

**Coffs Harbour - Bellingen  
Local Emergency  
Management Plan  
March 2018**



## Part 1 – Administration

### Authority

The Coffs Harbour and Bellingen Local Emergency Management Plan (EMPLAN) has been prepared by the Coffs Harbour and Bellingen Local Emergency Management Committee in compliance with the State Emergency & Rescue Management Act 1989.

APPROVED



Chair

Coffs Harbour and Bellingen Local Emergency Management Committee

Dated: 6 March 2018

ENDORSED



Chair

North Coast Regional Emergency Management Committee

Dated: 12/3/18

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<b>Chair (Coffs Harbour City Council)</b>	<b>Chair (Bellingen Shire Council)</b>
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**Coffs Harbour and Bellingen Local Emergency Management Committee**

Dated: 6 March 2018

ENDORSED

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**Chair**

**North Coast Regional Emergency Management Committee**

Dated: 28 March 2018

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## Purpose

Details arrangements for, prevention of, preparation for, response to and recovery from emergencies within the Local Government Area(s) covered by this plan.

It encompasses arrangements for:

- emergencies controlled by combat agencies;
- emergencies controlled by combat agencies and supported by the Local Emergency Operations Controller (LEOCON);
- emergency operations for which there is no combat agency; and
- circumstances where a combat agency has passed control to the LEOCON.

## Objectives

The objectives of this plan are to:

- define participating organisation and Functional Area roles and responsibilities in preparation for, response to and recovery from emergencies;
- set out the control, co-ordination and liaison arrangements at the Local level;
- detail activation and alerting arrangements for involved agencies; and
- detail arrangements for the acquisition and co-ordination of resources.

## Scope

The plan describes the arrangements at Local level to prevent, prepare for, respond to and recover from emergencies and also provides policy direction for the preparation of Sub Plans and Supporting Plans:

- Arrangements detailed in this plan are based on the assumption that the resources upon which the plan relies are available when required; and
- The effectiveness of arrangements detailed in this plan are dependent upon all involved agencies preparing, testing and maintaining appropriate internal instructions, and/or standing operating procedures.

## Principles

The following principles are applied in this plan:

- a) The Emergency Risk Management (ERM) process is to be used as the basis for emergency planning in New South Wales. This methodical approach to the planning process is to be applied by Emergency Management Committees at all levels.
- b) Responsibility for preparation, response and recovery rests initially at Local level. If Local agencies and available resources are not sufficient they are augmented by those at Regional level.
- c) Control of emergency response and recovery operations is conducted at the lowest effective level.
- d) Agencies may deploy their own resources from their own service from outside the affected Local area or Region if they are needed.
- e) The Local Emergency Operations Controller (LEOCON) is responsible, when requested by a combat agency, to co-ordinate the provision of resources support. EOCONs would not normally assume control from a combat agency unless the situation can no longer be contained. Where necessary, this should only be done after consultation with the Regional Emergency Operations Controller (REOCON) and agreement of the combat agency and the appropriate level of control.
- f) Emergency preparation, response and recovery operations should be conducted with all agencies carrying out their normal functions wherever possible.
- g) Prevention measures remain the responsibility of authorities/agencies charged by statute with the responsibility.

## Test and Review Process

The Coffs Harbour and Bellingen Local Emergency Management Committee (LEMC) will review this Plan every three (3) years, or following any:

- Activation of the Plan in response to an emergency;
- Legislative changes affecting the Plan; and
- Exercises conducted to test all or part of the Plan.

## Part 2 – Community Context

### Annexure A – Community Profile

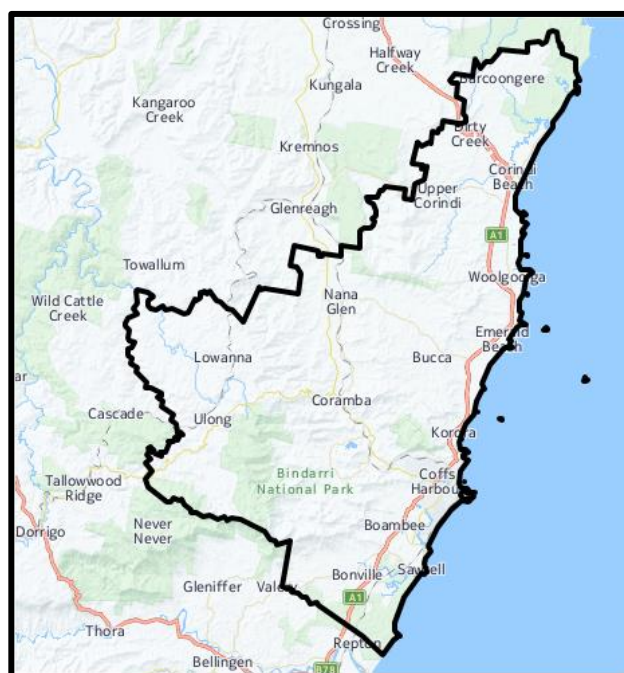
#### General

##### Coffs Harbour City Council

The Coffs Harbour City Council Local Government Area (LGA) encompasses 1174 km<sup>2</sup> (including a portion of the Bellinger Valley and Dorrigo Plateau) and is 530km north of Sydney and 390km south of Brisbane.

The LGA is made up of many beachside and inland localities, villages, towns and suburbs. These are Arrawarra, Arrawarra Headland, Barcoongere, Boambee, Boambee East, Bonville, Brooklana, Bucca, Bundagen, Coffs Harbour, Coramba, Corindi Beach, Dirty Creek, Emerald Beach, Halfway Creek, Karangi, Korora, Lowanna, Moonee Beach, Mullaway, Nana Glen, North Boambee Valley, Red Rock, Safety Beach, Sandy Beach, Sapphire Beach, Sawtell, Sherwood, Toormina, Ulong, Upper Corindi, Upper Orara and Woolgoolga.

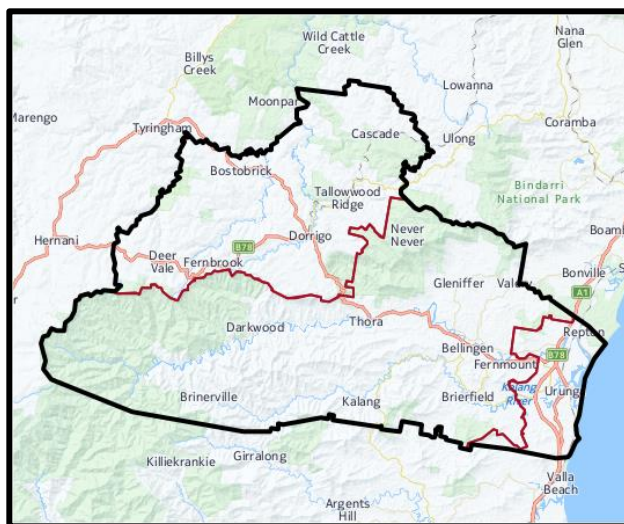
The estimated resident population of the LGA was 74,641 in 2016.



##### Bellingen Shire Council

The Bellingen Shire area covers an area of 1602 km<sup>2</sup> and includes the Bellinger Valley and Dorrigo Plateau. The estimated resident population of the Shire was 12,893 in 2016.

Principal towns are Urunga (population - 3065), Bellingen (population - 3833 ) and Dorrigo (population - 1201). Villages include Mylestom, Repton, Raleigh, Fernmount, North Dorrigo, Megan, Bostobrick, Darkwood/Thora and Deer Vale.



### Landform and Topography

The Coffs Harbour Local Government Area (LGA) covers approximately 78 kilometres of coastline, extending from Bundagen in the south to Station Creek in the north. Over 90% of the coastline is sandy beaches, separated by rocky headlands and estuaries.

Bellingen Shire consists of three broad topographical areas incorporating the seaboard around Mylestom, Repton and Urunga, the valleys of the Bellinger and Kalang Rivers and the Dorrigo Plateau landscapes. Each has its own characteristics and provides a choice in cultural and natural diversity. The two major river systems in the shire are the Kalang and the Bellinger Rivers which meet at Urunga. During heavy rain events, these systems inundate the upper catchments isolating residents, in the Darkwood Thora area, Gleniffer and Kalang.

The Bellingen Shire has vast areas of woodland and forests with State Forests and National Parks covering over 53% of the local government area which poses a major bushfire risk. The river system in the upper and lower coastal regions may also pose a major flood risk.

### Climate

#### Coffs Harbour and Bellingen

Coffs Harbour and Bellingen LGA's climate is subtropical with warm to very warm wet summers and cool to mild dry winters. The climate is pleasant most of the year with an average maximum and minimum temperatures are 23.4°C and 14°C respectively.

Annual mean rainfall is 1700mm, with the wettest month, March (248mm) and the driest month, September (62mm). The mountain ranges inland from the coast receive more rain than the coastal strip. Winds are strongest on the coast and decrease inland, the greatest difference occurring in the summer months.

Whilst both LGAs are usually south of the area affected by strong tropical cyclones, rain depressions from ex-tropical cyclones/east coast lows are the most predominant climate and weather related events. These events have resulted in significant storm events requiring emergency response due significant rainfall, strong



winds and destructive marine condition. Other events also include severe thunder storms and cold fronts which have required emergency response.

Prevailing weather conditions associated with the bush fire season in the Mid North Coast BFMC area are strong South West to North West winds, accompanied by higher temperatures and low relative humidity. The bush fire season generally runs from August to December coinciding with these conditions. Dry and sometimes hot winds from the west commonly precede the passage of cold fronts. These winds during the drier spring months may contribute to very high to extreme fire danger ratings. Violent wind squalls often associated with the passing of these fronts may further contribute to erratic fire behaviour.

## Land Use

### Coffs Harbour

The Coffs Harbour LGA consists of

- 29,700 rateable properties
- around 140 km of footpaths and cycleways
- around 2,500 ha of reserves, parks and sporting fields; and

Approximately 53% (68,441 Ha) of the Coffs LGA is zoned National park/forestry/ Environmental protection. Another 39% (45,705 Ha) is zoned Rural or rural residential 1% waterway zone and another 1% for special purpose (e.g. Pacific Highway). As a result, the vast majority of Coffs LGA has a residential density of less than 2 people per hectare.

Residential, business, industrial and recreational zone makes up only 5% however the resident density is highest with Coffs Harbour (13 to 17 people per hectare) and Boambee East/Toormina/Sawtell (between 9.5 and 11.5 per hectare). The following table provides greater detail of land zoning in the Coffs LGA.

Land Use Zone / Type / Classification	Area (ha)	% of LGA
Residential Zones (incl. RU5 Village; excl. R5)	3054	2.6
Business Zones	173	0.1
Industrial Zones	351	0.3
Recreation Zones	2050	1.7
Special Purpose zones (incl. Pacific Hwy)	1626	1.4
R5 Large Lot Residential (aka Rural Residential)	2038	1.7
Rural Zones (excl. RU3 Forestry & RU5 Village)	43667	37.2
Environmental Protection Zones (excl. E1)	7492	6.4
E1 National Parks and Nature Reserves	15083	12.9
RU3 Forestry	39865	34.0
Waterway Zones	1408	1.2

### Bellingen

Land Use Zone / Type / Classification	Area (Ha)	% of LGA
B1 - Neighbourhood Centre	0.23	0.00%
B2 - Local Centre	22.82	0.01%
E1 - National Parks and Nature Reserves	52,127.18	32.58%
E2 - Environment Conservation	326.09	0.20%

E3 - Environmental Management	10,547.07	6.59%
E4 - Environmental Living	9,460.50	5.91%
IN1 - General Industrial	71.63	0.04%
R1 - General Residential	821.08	0.51%
R5 - Large Lot Residential	1,321.46	0.83%
RE1 - Public Recreation	206.17	0.13%
RE2 - Private Recreation	23.85	0.01%
RU1 - Primary Production	26,349.30	16.47%
RU2 - Rural Landscape	21,573.10	13.48%
RU3 - Forestry	34,485.71	21.56%
RU4 - Rural Small Holdings	1,563.36	0.98%
SP1 - Special Activities	24.63	0.02%
SP2 - Infrastructure	135.14	0.08%
W1 - Natural Waterways	188.32	0.12%
W2 - Recreational Waterways	730.92	0.46%

## Population and People

### Coffs Harbour

The Coffs Harbour Local Government Area has an estimated population of 74,641 people being 48.4% males and 51.6% females (2016 census data). Population age group percentages are:

- 0 and 17 (22%)
- 18 to 34 (18%)
- 35 to 59 (32%)
- 60 years and over (28.3%)

Coffs Harbour’s indigenous population is approximately 5% and the foreign population (people born outside Australia) is approximately 14%. At least 90% of the population speaks English only, with 1.5% speaking another language and English not well or not at all, such as Punjabi, German, Mandarin, Spanish, Persian/Dari and Italian languages.

The LGA houses approximately 32,400 private dwellings, the majority being separate houses. 61.5% of dwellings are owned or mortgaged and 29% rented. The Census data reports that 36% of the households owned one car; 34% owned two cars; and 15% owned three cars or more. 70% of people drive to work as the driver or passenger, this being their single means of transport to and from their place of employment. 5% worked at home and 10% did not go to work.

### Bellingen

The Bellingen Local Government Area has an estimated resident population of 12,893 people being 48% male and 52% female (2016 census data). Population age group percentages are:

- 0 to 17 (21.3%)
- 18 to 34 (12.4%)
- 35 to 59 (33.9%)
- 60 years and over (32.4%)

Bellingen's indigenous population is approximately 3.5% and the foreign population (people born outside Australia) is approximately 11.7%. At least 90% of the population speaks English only, with 0.2% speaking another language and English not well or not at all, the majority being German, Dutch, Spanish and French languages.

The LGA houses approximately 6,056 private dwellings, the majority being separate houses. 68% of dwellings are owned or mortgaged and 23.3% renting. The Census data reports that 37% of the households owned one car; 34% owned two cars; and 15% owned three cars or more. 66.4% of people drive to work as the driver or passenger; this being their single means of transport to and from their place of employment. 10.5% worked at home and 12% did not go to work.

### Transport Routes and Facilities

#### Road

The Pacific Highway passes through the Bellingen and Coffs Harbour LGAs on a north/south axis. Whilst it bi-passes Urunga, it traverses through the centre of Coffs Harbour. As the Pacific Highway carries in excess of 15,000 vehicles per day (including a large number of heavy transport and passenger vehicles) traffic incidents are cause for concern.

Coffs Harbour City Council maintains over 950 km of local roads with the majority sealed. Coffs Harbour also maintains 63 timber bridges and 109 concrete bridge.

Major local roads within the Bellingen Shire connecting the rural community to urban villages and Waterfall Way, include Darkwood, Kalang, Bowraville, Gleniffer, Hydes Creek, Coramba and Tyringham Roads.

A major link between the Coffs/Bellingen LGAs and the NSW tableland is Waterfall Way (Main Road 76). This passes through Bellingen and Dorrigo and, like the Highway, carries large traffic volumes heavy transport, local and interstate coaches, car and caravan combinations and other private vehicles. Average Daily Traffic (ADT) counts vary from 2,000 east of Dorrigo and Thora to over 6,000 at Bellingen and Fernmount.

#### Harbour

Coffs Harbour has an active Marina precinct off Mariner Drive. The precinct has the following facilities

- 165 berths
- Crane out facilities to handle vessels up to 60 tonnes (operational as a temporary measure)
- Boat ramp facility
- Fuel (diesel)
- Hardstands and maintenance facilities
- Mechanic including outboard and diesel service
- Australian Border Force
- Retail, restaurants and other businesses

#### Railway

The North Coast Rail passes through Coffs Harbour and Bellingen in a north/south direction, connecting Sydney with Brisbane. It is used for both passenger and freight services. This Line is typically a single track with occasional passing loops. The line is indirect with many tight curves leading to low operating speeds. There are railway stations at Coffs Harbour, Sawtell and Urunga. After Coffs, the line heads north-west to

Grafton. The only major Crossing is on Marina Drive heading into the Coffs Jetty precinct. There are a number of minor rail crossings throughout the Coffs and Bellingen LGAs.

### **Airport**

The Coffs Harbour Regional Airport is one of the largest and busiest regional airports in New South Wales, handling regional, domestic and international style aircraft. It is serviced by five carriers with direct flights to/from Brisbane, Newcastle, Sydney and Melbourne. The airport welcomes over 400,000 passengers annually. This means there are regular flight paths that cross the Coffs Harbour and Bellingen local government areas.

Connell Park at Bellingen provides suitable rotary wing access to the township of Bellingen and a helipad at the playing fields at Dorrigo services the Dorrigo area during emergency situations. Other alternatives are the Bellingen Primary school or high school Oval.

## **Economy and Industry**

### **Coffs Harbour**

There are approximately 5,400 businesses in the Coffs Harbour LGA, 31,500 local jobs and a gross regional product of \$3.2 billion.

Health care and social assistance and retail is the largest employment industry in the area, closely followed by accommodation and food services, construction and education and Training.

The Coffs Harbour Health Campus is the largest employer within the Coffs Harbour LGA.

### **Bellingen**

The major industry sectors across the LGA include Healthcare, education and training, retail, construction, accommodation/ food services, agriculture/forestry/fishing. These sectors represent the major employers in the Shire.. The Gross Regional Product (GRP) for the Shire was \$470m as of 2016 .. The area is renowned for its strong creative industries sector and the Shire is famous for its eclectic and unique range of festivals, events and markets. Approximately 53% of Bellingen Shire is either National Park or State Forest. These areas provide great opportunities for adventure, nature and leisure based tourism. Dorrigo National Park is classified as World Heritage Rainforest and is one of the most popular tourist attractions on the mid north coast.

## Annexure B – Hazards and Risks Summary

A Local Emergency Risk Management (ERM) Study has been undertaken by the Coffs Harbour and Bellingen Local Emergency Management Committee identifying the following hazards as having risk of causing loss of life, property, utilities, services and/or the community's ability to function within its normal capacity. These hazards have been identified as having the potential to create an emergency. The Name Emergency Risk Management Study should be referenced to identify the complete list of consequences and risk descriptions.

Hazard	Risk Description	Likelihood Rating	Consequence Rating	Risk Priority	Combat / Responsible Agency
Biosecurity Security (Animal and Plants) Emergency	Pest plants, pest animals or a serious plant and animal disease outbreak could pose a risk to primary industries, the land and marine environments, community and the economy.	Likely	Moderate	High	Department of Primary Industries
Bridge Collapse	Failure of a major bridge structure with or without warning owing to structural failure or as a result of external/ internal events or other hazards/ incidents.	Unlikely	Insignificant	Low	LEOCON
Building Collapse	Collapse of building owing to structural failure or impact from external/internal event of other hazards /incidents.	Unlikely	Minor	Low	FRNSW (USAR) LEOCON
Communicable Disease (Human)	Pandemic illness that affects, or has potential to affect, large portions of the human or animal population	Possible	Moderate	High	Department of Health
Dam Failure	A dam is compromised that results in localised or widespread flooding.	Unlikely	Moderate	Medium	Owner - CHCC NSW SES
Earthquake	Earthquake of significant strength that results in localised or widespread damage.	Rare	Minor	Low	LEOCON
Fire (Bush or Grass)	Major fires in areas of bush or grasslands.	Likely	Moderate	High	NSW RFS, FRNSW & NPWS
Fire (Industrial)	Serious industrial fire in office complexes and/or warehouses within industrial estates.	Likely	Moderate	High	FRNSW & NSW RFS
Fire (Commercial)	Serious commercial fires in shopping centres, aged persons units, nursing homes and hospitals.	Likely	Moderate	High	FRNSW & NSW RFS

Hazard	Risk Description	Likelihood Rating	Consequence Rating	Risk Priority	Combat / Responsible Agency
Fire (Residential)	Serious residential fire in medium/high rise apartments.	Likely	Moderate	Low	FRNSW & NSW RFS
Flood (Flash)	Heavy rainfall causes excessive localised flooding with minimal warning time	Likely	Moderate	High	NSW SES
Flood (Riverine)	River flows exceed the capacity of normal river systems resulting in flood waters escaping and inundating river plains	Likely	Major	Extreme	NSW SES
Hazardous Release	Hazardous material released as a result of an incident or accident.	Possible	Moderate	High	FRNSW
Heatwave	A sequence of abnormally hot conditions having the potential to affect a community adversely.	Unlikely	Moderate	Medium	SEOCN
Landslip	Landslip/landslide resulting in localised or widespread damage.	Likely	Insignificant	Medium	LEOCON
Storm	Severe storm with accompanying lightning, hail, wind, and/or rain that causes severe damage and/or localised flooding.(includes tornado)	Likely	Major	Extreme	NSW SES
Transport Emergency (Air)	Aircraft crashes in LGA resulting in large number of fatalities, injuries and/or damage to property.	Unlikely	Major	High	LEOCON & Aviation Rescue and Fire
Transport Emergency (Road)	A major vehicle accident that disrupts one or more major transport routes that can result in risk to people trapped in traffic jams, restrict supply routes and/or protracted loss of access to or from the area.	Likely	Insignificant	Medium	LEOCON
Transport Emergency (Sea)	A major accident that results in environmental damage and major recovery operation	Possible	Minor	Medium	Water Police and Marine Rescue

Hazard	Risk Description	Likelihood Rating	Consequence Rating	Risk Priority	Combat / Responsible Agency
Tsunami	A tsunami wave of magnitude that presents a risk to land and marine elements.	Unlikely	Major	High	NSW SES
Utilities Failure	Major failure of essential utility for unreasonable periods of time as a result of a natural or man-made occurrence.	Possible	Minor	Medium	LEOCON

## Annexure C – Local Sub Plans, Supporting Plans and Policies

Responsibility for the preparation and maintenance of appropriate sub and supporting plans rest with the relevant Combat Agency Controller or the relevant Functional Area Coordinator.

The sub/supporting plans are developed in consultation with the Coffs Harbour and Bellingen LEMC and the community.

The plans listed below are supplementary to this EMPLAN. The sub/supporting plans have been endorsed by the LEMC and are determined as compliant and complimentary to the arrangements listed in this EMPLAN.

These plans are retained by the LEMO on behalf of the LEMC and public release versions are available on the Council Website.

Plan/Policy	Purpose	Combat / Responsible Agency
Coffs Harbour City Flood Plan	Flood	NSW State Emergency Service
Coffs Harbour Aerodrome Emergency Plan	Airport	Coffs Harbour City Council
Section 52 Bushfire Operations Plan for Coffs Harbour City	Bushfire	NSW Rural Fire Service
Bellingen Flood Plan	Flood	NSW State Emergency Service
Bellingen Bushfire Plan (District Rural Fire Service)	Bushfire	NSW Rural Fire Service



**Part 3 – Restricted Operational Information** *(Not included in public document)*