National Biosecurity Engagement and Communication Framework

Purpose of the National Engagement and Communication Framework

The Intergovernmental Agreement on Biosecurity (IGAB) is designed to enhance Australia's biosecurity system and strengthen the collaborative approach between the Commonwealth, state and territory governments to address Australia's broad range of biosecurity issues. Schedule 6 of the IGAB outlines an outcome, policy directions and priority reform areas in terms of biosecurity engagement and communication. This National Engagement and Communication Framework was developed by the National Engagement and Communication Working Group in response to policy directions outlined in Schedule 6.

Outcome:

Improved cooperation between the parties to increase stakeholder and beneficiaries awareness, and enhance the effectiveness, of biosecurity activities through communication and engagement.

Policy directions:

A national biosecurity engagement and communication framework will allow for:

- governments to inform, consult with, and empower industry and other non-government stakeholders

- the use of a range of methodologies and communication channels to achieve more targeted and timely communication

- greater awareness of government and stakeholder roles and responsibilities

- minimised unnecessary duplication of effort across jurisdictions

- greater participation by stakeholders in biosecurity activities

- behaviour changes in stakeholders and the general community.

Priority reform areas:

- implement nationally consistent biosecurity communication strategies to achieve national goals and objectives

- develop national tools and products to improve accessibility to biosecurity information

- share effective and relevant communication tools and products for use among jurisdictions

- establish, review and revise governance for the implementation of communication activities

- establish education, communication and engagement methods and arrangements to facilitate non-government stakeholder participation in biosecurity activities (such as passive surveillance and compliance).

Principles of good engagement and communication

The International Association for Public Participation (IAP2) developed a set of core values or principles with broad international input to identify those aspects of public participation that cross national, cultural, and religious boundaries.
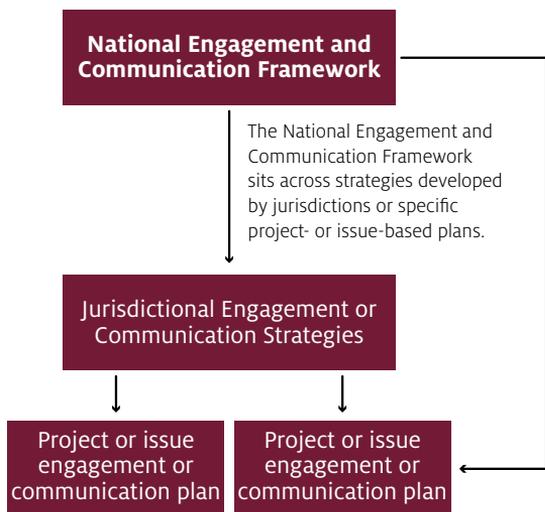
The purpose of these principles is to help organisations, decision makers and practitioners make better decisions that reflect the interests and concerns of potentially affected people and entities:

1. Stakeholders should have a say in decisions about actions that could affect their lives.

2. Stakeholder engagement includes the promise that the stakeholders' contribution will influence the decision.

3. Stakeholder engagement promotes sustainable decisions by recognising and communicating the needs and interests of all participants, including decision makers.

4. Stakeholder engagement seeks out and facilitates the involvement of those potentially affected by or interested in a decision.

5. Stakeholder engagement seeks input from participants in designing how they participate.

6. Stakeholder engagement provides participants with the information they need to participate in a meaningful way.

7. Stakeholder engagement communicates to participants how their input affected the decision.

(Amended from International Association for Public Participation)

To compose effective biosecurity messages, certain specific communication principles need to be applied to written and verbal communication. Known as the 'seven Cs', they are: completeness, conciseness, consideration, concreteness, clarity, courtesy, and correctness.

How this engagement and communication framework will work?

National Engagement and Communication Framework

The National Engagement and Communication Framework sits across strategies developed by jurisdictions or specific project- or issue-based plans.

Jurisdictional Engagement or Communication Strategies

Project or issue engagement or communication plan

Project or issue engagement or communication plan

When developing your jurisdictional strategy or project- or issue-based plan:

- identify which part or parts of the biosecurity spectrum it belongs to and
- what engagement level or levels you are aiming to achieve.

Use the relevant objective(s) and messaging in your strategy or plan.

The framework can also assist you with overarching biosecurity messaging and when identifying your tactics and evaluation components.

	we will keep you informed. *Messaging: We are letting you know about this.*	we will keep you informed, listen to and acknowledge concerns and aspirations, and feedback on how public input influenced the decisions. *Messaging: Does this work for you?*
Prevention Measures and activities to ensure that incidents are prevented or their impacts mitigated.	To provide stakeholders with all the relevant and objective information on the presence and extent of biosecurity risks and the measures in place to prevent incidents occurring.	To obtain feedback from stakeholders on th... and the measures in place to prevent incide... occurring.
Messaging: • Know what you are looking for – these are the risks, signs, symptoms, pre-conditions • Know the biosecurity measures that you can put in place – these are the recommended practi... • Know your obligations – these are the practices that are mandated (legislation, regulations, etc...		
Preparedness Arrangements to ensure that, should an outbreak occur, all resources and services needed to address the outbreak can be efficiently mobilised and deployed.	To provide stakeholders with all the relevant and objective information on the measures that they can adopt to prepare for incidents.	To obtain feedback from stakeholders to ide... biosecurity risks and the measures that they... adopt to prepare.
Messaging: • These are the measures available • These are the measures in place • Government will be doing x, and you will need to do y.		
Response Taken in anticipation of, during and/or immediately after an outbreak to ensure that its effects are minimised. (** remember that during a response you will have stakeholders and audiences in other parts of the spectrum)	To provide stakeholders with all the relevant and objective information on the actions that will be or need to be undertaken to minimise the impacts of a biosecurity incident.	To obtain feedback from stakeholders on wh... actions will be or are being undertaken to m... the impacts of a biosecurity incident.
Messaging: • Acknowledge the incident and provide context – who, what, where, when, why and how? • This is what the government is doing • This is what government wants you to do • This is what you can do to reduce the risk • Obey instructions / rules / the law		
Recovery The reconstruction of the physical infrastructure and environment and restoration of physical, environmental, economic, emotional and social wellbeing following an emergency response to a biosecurity incident.	To provide stakeholders with all the relevant and objective information on actions that are being undertaken to recover from a biosecurity incident.	To obtain feedback from stakeholders on th... effectiveness and impact of actions that are... undertaken to recover from a biosecurity in...
Messaging: • This is the situation • This is what government is doing • This is what you need to do • This is the support available • Maintain vigilance and good biosecurity practices.		
Management Activities that occur after an initial emergency response to an outbreak of a pest or disease has been unsuccessful, is not considered feasible, or has ceased; and/or the...	To provide stakeholders with all the relevant and objective information on actions that are being undertaken to manage established biosecurity risks.	To obtain feedback from stakeholders on ac... that are being undertaken to manage establi... biosecurity risks.
Messaging: • This is the new situation and its implications • This is what government is doing...		

The national engagement and communication framework (see inside back cover) has been built around the International Association for Public Participation (IAP2) engagement spectrum aligned with key stages of a biosecurity incident.

The framework outlines levels of participation on a spectrum: inform, consult, involve, collaborate and empower. As you move through the spectrum, a greater level of public participation in decision making is

implied. It is important to note that the level of public participation could be different for different audiences or stakeholders within a particular project. For example participation could be greater for industry than it is for the general public. It is important to note that the IAP2 methodology used in this framework is a *spectrum*, not a *continuum*.

> The majority of engagement and communication within the biosecurity paradigm would most likely fit within inform, consult, involve and collaborate. Given the nature of government engagement and communication, it is less likely to be at the empower end of the spectrum.

Your engagement and communication strategy will identify which level of participation is appropriate for your project and the relevant section of the spectrum can then be used to support the engagement.

The table below contains examples of engagement tools and techniques available at the different levels of the engagement spectrum. These may assist in determining the appropriate level for specific stakeholders.

The IAP2 methodology is based on a premise that 'public participation does *not* mean giving away control or authority. It *does* mean being transparent and honest as well as thinking about what will help you make decisions'. To this end the level of participation could involve input only on 'negotiable' aspects of the decision-making process, set within 'non-negotiable' boundaries. Public participation within a project could be deciding on a course of action within specified boundaries, for example legislation and budget.

Inform	Fact sheets
	Website
	Open forums
Consult	Public comment
	Focus groups
	Surveys
	Public meetings
Involve	Workshops
	Deliberative polling
Collaborate	Citizen advisory committees
	Consensus-building
	Participatory decision-making
Empower	Delegated decision making bodies (e.g. Ministerial Advisory Committees, Independent Expert Committees)

Defining Biosecurity (overarching messages)

Biosecurity is mitigating the risks and impacts to the economy, the environment, social amenity or human health associated with pests and diseases entering, emerging, establishing or spreading.

- Good biosecurity is about protecting everyone's health, wellbeing and prosperity from the impacts of pests and diseases.

- Everyone has a part to play in protecting Australia or their jurisdiction from pests and diseases. It involves everybody's business, everyday practices, everywhere.

Biosecurity includes:

- animal pests and diseases (terrestrial and aquatic)

- plant pests and diseases

- introduced marine pests

- vertebrate pests

- weeds

- environmental pests and diseases.

Biosecurity is about governments, industry and the community working together to manage biosecurity risks.

Despite our best efforts, we must recognise that we will have to manage a pest or disease incursion at some time. There is no such thing as zero risk.

Prevention, surveillance, early detection and a rapid, planned response are key to effective biosecurity management.

> Biosecurity is a shared responsibility.

Call to action

Everyone can play a role in the fight to maintain Australia's healthy animal and plant health status.

Having good biosecurity measures in place will aid in preventing pest and disease incursions or minimise the risk of further spread/impact of the pest or disease. Implementing biosecurity measures doesn't have to be difficult or expensive.

You can also help by watching out for anything unusual in your area.

If you suspect a new pest or disease, take photos for identification, note the location and isolate it where possible—particularly with animals—and report the sighting to relevant authorities.

- Emergency Animal Disease (including aquatic) Watch Hotline
  1800 675 888

- Exotic Plant Pest Hotline
  1800 084 881

- Report new weed and vertebrate pest incursions
  1800 084 881

- Further information about what to do if there is an incursion is at
  outbreak.gov.au

KEEP OUT
QUARANTINE

This property is under strict quarantine
DO NOT enter without the owner's
permission

Stakeholders/Audiences:

The stakeholders/audiences fall into the following three broad categories: government, industry and community.

The specific stakeholder/audience will differ depending on the:

• threat/risk type

• stage of the biosecurity continuum and/or

• level of engagement.

Remember that within an engagement or communication strategy different stakeholders/audiences could be at different stages of the biosecurity spectrum or you may want to use different levels of engagement for different stakeholders/audiences simultaneously.

You may want to map your stakeholders and audiences using this grid:

		Inform	Consult	Involve	Collaborate	Empower
Stakeholders and audience mapping (note individual stakeholders and audiences may be in different places along each of the spectrums)	Prevention					
	Preparedness					
	Response					
	Recovery					
	Management					

In practice – how does this fit with current communication and engagement activities being undertaken by jurisdictions?

Jurisdictional examples of communication and engagement projects or programs occurring in this area

	Inform	Consult	Involve	Collaborate	Empower
Prevention	• Farm Biosecurity (AHA, PHA) • Grains Farm Biosecurity Program (PHA) • AHA Surveillance Program • European House Borer (Keep out of SA) • Fruit Fly (Keep out of SA) • Food safety arrangements for meat, poultry, shellfish, seafood, seed sprout, egg and citrus industries (SA) • Peri-urban landowners (SA) • Bees – Bees Cost Recovery (SA) • Hydatid disease (TAS) • Keep Myrtle Rust out of Tas.	• Invasive Species Policy (VIC) • Farm biosecurity biennial surveys (AHA & PHA)	• Asian Honey Bee (NSW) • Weedspotters (VIC & QLD) • Phylloxera (VIC) • Weedbusters (QLD) • Mid North Spray Drift Committee (SA)	• Industry based farm biosecurity manuals (PHA, AHA) • High Risk Invasive Species Prevention (VIC) • Crop specific industry biosecurity plans (PHA) • Grains Biosecurity (PHA) • Wild Dog Management Strategy (NSW)	• Cattle Compensation Committee (VIC) • Livestock Advisory Groups (SA) • Mid North Spray Drift Committee – development of specific code of practice and literature (SA
Preparedness	• Expansion of Property Identification Scheme to cover all livestock (NSW) • Industry training (AHA & PHA) • PIC – Property Identification Code (adherence to) (SA) • NLIS (WA)	• Fruit fly standing committee & Riverland consultative committee (SA) • Northern Mallee/ Riverland spray drift committee (SA) – rep group, as needs consultation	• Hendra Virus (QLD) • Community Engagement Exercise (TAS)	• Domestic Quarantine and Market Access (All) • EAD simulations (All) • Industry based farm biosecurity manuals (PHA, AHA) • Hendra virus (NSW) • MoUs with Health, Dairy, DAFF & local govt on food regulation (SA)	• Plant specific contingency plans • Plant pest surveillance plans
Response	• National 'Outbreak' website and reporting hotlines • Hendra virus (NSW) • Fruit Fly (SA)		• H7 Avian Influenza (NSW) • Hendra Virus (QLD) • Chestnut Blight Response (VIC)	• Queensland Fruit Fly (VIC) • Fire Ants (QLD) • Bushfires and animal welfare (TAS)	• National Management Group (EADRA, EPRDD, NEBRA (National)) • Industry Funding Schemes (WA and SA)
Recovery		• Branched Broomrape transition to management (SA)		• Pacific Oyster Mortality Syndrome (NSW)	
Management		• Food safety advisory committees (SA) • Agricultural & Veterinary Chemical legislation (SA)	• Roadside Weeds Legislation (VIC) • National Animal Welfare Standards (All) • Myrtle Rust, European House Borer and Asian Honey Bees – transition to management (All jurisdictions)	• Wild Dog Management Committees (VIC) • Qld Dog Offensive Group (QLD) • Siam weed project (QLD)	• Johne's Disease (AHA) • Blackberry and Serrated Tussock Taskforces (VIC)

		Inform We will keep you informed. *Messaging: We are letting you know about this.*	**Consult** We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decisions. *Messaging: Does this work for you?*	**Involve** We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision. *Messaging: How can we make this better?*	**Collaborate** We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible. *Messaging: How will you contribute?*	**Empower**
Surveillance The systematic investigation of a population or area to collect information about the presence, incidence, prevalence or geographical extent of a pest or disease. *Messaging: This is what to look for; this is how you find out about the risk; this is the immediate action to take; this is how to report (if necessary)*	**Prevention** Measures and activities to ensure that incidents are prevented or their impacts mitigated.	To provide stakeholders with all the relevant and objective information on the presence and extent of biosecurity risks and the measures in place to prevent incidents occurring.	To obtain feedback from stakeholders on the risks and the measures in place to prevent incidents occurring.	To work directly with stakeholders to prevent potential biosecurity risks and incidents.	To collaborate with stakeholders in the design and implementation of actions to prevent potential biosecurity risks and incidents.	To place decision-making on preventing biosecurity risks and incidents in the hands of stakeholders.
	Messaging: • Know what you are looking for – these are the risks, signs, symptoms, pre-conditions • Know the biosecurity measures that you can put in place – these are the recommended practices • Know your obligations – these are the practices that are mandated (legislation, regulations, etc)				
	Preparedness Arrangements to ensure that, should an outbreak occur, all resources and services needed to address the outbreak can be efficiently mobilised and deployed.	To provide stakeholders with all the relevant and objective information on the measures that they can adopt to prepare for incidents.	To obtain feedback from stakeholders to identify biosecurity risks and the measures that they can adopt to prepare.	To work directly with stakeholders to identify biosecurity risks and measures that they can take to prepare.	To collaborate with stakeholders in the design and implementation of actions to identify biosecurity risks, and the measures that we can take to prepare.	To place decision-making on identifying biosecurity risks, and the measures that we can take to prepare in the hands of stakeholders.
	Messaging: • These are the measures available • These are the measures in place • Government will be doing x, and you will need to do y.				
	Response Taken in anticipation of, during and/or immediately after an outbreak to ensure that its effects are minimised. (** remember that during a response you will have stakeholders and audiences in other parts of the spectrum)	To provide stakeholders with all the relevant and objective information on the actions that will be or need to be undertaken to minimise the impacts of a biosecurity incident.	To obtain feedback from stakeholders on what actions will be or are being undertaken to minimise the impacts of a biosecurity incident.	To work directly with stakeholders to identify and decide on the most appropriate measures to minimise the impacts of a biosecurity incident.	To collaborate with stakeholders in the design and implementation approaches to minimise the negative effects of a biosecurity incident.	To place decision-making on approaches to minimise the negative effects of a biosecurity incident in the hands of stakeholders.
	Messaging: • Acknowledge the incident and provide context – who, what, where, when, why and how? • This is what the government is doing • This is what government wants you to do • This is what you can do to reduce the risk • Obey instructions / rules / the law				
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	Messaging: • This is the situation • This is what government is doing • This is what you need to do • This is the support available • Maintain vigilance and good biosecurity practices.				
	Management Activities that occur after an initial emergency response to an outbreak of a pest or disease has been unsuccessful, is not considered feasible, or has ceased; and/or the management of established pests or diseases.	To provide stakeholders with all the relevant and objective information on actions that are being undertaken to manage established biosecurity risks.	To obtain feedback from stakeholders on actions that are being undertaken to manage established biosecurity risks.	To work directly with stakeholders to identify and decide the most appropriate measures to manage established biosecurity risks.	To collaborate with stakeholders in the design and implementation of actions to manage established biosecurity risks.	To place decision-making on determining and implementing actions to manage established biosecurity risks in the hands of stakeholders.
	Messaging: • This is the new situation and its implications • This is what government is doing • This is what you need to do • Maintain vigilance and good biosecurity practices.				