and definitions not used in the plan.
Annexure 1 Abbreviations		Include RFA – Request for Assistance
Annexure 1 Definitions	Authorised officer	Recommend using the definitions from the Act. Wording: Authorised officer means a person appointed under paragraph 8(2)(d) of the Act.
Annexure 1 Definitions	Authorised person	Per the act, this is appointed officer, not authorised person. Recommend changing the definition to align with the one provided in the Act. Wording: Appointed officer means a person appointed under paragraph 8(2)(c) of the Act.
Annexure 1 Definitions	Controller	Wording: EMNIC Controller means the person appointed to that position by the NIRC Chief Executive Officer under paragraph 6(3) of the Act.

Annexure 1 Definitions	Disaster	This must be the definition from the Disaster and Emergency Management Act.
Annexure 1 Definitions	Emergency	Need to include the definition of emergency from the Act.
Annexure 1 Definitions	Emergency Management Norfolk Island Committee	Should include the definition of EMNIC.
Annexure 1 Definitions	Functional Service Area	Need to include the definition of a Functional Service Area.
Annexure 1 Definitions	OIC – Incident Controller (IC)	Suggested wording: Incident Controller (IC) means the person leading the IMT, and will be filled by an appropriate official from the designated lead agency for a hazard or, where the hazard does not have a lead agency, the Officer in Charge of the Norfolk Island Police Force.
Annexure 1 Definitions	Incident	This should not be included as it is not part of the Act and so is not within the remit of NORDISPLAN. The Act requires the plan to cover emergency and disaster, and those are defined in the Act.
Annexure 1 Definitions	Lead agency	Recommend including a definition of lead agency
Annexure 1 Definitions	Minister	Suggested wording: Minister means the Australian Government Minister responsible for Norfolk Island (or their delegate under the <i>Minister's Norfolk Island Delegation Instrument 2019</i>).
Annexure 1 Definitions	Response Plan	Suggested wording: Response Plan means a hazard-specific plan prepared and endorsed by EMNIC that sits under NORDISPLAN and sets out the specific response arrangements for that hazard.
Annexure 2		Check that this Matrix hasn't changed between ISO 31000:2009 and ISO 31000:2018.

Risk Assessment Matrix		
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