THE 2023 - Issue 1 REGULATOR



Keep your head above water

A guide for offshore safety and emergency training



About **NOPSEMA**

The National Offshore Petroleum Safety and Environmental Management Authority (NOPSEMA) is Australia's independent expert regulator for health and safety, environmental management, structural and well integrity for offshore petroleum facilities and greenhouse gas storage activities in Commonwealth waters.

By law, offshore petroleum and greenhouse storage activities cannot begin before NOPSEMA has assessed and accepted the required permissioning documents demonstrating how the activity will be undertaken to reduce risks to the health and safety of the workforce and the environment to as low as reasonably practicable (ALARP) and environmental impacts to an acceptable level.

In November 2021, NOPSEMA was given the role and functions of the Offshore Infrastructure Regulator following the passing of the Offshore Electricity Infrastructure Act 2021 in federal parliament.

For more information, visit our website at nopsema.gov.au.

SUBSCRIPTIONS

To receive the latest news from NOPSEMA visit nopsema.gov.au/news-and-resources



FEEDBACK

NOPSEMA welcomes feedback from our stakeholders. Please direct all enquiries about this publication to feedback@nopsema.gov.au.

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RESPONSIBLE ASSET STEWARDSHIP

Contents

Strategic

compliance

2023

focus areas for

04

An introduction from NOPSEMA's new CEO Sue McCarrey

06

Going with the wind

09

What are ALARP and acceptable?

10

Our new research strategy released

12

Taking the plunge into BOSIET

15

Safety training: we're all in the same boat

16

Exercise Zephyr

18

Building better relations with commercial fishing

20

The future of ocean sustainability

21

What's happening offshore?

22

Offshore industry activity Q4 2022



ith a wide-ranging career and a dedicated interest in safety, the environment and the challenges of regulation, Sue McCarrey joins NOPSEMA ready for what lies ahead.

Before joining NOPSEMA I was already aware of how well the agency is respected, but now I get to see it firsthand and am delighted to take on the role as Chief Executive Officer.

The professional and expert team at NOPSEMA have an extensive knowledge of the industry and the role we play as the regulator, so I am very much looking forward to guiding the organisation through what lies ahead.

While I've joined following eight years at the helm of the Office of the National Rail Safety Regulator, my experience goes beyond regulation.

This includes working for the WA Department of Transport, the Public Transport Authority of WA, and more than 20 years in education as a teacher turned school principal.

This meant working with many people with diverse needs and expectations.

My immediate task will be to come up to speed with the offshore energy industry, its stakeholders, and the NOPSEMA organisation, as well as discuss with the Minister and the NOPSEMA Advisory Board how expectations will be met, given the ever-evolving landscape.

As a part of this I have just completed the BOSIET and Escape Chute Training this week which was a great opportunity to learn more about the industry and to experience some of the training completed by offshore workers.

I see my role as further strengthening the existing relationships we have with all stakeholders, including industry participants and its workforce, other government organisations, and the many communities that interact with the offshore industry.

As a regulator, you can only understand and regulate the industry by being out there and having an open dialogue with a range of people that are involved or impacted.

At the core of the offshore energy industry is the need to assure the protection of lives and the environment.

This means the identification and appropriate control measures of all risks before any activity starts, and on-going management of those risks by industry, including after activity ceases.

I certainly understand good safety and environmental management and a risk-based approach.

Preventing a major incident must continue to be the primary focus of the industry and NOPSEMA, but it is also important for all workers to feel safe at work, where they feel comfortable to go to work each day and come home safely, and that the offshore industry works with communities potentially affected by their activities to protect the environment. This is extremely important to me and the team at NOPSEMA.

In addressing these issues, I'm keen to provide clarity through engagement across the sector.

Achieving this is certainly a challenge, but that's what drew me to being a regulator and specifically to the role here at NOPSEMA.

Our goal is to assure the protection of lives and the environment offshore by applying the regulatory approach set by Parliament with focus and impartiality.

The key lies in the day-to-day work – you need to have the courage of your convictions and be able to clearly articulate the decisions we make.

It's not as easy as it sounds, but it is a challenge I am very much looking forward to.

I would very much like to acknowledge the leadership of the previous NOPSEMA CEO, Stuart Smith, and the smooth handover he put in place for me as the incoming CEO.

"

Sue McCarrey

Chief Executive Officer

A bit about Sue McCarrey:

Sue joined NOPSEMA in February after eight years as the Chief Executive and National Rail Safety Regulator at the Office of the National Rail Safety Regulator, a position she held since December 2014.

Sue held previous roles in WA as the Deputy Director General at the Department of Transport responsible for policy, planning and investment and as Executive Director, Safety and Strategy at the Public Transport Authority.

In addition to her work with the National Rail Safety Regulator, Sue was also a member of the Australasian Council of Rail Innovation and the Monash University Institute of Railway Technology Industry Advisory Board.

Sue is a member of National Women in Transport, the National Association of Women in Operations and a Fellow of the WA Institute of Public Administration Australia. She holds a Bachelor of Laws, a Masters in Education, and is a graduate of the Australian Institute of Company Directors.

To keep life balanced, Sue is a life member of the Thornlie Hawks Softball Club and enjoys tap dancing and jazz ballet in her spare time.



In February this year, the Minister for Climate Change and Energy Chris Bowen named offshore of the Hunter region in the Pacific Ocean as the next area considered potentially suitable for renewable energy development, inviting submissions from the public.

The proposed Hunter offshore wind area in New South Wales sits alongside a region known for its strong industrial base, providing an opportunity for existing capabilities in the Hunter region to be leveraged.

This is the second of six priority areas being progressively released by the Australian Government for future offshore renewable energy In January, the Minister issued an invitation to apply for licences in Australia's first offshore wind zone, the Gippsland region off Victoria.

A feasibility licence will permit the holder to assess the viability of a project for up to seven years, and prospective licence holders have until 27 April to submit applications to the Offshore Infrastructure

Commenting on the announcement, our Offshore Renewables Senior Project Officer Sarah Miller said: "This announcement represents an important next step for the development of Australia's offshore renewables industry.

The importance of cross jurisdictional engagement in the offshore wind sector was the focus of a presentation Sarah recently delivered at the WA Clean Energy Forum.

Hosted by the Clean Energy Council, the forum provided an opportunity for industry and government representatives in the renewables sector to come together and discuss the current energy landscape.

The Global Wind Energy Council estimates Australia has the potential to generate up to 5,000 gigawatts (GW) of electricity from offshore wind using a combination of fixed and floating infrastructure.

to establish a safe, sustainable, environmentally responsible and globally competitive offshore wind industry," Sarah said.

"One rotation of one offshore wind turbine provides as much energy as an average rooftop solar installation generates in one day – there is massive potential.

"In recognition of our world-class wind resources and growing interest from multinational developers, the Australian government has moved swiftly to develop a legislative framework and enable a new offshore industry."



Offshore Renewables Senior Project Officer, Sarah Miller

The next suite of regulations needed to fully operationalise the Offshore Electricity Infrastructure (OEI) Act Framework are currently under development by the Department of Climate Change Energy the Environment and Water with consultation planned later this year.

"A collaborative approach to engagement across government, industry and the community will be important as the OEI Framework is further developed and implemented," Sarah said.

"Australia is in a fortunate position with respect to information sharing through international engagement where the experiences of leading and emerging international jurisdictions in designing and implementing policy, regulatory approaches and industrial strategies to support offshore wind can be leveraged.

"Joint engagement and collaboration will be key to developing Australia's offshore renewables sector into the future."

To participate in the consultation process or further further information about the proposal visit consult. dcceew.gov.au/oei-hunter.

New OIR website launched

As of 30 March, the Offshore Infrastructure Regulator (OIR) is now online with the launch of a new website - oir.gov.au.

The OIR has responsibility for overseeing work health and safety, environmental management and infrastructure integrity for offshore infrastructure activities.



What are ALARP and acceptable?

ffshore energy activities must be conducted in a way that reduces the environmental risks and impacts of the activity to a level that is as low as reasonably practicable (ALARP) with acceptable environmental impacts. But, how do we decide what is ALARP and what is acceptable for environmental protection?

There is a strict and thorough process of impartial assessment and decision making by NOPSEMA as to whether dutyholders' environment plans (EPs) meet these criteria. Here's how we do it.

Acceptable

Deciding what is an acceptable level of environmental impact or risk varies according to the specific environmental factors being considered, the existing environment and type of offshore activity being undertaken.

Factors can include different plants, animals, and ecological communities, each with their own social, economic and cultural features.

After titleholders consider these issues and demonstrate a case to NOPSEMA, we can determine whether impacts or risks are acceptable where proposed measures suitably reduce the consequence, severity or likelihood of those impacts or risks. The same process also apply for ALARP.

This is either based on established codes and standards (such as water quality guidelines) or developing an evidence-based proposal for acceptable impacts on a case specific approach.

Where environmental impacts and risks may be more serious or complex, or there is a level of uncertainty about the effectiveness of established measures, NOPSEMA carefully evaluates how a dutyholder has predicted the level of impact or risk and defined what is an acceptable level of impact or risk

In some cases, NOPSEMA may require a dutyholder to verify any predictions made in their EP while the offshore activity is underway and to implement adaptive management where necessary to ensure acceptable levels of impact and risk are being met.

The requirement to reduce impacts and risks to an acceptable level is also continual – the same as ALARP considerations, adopted measures must be reviewed throughout the life of the offshore activity to ensure they continue to be effective.

AI ARP

ALARP is based on the concept of reasonable practicability where the level of environmental impact or risk is compared to the "cost" (time, money or effort) required to implement measures to reduce those impacts or risks.

ALARP is achieved when all practicable measures to reduce environmental impacts or risks are implemented and any further measures not implemented are demonstrated to be extremely disproportionate in "cost" when compared to the reduction in impact or risk reduction gained.

Where impacts and risks may be more complex, we evaluate whether the dutyholder has considered other measures, such as adopting a new technology or changing established practices.

The requirement to reduce impacts and risks to ALARP is ongoing – it doesn't end when EPs are accepted.

This is particularly important when a change has been made to the offshore activity, relevant laws or conventions, published guidance or industry standards.

For more information, see 'NOPSEMA's Environment plan decision-making guideline' and the 'ALARP and Acceptable' factsheet published at nopsema.gov.au



Taking the plunge into BOSIET

Basic Offshore Safety Induction and Emergency Training

orking in the offshore environment is a world-away – almost literally – from working on land.

The acceptance of risk, isolation and hard work demand an extremely high attention to detail, all of which is highlighted by the extensive training and knowledge required just to leave dry land.

A staple of going offshore is the Basic Offshore Safety Induction and Emergency Training course – better known as BOSIET.

Editor of The Regulator Sam Gibbs donned his wetsuit and took a deep breath to see what's involved in getting the greenlight to go offshore.

Panic strikes at the worst of times and when it comes to life-threatening danger, everything hinges on your ability to remain calm and remember your training as it if were second nature.

When things go wrong, it's just you and the people you work with.

This is where BOSIET comes in as a bare minimum for offshore work and it really is a unique experience. Especially for someone like me, who is pretty much deskbound most of the time.

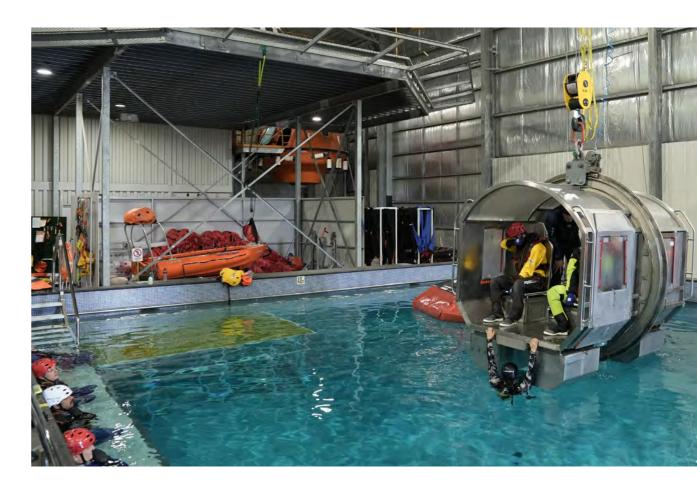
Spending a day being strapped into a replica helicopter airframe and dunked in the water to escape might not be everyone's idea of a good time, but it was certainly worth finding out.

BOSIET covers offshore-specific safety induction, helicopter safety and escape, sea survival, firefighting and self-rescue, and is essential for personnel who are new to the offshore oil and gas industry.

Our instructor Steve, with his many years of offshore experience, is adamant about the importance of the training, particularly around helicopter safety.

"The survivability statistics from helicopter ditchings are very high – a lot of people think just because you're in a helicopter ditching that you there's a high chance you won't survive – that's completely incorrect," Steve says.

"It's very survivable as long as you know what to do – survivors of helicopter ditchings in the North Sea attribute their survival to the training, convinced it was the only reason they made it out alive."



The first day of BOSIET covers a far bit of classroom work with practical exercises including first aid, firefighting methods, and escaping a facility.

This escape-room style drill, in which you have to make your way through a room with a random layout in a blackout hood, highlights the importance of knowing your fire escapes and memorising your various exit routes.

Between shuffling along the wall, checking for door handles, protecting your body and sweeping with your leg, there's a lot going on. And it is very slow.

Finding doors and checking for heat and which way they open is a time-consuming process.

If you are unfamiliar with the layout, you're going to have a hard time.

While muscle memory and technique are a key part of this, the main takeaway is knowing your facility.

But day two is where it gets fun, if your idea of fun is being strapped into a sinking helicopter.

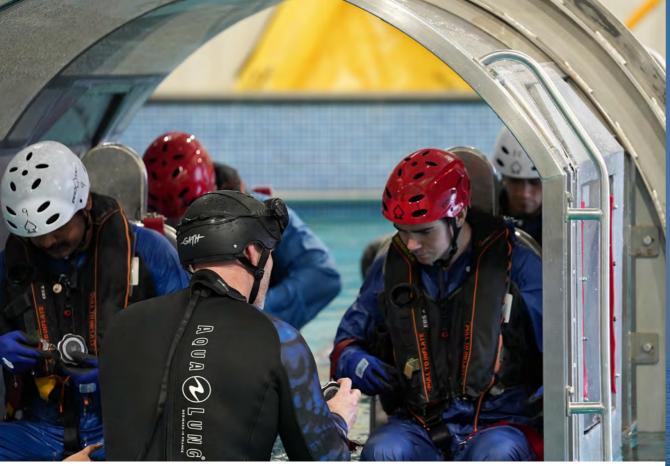
This is the main event, the experience you hear echoed in the staff kitchens at NOPSEMA HQ – the underwater escape.

This is what got me so interested in the training in the first place after many discussions with our inspectors.

It's completely safe – the instructor and two safety divers are at the ready to pull me out of the front and back openings if I get stuck.

Looking around me I could tell there were people like me who couldn't wait to get flipped upside down, but there were also those far less keen, including those who were unable to swim.

Regardless, we all have to get through it and the training instructors are there to make sure it is not only achievable but incredibly safe.



Instructor Steve prepares NOPSEMA's Sam Gibbs for another submerged escape.

There's the six-step process before being lowered into the water, going from harness check to brace position.

Realistically, you're under the water for 30 seconds at most because once you hit the water it's four simple steps: push the window out, hold onto the frame, release the harness, and swim out.

When things become inverted the only surprise is finding out which way the helicopter airframe will roll and remembering to swim upwards and not to the bottom.

While I was in the thick of things my classmates were watching underwater from the safe zone – a useful opportunity to go through the steps in your head and watching others sink or swim.

The instructors said we should close our eyes while underwater, not just to keep the chlorine out but to help simulate the real thing.

Steve reminds me it's also unlikely I'd be able to see much in the event of a real ditching, and that I shouldn't need to look anyway as the four steps are done by feel.

Other pool training includes getting used to using breathing equipment underwater, survival huddles and swimming, and life raft entry and exit.

It's easy to see why refresher courses are required every few years – there's a lot to take in and it's important to make the survival techniques second nature.

But it also serves another purpose that you want to achieve offshore: camaraderie.

While this training is obviously about preparing for a serious emergency, most people will begin to bond, relax, and start having fun.

"As soon as you get people into the pool, everyone's going to relax and you can see people stepping up for the others in the water with them" Steve says.

"When you're relaxed and enjoying the process then you actually retain information better."

Safety training: we're all in the same boat

A message from Derrick O'Keeffe Head of Safety and Integrity Division

afety training is like the great equaliser – it doesn't matter who you are, we all have to prepare for when things go wrong.

The offshore environment is unique and challenging, and it attracts incredibly intelligent, well-trained experts at the top of their game, from top to bottom.

There is more risk involved in working offshore than anything undertaken onshore – this builds a high level of camaraderie where everyone is reliant on each other.

However, there is always room for improvement, and we are not immune to incidents and safety

It is important to also point out that safety isn't just about physical wellbeing – mental health is becoming an increasing focus of ours.

We have been in contact with operators recently about reports and outcomes relating to harassment and bullying, which goes to show an improved focus towards ensuring all forms of safety.

As shown in this edition with our feature story highlighting the BOSIET training, it is a reminder of what you might be asked to do, no matter who you are.

When you join 16 other people in a helicopter, you depend on each other. It's important that your

training is kept up to date and you focus on the job at hand, because you may be put in the unfortunate position of having to use it.

There's a great sense of camaraderie and teamwork when you do these exercises because we're all away from our day jobs and normal responsibilities.

When you go through the different scenarios, it actually gets you thinking about what kind of risks might put me in a position where you will need to use everything that you've learned.

As safety regulators, the last thing we want is for people to have to get into a lifeboat – this means things have gone terribly wrong and all the other systems have failed.

You train for it in the hope that you'll never need.

Whether you're the CEO or a new start, we all go through the same training and learn to look out for each other.

While many of our inspectors, and myself included, have been doing this training for many decades in some cases, it can become run of the mill. For someone going into this training for the first time, it serves as a reminder of just how unique and challenging it is to work offshore.

You're all responsible for each other when you step into that helicopter, and this carries over to where it might take you offshore.

Exercise ZephyrIf you fail to prepare, you prepare to fail.

he prevention of major accident events is at the core of what we do. The very formation of NOPSEMA came about from recommendations from the Australian Government's inquiry into the Montara oil blow out of 2009.

While there has been no major environmental incident in the offshore industry since Montara, it is important, nevertheless, to be prepared for the worst.

Last August, a joint industry exercise was held to simulate a major oil spill off the North-West Shelf and to test and practice industry and government response and coordination.

Zoe Jones, who coordinated NOPSEMA's role in the exercise, said it was important the agency stays sharp.

"A key focus of our role is to ensure industry is meeting their commitments to preventing major accident events and is also prepared and capable to respond in the event of an emergency," Zoe said.

"It's also a regulatory requirement for the offshore industry to establish and test its response arrangements and capabilities, to maintain response readiness for a worst-case oil spill event."

Taking place over the course of a week, Exercise Zephyr involved more than 350 participants from titleholder companies, specialist contractors, and state and federal government agencies.

This wasn't just an online exercise – there were boots on the ground, boats on the water and planes in the air.

Developed and facilitated by the Australian Marine Oil Spill Centre (AMOSC) and WA Department of Transport (DoT), it was a very real response to a simulated event.

The fictional exercise played out in the waters surrounding the Dampier Archipelago with other participants located in Canberra, Perth, Geelong, Karratha and Dampier.

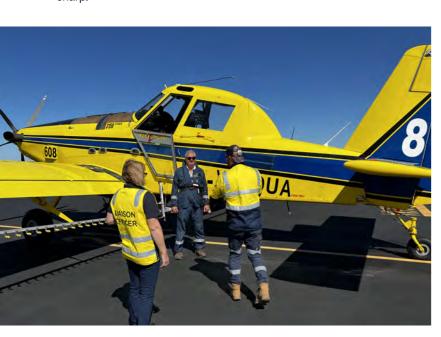
Marine, aerial, shoreline and wildlife response tactical operations were run simultaneously, all overseen by industry and government incident management teams.

"We tested how well we were able to engage with the titleholder and state and Commonwealth governments, including participation in committees established under the relevant emergency management frameworks in each jurisdiction," Zoe said.

"We were also able to test the mechanisms we have in place to achieve compliance with statutory obligations and meet expectations of stakeholders."

Participation in industry and government emergency response exercises such as this enable NOPSEMA to improve efficiency and effectiveness in our role as the offshore regulator.

NOPSEMA acknowledges the significant planning and coordination for exercises of this scale and appreciates the efforts of all participants who have contributed to improving the preparedness and capability for offshore oil spill response in Australia.









Building better relations with commercial fishing

new guidance framework has recently been published to help drive improved cooperation between the offshore petroleum industry and the fishing industry and help address impacts to fisheries that may occur as a result of seismic surveys.

The framework is intended to foster the cooperation and coexistence of the offshore petroleum industry and the commercial fishing industry in Australia's Commonwealth marine area during the preparation for, and implementation of, marine seismic surveys.

It was led by the Department of Industry, Science and Resources (DISR), the Department of Agriculture, Fisheries and Forestry (DAFF), and the Australian Fisheries Management Authority (AFMA) and NOPSEMA, in collaboration with the industry sectors.

Cameron Grebe, the head of NOPSEMA's Environment, Renewables and Decommissioning Division, said: "The fishing and petroleum industries are important for food security and energy production, respectively, and both have rights to operate in Commonwealth waters.

"This can create challenges when titleholders wish to conduct seismic surveys in established fishing grounds given research has shown seismic sound energy can affect marine life and needs careful management.

"Looking at how these challenges have been addressed in leading jurisdictions such as Norway, we identified a need to improve the way the two sectors engage.

The purpose of this guidance is to enhance and facilitate effective cooperation between these two important industries in a more efficient proactive manner."

The framework aims to improve the effectiveness of consultation and also notably includes principles to underpin loss adjustment processes where appropriate, which should drive improved cooperation and positive engagement.

Under the current legislation, companies wishing to conduct a seismic survey must develop an environment plan (EP), including rigorous consultation with relevant persons.

It was during this process that the concerns of the fishing industry were identified and need to be addressed appropriately before an EP is submitted to NOPSEMA for assessment.

This new, voluntary framework can support the petroleum or geophysical company to better understand and address these concerns and likewise support the fishing industry in expressing them.

Wez Norris, AFMA Chief Executive Officer, said: "AFMA is pleased to see the guidelines provide for genuine consultation and engagement between the fishing industry and the petroleum industry to identify and minimise on-water conflicts or loss of catch and to resolve those concerns where they are unavoidable."

Improved collaboration between industries

The development of this guidance builds upon a number of recent, significant instances of collaboration between the petroleum and fishing industries.

For example, as part of its Collaborative Seismic Environment Plan (CSEP Project), National Energy Resources Australia (NERA), along with project partners, developed two protocols as leading practice to support effective engagement with the commercial fishing industry and management of potential impacts associated with interactions in Commonwealth waters off Western Australia and the Northern Territory.

The NERA protocols were developed in consultation with the WA Fishing Industry Council, the Northern Territory Seafood Council, the Commonwealth Fisheries Association, the broader commercial fishing industry active within the CSEP Operational Area, plus key Commonwealth, State and Northern Territory government agencies and other relevant stakeholders.

The Commercial Fishing Industry Operational Protocol sets out more specific commitments for communication with the commercial fishing industry and implementation of spatial and temporal controls to manage impacts on commercial fishing.

The Commercial Fishing Industry Adjustment Protocol includes a practical, evidence-based process for reasonable monetary adjustment to commercial fishers for loss of catch, displacement and fishing gear loss or damage.

Importantly the Adjustment Protocol also includes an overarching commitment for the petroleum and seismic companies to ensure best endeavours will be made to avoid, minimise and mitigate potential impacts on the commercial fishing industry before adjustment processes in the NERA protocol are applied.

The future of ocean sustainability

A message from Cameron Grebe
Head of Environment, Renewables and Decommissioning Division

experience from more than 10 years as regulator, we know that we that we have a unique perspective on the marine environment we can share with other ocean users.

This was recognised by our involvement in two of the panel sessions at the Sustainable Ocean Business Leaders' Summit, organised by Ocean Decade Australia in support of the UN's Ocean Decade.

Our Chief Environmental Scientist Raquel Carter spoke on the ocean health panels, and I participated in the ocean energy panel.

During these sessions, the panel explored the need for integrated regional planning as well as better cooperation and collaboration to identify strategic issues and opportunities earlier on in planning and permitting processes for our oceans.

An increasing range of ocean users have rights to areas of the ocean and the need for restoration, valuing nature, adapting to climate change and improving conservation outcomes means that ocean sustainability challenges and opportunities are larger than ever.

A strong evidence base for environmental management of offshore energy activities and continual improvement through monitoring and compliance is going to be increasingly important as we recognise expanding ocean use and the need for nature positive outcomes.

There are large parts of the environment which have degraded as a result of human activity across the board, not only from gas attributed to offshore energy, but also fishing pressure, shipping and coastal pressures.

If we're to ensure a healthy ocean that can support our energy needs, food security, recreational use, other benefits we need cooperate better across sectors, government and community to make coordinated and integrated decisions about managing, restoring and protecting our oceans.

Among other Commonwealth government agencies, NOPSEMA is working with the Department of Climate Change, Energy, the Environment and Water's (DCCEEW) Oceans Office on the development a Sustainable Ocean Plan for Australia.

The plan is expected to identify a long-term vision for our ocean and create a roadmap of the policies and programs needed to deliver that vision.

In the meantime, NOPSEMA is supporting DCCEEW on the identification and assessment of key environmental factors for consideration in offshore energy proposal assessments and has released the updated version of the NOPSEMA Research Strategy.

Our new strategy promotes a collaborative approach to prioritising, funding and designing research to deliver improved outcomes in the environmental management of offshore energy projects.

What's happening offshore?

uring Q4 2022, there were 42 fixed facilities, seven mobile offshore drilling units (MODUs), five vessels, 93 pipelines, nine sets of subsea infrastructure and no seismic activities within NOPSEMA's jurisdiction.

The number of offshore hours worked was 2,643,108, a slight decrease compared to the same period last year with a key factor being a drop in mobile hours.

Of the total number of facilities under NOPSEMA's regulatory oversight, ten fixed facilities, nine sets of subsea infrastructure, and 17 pipelines have ceased operations permanently and require timely decommissioning.

During Q4 2022, NOPSEMA undertook 27 inspections and recorded 20 injuries offshore.

None of the recorded injuries this quarter were of a serious nature, with the majority of these cases being medical treatment and alternate duties injuries. We commenced 50 assessments of key permissioning documents, comprising 7 new submissions and 43 revisions.

NOPSEMA issued six enforcement actions – safety enforcements included two improvement notices, one prohibition notice, and two general directions. There was also one general direction issued relating to environmental management.

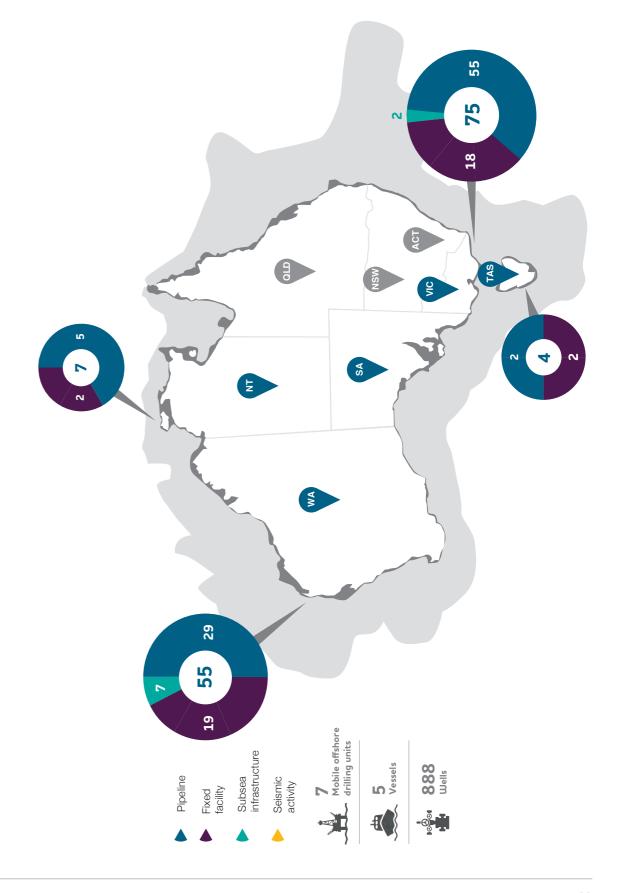
There were two guidelines published on the NOPSEMA Consultation Hub: 'Consultation in the course of preparing an Environment Plan' and 'Environment Plan decision making'. Both guidelines have closed for comment.

The NOPSEMA regulatory policy on 'Section 572 Maintenance and removal of property' was also updated and released.



Offshore activity Q4 2022







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National Offshore Petroleum Safety and Environmental Management Authority (NOPSEMA)