Economic Development,
Jobs, Transport
and Resources

AGRICULTURE VICTORIA

INTRODUCTION

The Victorian Government welcomes the opportunity to make a submission to the Intergovernmental Agreement on Biosecurity (IGAB) review.

Biosecurity is fundamental to growing the State's $11.6 billion food and fibre sector. A strong biosecurity system creates jobs and enables high quality, safe and traceable goods to be exported to domestic and international markets. Victoria's biosecurity officers work closely with industry and overseas representatives to enforce market access protocols and standards, remove barriers for Victorian producers seeking export markets and assist with trade negotiations.

Biosecurity provides the necessary assurance to enable Victorian producers to meet increasing consumer preferences for high quality, safe and traceable products. Strong biosecurity systems also ensure that significant risks to the economy, environment and community arising from pests and diseases entering, establishing or spreading are appropriately managed.

There is on-going pressure to maintain biosecurity systems across all jurisdictions in the face of increasing risk factors such as increased trade and travel, intensification of agriculture, climate change and changing consumer preferences. These trends are placing increasing demands for biosecurity services to support market access, respond to an increasing incidence of incursions and other emergencies, and to manage established weeds and pests.

The Victorian Government considers that the review of the Intergovernmental Agreement on Biosecurity provides a timely opportunity to improve the efficacy, efficiency and flexibility of Australia's biosecurity system to ensure that biosecurity risks are managed into the future.

This submission provides a summary of the strengths and weaknesses of the current IGAB and detail on six key areas that are recommended for reform.

THE INTERGOVERNMENTAL AGREEMENT ON BIOSECURITY

The IGAB is a product of the Beale Review (2008), which recommended a National Agreement on Biosecurity to underpin a partnership between the Commonwealth, state and territory governments on biosecurity issues. The Victorian Government supports the three core principles enunciated in the Beale Review report, namely:

- the biosecurity continuum;
- science-based assessments; and
- shared responsibility between the Commonwealth and state governments, businesses and the general community.[1]

The need for an agreement across all jurisdictions is critical. The Victorian Government fully supports the Commonwealth Government's comments in the 'Review of Australia's quarantine and biosecurity arrangements – report and Commonwealth Government preliminary response' that stated:

> '*The Commonwealth agrees in-principle that the partnership between the Commonwealth, states and territories and industry should be enhanced to strengthen Australia's biosecurity arrangements. The development of a seamless biosecurity system, from pre-border to border and post-border, in a genuine working partnership calls for a commitment of time, energy and resources.*'[2]

The current construction of the IGAB has a number of strengths, including:

- a dispute resolution mechanism (although largely untested);
- an authoritative statement of biosecurity principles;
- a clear statement of the goals and objectives for biosecurity;
- a framework for enhancing the consistency of approach between jurisdictions to biosecurity Australia-wide;
- a collaborative approach where partnerships can be fostered to progress the biosecurity agenda nationally;
- statements highlighting the importance of emergency management in biosecurity; and
- an authorising environment and a focus for progressing work under priority areas (as identified under the existing schedules).

Victoria considers that the IGAB needs to be contemporary, legally binding, evidence-based and specific. The current IGAB and its schedules are largely principles-based documents, offering relatively little guidance around how a coordinated national approach to biosecurity can work in practice. Ideally, a revised version of the IGAB would:

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[1] Beale, Roger, Fairbrother, Jeff, Inglis, Andrew and Trebeck,David . (2009) *One biosecurity: a working partnership*. Quarantine and Biosecurity Review Panel, Department of Agriculture, Fisheries and Forestry (Australia). http://apo.org.au/node/2926. pXVI

[2] *Review of Australia's quarantine and biosecurity arrangements – report and Australian Government preliminary response.* Department of Agriculture, Fisheries and Forestry, 2008 http://www.agriculture.gov.au/SiteCollectionDocuments/about/beale/govt-response.pdf pp 1-2

- provide greater support for the important role biosecurity plays in facilitating market access for Australian producers (beyond current emphasis on emergency response);
- strengthen the definition and measurement of outcomes for biosecurity;
- adopt a risk-based approach to prioritising biosecurity activities and interventions;
- support collaboration across different levels of government, industry and the community; and
- foster a culture of continuous improvement among biosecurity system stakeholders.

To improve the construction, effectiveness and transparency of the IGAB, the Victorian Government recommends the IGAB be revised in order to:

- emphasise the importance of biosecurity to market access with the inclusion of a new schedule related to provisions for facilitating market access;
- more clearly articulate the benefits for jurisdictions involved in the IGAB. The IGAB should add value and provide a net benefit to signatories;
- improve the clarity of roles and functions for each jurisdiction, particularly for industry and community stakeholders, as well as clarify decision-making and dispute resolution processes;
- enable a dynamic process to update the IGAB's schedules to ensure that the broader principles articulated in the IGAB remain contemporary;
- provide a stronger explanation of how and why the IGAB interacts with the Emergency Animal Disease Response Agreement (EADRA), Emergency Plant Pest Response Deed (EPPRD), National Environmental Biosecurity Response Agreement (NEBRA) and other agreements;
- improve the framework through which cross-sector issues can be advanced. The Victorian Government appreciates that some agricultural industries, such as red meat or grains, have more well-developed approaches to identifying and advocating biosecurity issues affecting them. However, it is important that these sectors do not dictate the national biosecurity agenda and priorities;
- offer an improved framework for delivering on the undertakings in the IGAB, such as through improved prioritisation and increased harmonisation between jurisdictions;
- provide for the inclusion of schedules to deal with other benefits of biosecurity including public health and environmental issues. This would help ensure consistent and more thorough action across all levels of government for activities that support the management of these issues which have multiple and diffuse beneficiaries;
- clarify the relationship between the IGAB, the National Biosecurity Committee and sectoral committees. It is noted that because NBC does not report to Environment ministers and senior officials, the focus of NBC is on biosecurity issues impacting agriculture;

- recognise current evidence requirements from key stakeholders, including the need for structured surveillance to support claims of area freedom from pests and diseases to avoid trade restrictions;
- alter the tone of the IGAB to make it more pragmatic than aspirational. Simplifying the language to increase the Agreement's accessibility would encourage a broader audience, including industry and the community, to engage with biosecurity issues and principles;
- include nationally agreed implementation plan and suite of performance measures; and
- agree a shared commitment to increased stakeholder engagement and communication that is not limited to communication and engagement activities during biosecurity emergencies or incursions. In addition, a stakeholder engagement and communication plan should be developed concurrently with the revised Agreement to explain its purpose and assist in its implementation.

In practice, the Victorian Government considers the working partnership could be improved by all parties to the IGAB. Victoria's experience has been that the Commonwealth Government unduly influences the IGAB work agenda, in part reflecting a dependency on Commonwealth Government resourcing. On the other hand, the significance of jurisdictional and regional differences is often overstated.

AGREEING TO RISKS, PRIORITIES AND OBJECTIVES

Government, industry and the community have different positions about objectives, priorities and risks. A mechanism to determine these and achieve consensus would be beneficial.

The National Biosecurity Committee recently identified the need for:

- a greater focus on market access;
- a more simplified and cohesive national biosecurity system;
- improved identification, prioritisation and treatment of biosecurity risks;
- harmonised policies, procedures, legislation and regulation across Australia;
- greater promotion of the benefits of the national biosecurity system;
- improved pre-border and post-border surveillance and communication, noting the expanding use of E-trading and international transport;
- increased biosecurity scientific research;
- improved traceability systems and systems for data collection and storage;
- urgent consideration of resourcing, capacity and capability across biosecurity agencies; and
- greater consideration of environmental biosecurity.

MARKET ACCESS

With Victorian food and fibre industries taking a greater interest in the opportunities provided by exporting overseas, market access services are a growing area of Victorian biosecurity work. Trading partners are also increasingly aware of the benefits of preventing the introduction and spread of exotic pests and diseases, and consequently are introducing stricter biosecurity measures and protocols products seeking to access their market. As a result, Australia's biosecurity system may need rebalancing to meet the growing demand for market access services. This is consistent with the objectives expressed in the Commonwealth Government's *Agricultural Competitiveness White Paper*[3], released last year.

As part of Australia's national biosecurity system, Victoria suggests that an evidence-based framework should underpin the capacity and capability of formal surveillance activities that support Australian producers gaining export market access for their products. This would recognise the importance that the surveillance framework has for attaining domestic market access and supporting claims of area freedom from certain pests and diseases. The framework needs to encourage the adoption of new technology, such as whole-genome sequencing, to ensure governments have the most contemporary evidence to inform decision-making. In addition, we would advocate that bodies such as the National Biosecurity Committee should prioritise activities that address production pests and diseases that may pose the greatest concern for Australian producers having access to export markets.

Victoria would like the Review Panel to consider different trading scenarios within Australia's national biosecurity framework, which affect the way governments would partner with industry. These include:

- international exports of agricultural products from Australia;
- international exports from a specific jurisdiction or region, noting that States and Territories are competitors as well as collaborators; and
- interstate and inter-regional trade in agricultural products between the States and Territories.

Zoning rules for international trade need to be carefully considered, as they are very costly and can be more expensive to administer than the value of the trade. Australia needs to carefully consider the need to have States and Territories recognised as zones, as this effectively results in the creation of 'additional countries'.

Victoria also recommends that the Plant Health Committee's 'Trade Framework' be recognised in the IGAB. The framework covers domestic and international trade through the International Plant Protection Convention and International Standards for Phytosanitary Measures.

[3] Commonwealth of Australia 2015, *Agricultural Competitiveness White Paper: Stronger Farmers, Stronger Economy.* http://agwhitepaper.agriculture.gov.au/white-paper

EMBEDDING SHARED RESPONSIBILITY

Collaborative partnerships with industry and the desire of governments, industry and the community to foster continuous improvements are necessary for a high functioning, effective and efficient national biosecurity framework.

Noting that industry and community are not signatories to the IGAB, the Victorian Government recommends practical actions to strengthen the involvement of industry and community in national biosecurity, including:

- embedding a culture of collaboration between governments and industry in the governance structures of the IGAB. This will foster an environment where industry stakeholders can form more appropriate and realistic expectations of what governments can deliver in terms of biosecurity outcomes. A more collaborative approach to governance will also enable governments to discuss strategies and funding arrangements for biosecurity services in a more collegiate environment less likely to result in industry angst or backlash;
- agreed processes for more effective decision-making for biosecurity activities and priorities;
- identification and reporting of plant, animal and environmental biosecurity measures including the evaluation and sharing of approaches;
- facilitating the adoption of measures that recognise the shared responsibility of biosecurity by industry and community stakeholders. This could involve governments adapting existing regulatory schemes, structures and activities to acknowledge these responsibilities and provide incentives for biosecurity system stakeholders to undertake verifiable actions that support Australia's biosecurity objectives; and
- providing more opportunities for targeted consultation, such as that recently undertaken in the Department of Agriculture and Water Resources biosecurity roundtables. This will enable the different levels of government to explain their respective roles in the system, given these roles do not seem to be well-understood by key stakeholders.

Victoria has a number of cases studies demonstrating how embedding shared responsibility can provide positive outcomes for Australia's national biosecurity system (Appendix 1).

FUNDING BIOSECURITY

In August 2015, the Victorian Auditor-General found Victoria's livestock biosecurity system had been weakened by a decline in financial and staff resourcing.[4] This reduction increases risk in the event of an outbreak, as well as limiting the State's ability to demonstrate its livestock health status for key export markets. The Victorian Auditor-General found that this challenge was not unique to Victoria.

In response to these findings, the Victorian Government provided additional funding in the 2015-16 and 2016-17 State Budgets to maintain funding for biosecurity services in the face of increasing

[4] Victorian Auditor-General 2015, *Biosecurity : Livestock* http://www.audit.vic.gov.au/publications/20150819-Biosecurity/20150819-Biosecurity.pdf

risks. The State Government encourages the IGAB Independent Review Panel to consider alternative means to ensure that all parties to the IGAB are adequately funded to provide the necessary level of biosecurity services on a sustainable basis.

Meeting fully the objectives of the IGAB will require additional funding nationally.

At present, all State and Territory governments are finding that the demand for biosecurity services is growing substantially. However, the opportunities for States and Territories to seek more funding from risk exacerbators and/or beneficiaries of those services are limited (for example, levies on production would be limited under the constitution) and often inefficient in terms of the high proportion of revenue that is absorbed by collection costs.

In some areas, there may be potential to improve the targeting of biosecurity services and encourage investment in risk-reducing activities by applying incentive-based regulation.[5] While the Commonwealth Department of Agriculture and Water Resources is trialing this type of regulatory scheme for border inspections of certain plant-product pathways, their application to biosecurity issues could be broader.

THE ROLE OF RESEARCH AND INNOVATION

To maintain and enhance Australia's national biosecurity system, flexible and adaptable research, development and extension is needed to inform and operate the system.

The Victorian Government recommends reviewing research, development and extension activities and priorities for biosecurity. This process will require assessing sector-based strategies and implementation plans to ensure major gaps do not exist or emerge. Reviewing the co-operative research centre models for biosecurity research and development will also be critical to identify gaps arising when they cease and ensure future biosecurity system requirements can be considered and addressed.

Research and innovation priorities in biosecurity need to be cross-sectoral to capture more value for the national biosecurity system. There is a tendency for research, development and extension activities to be aligned to specific industries such as dairy, grains, red meat. Industry-based models can narrow attention to specific issues and miss broader opportunities.

The Victorian Government recommends a broader range of capabilities be encouraged within the collaborative culture of Australia's recognised researchers and innovators. A recent Victorian example is the high-level genetic work conducted between Agriculture Victoria, CSIRO and Australian Animal Health Laboratory to diagnose abalone virus. Establishing funding arrangements for this collaborative work needs further consideration, to ensure they are sustainable for all organisations involved.

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[5]The standard texts listed below provide an example of how incentive regulation principles can apply in the biosecurity context

Rossiter, Anthony and Hester, Susan (2016), "Designing biosecurity inspection regimes to account for stakeholder incentives: An inspection game approach", unpublished manuscript, 19 May.

Laffont, Jean-Jacques and Tirole, Jean (1992), *A Theory of Incentives in Procurement and Regulation*, MIT Press, Cambridge: MA. - https://mitpress.mit.edu/books/theory-incentives-procurement-and-regulation

One example of significant innovation by Victoria is MAX, a dynamic platform designed to assemble biosecurity information and manage, collect and report textual and spatial data. MAX has been implemented by six jurisdictions, which demonstrates the platform's flexibility and benefits. More detail is provided in Appendix 2.

Victoria encourages further targeted investment in data management systems and data analytics capabilities to encourage more risk-based targeting of services. Initiatives similar to improving the data management and analytical capability discussed in the Commonwealth Government's *Agricultural Competitiveness White Paper*, released last year, are welcome. Such information could assist implementing incentive regulation schemes in biosecurity and encourage industry stakeholders to undertake risk-reducing activities. Greater sharing of industry surveillance and other data sets can also provide new sources of information and would enable governments to support greater market access for Australian producers.

MEASURING THE PERFORMANCE OF THE NATIONAL BIOSECURITY SYSTEM

Australia's national biosecurity framework is complex, which means measuring and evaluating its performance is also challenging. To establish performance measures, the Victorian Government agrees that quantitative and qualitative definitions of success are required as a starting point.

The Victorian Government does not propose advocating for particular measures at this point in time. Before settling on specific measures of system performance, the Victorian Government recommends that governments first use a program logic-based evaluation methodology to guide the selection of measures of success for Australia's biosecurity system. This process would articulate short- and medium-term outcomes and help identify the strategic and targeted interventions required. This structured approach would also assist in prioritising areas of work using a risk-based approach to portfolio allocation, as recommended by Kompas (2016)[6]. Once a program logic has been developed, this would also identify the data and supporting evidence required as part of a monitoring and evaluation framework.

The Victorian Government is very supportive of performance-based, outcome-focused systems. Agriculture Victoria has implemented its own Biosecurity Evidence Framework (BEF) to collect, aggregate and analyse performance data (Appendix 3). A common performance-measuring system such as BEF would help align decision-making priorities and activities across all jurisdictions.

[6] Kompas, Tom (2016), "Best investments in biosecurity and the limits to cost-benefit analysis", presentation at the ABARES Outlook Conference, 1 March, Canberra. Presentation slides and transcript available from: http://www.agriculture.gov.au/abares/outlook-2016/Pages/Conference-Program.aspx.

Appendix 1

Victorian Case Studies demonstrating shared roles and responsibilities in Australia's national biosecurity system.

***Case Study 1**: Strong relationships deliver better outcomes – Victorian Rabbit Action Network*

Managing widespread established invasive species brings a complex set of challenges. Their spatial scale, their ecology, and the diversity of stakeholders involved with differing opinions and objectives mean that management is a complex and challenging task. Without sustained, coordinated action, effective long-term control of established invasive species cannot occur at either a local area or landscape scale. It is this type of recognition that has informed the development of the Victorian Rabbit Action Network (VRAN).A collaboration between the Victorian Government and the Invasive Animals Cooperative Research Centre, the objective of the project is to facilitate more community-led approaches to rabbit management.

In a first of its kind for invasive species management, the parties in this project apply a participatory, democratic systems strengthening strategy to rabbit management. Diverse perspectives of those involved in rabbit management are brought together to test and build new strategic solutions to this complex problem to advance rabbit management in Victoria. The project is overseen by a joint community-government steering committee, which has been implementing a series of other projects that aim to foster more collective, community based solutions to rabbit management.

Following the highly successfully Rabbit Leadership Program and Mentoring Program, the Network convened a state-wide conference. In August 2015, over 140 delegates came from across the country to participate in the Victorian Rabbit Conference: Connecting knowledge and know-how towards more effective community action on rabbits - the first rabbit conference held in Victoria since 1958.

The project is currently being evaluated, with industry and other jurisdictions expressing interest in applying the same methodology for established invasive species.

***Case study 2:** Nectarine preparation for export to China*

Market access is a critical component of the Victorian food and fibre industry. Victoria exports around $12b worth of food and fibre every year. Market access is negotiated with importing countries, often resulting in development of protocols that detail how biosecurity risks associated with quarantine pests and diseases must be mitigated.

Recently, after 13 years of negotiation at the Commonwealth level with Victorian Government support, China has agreed to receive nectarines exported from Australia. As part of this agreement, Australian producers located outside of fruit fly pest-free areas are required to treat their fruit with phytosanitary measures to address the biosecurity risk associated with fruit flies. This includes the Queensland Fruit Fly, which is one of the most prominent nectarine pests. Market access is a complicated space that takes years to establish, but can be cut off relatively quickly. A series of shipments that are deemed non-compliant by an importing country can result in that trade being shut down, and this can have serious implications for food and fibre exporters and the economy. As it can only take the actions of a few non-compliant export entities to have an impact on market access, it is important that all growers, packhouses, treatment facilities and exporters are fully aware of their legal responsibilities for controlling pests and diseases.

The Victorian Government, in collaboration with the Commonwealth Government, has provided extensive assistance to nectarine growers in order to assist them to comply with the China export protocol. Agriculture Victoria worked closely with the Australian summerfruit industry and the Commonwealth Government to run workshops in June 2015 and again in June 2016 to prepare industry for the protocol and ensure that they were informed and willing to comply with export conditions. In addition, Agriculture Victoria worked with industry to facilitate an audit visit from a Chinese delegation in December 2015. The audit focused on nectarine orchards in order to determine whether the Australian summerfruit industry was prepared to export nectarines to the protocol standard.

The result of this audit was favourable and the support that industry gained from Agriculture Victoria was essential to this outcome. China used the information collected during the audit to continue to work with the Commonwealth Government to finalise the protocol in time for trade to commence in 2016

Case-study 3: *The Victorian Blackberry Taskforce: Encouraging and supporting community grass-roots action*

The Victorian Blackberry Taskforce (VBT) is a community group that receives support from the Victorian Government to promote the cooperative management of blackberry by landholders. The VBT provides a leadership role through education, motivation, coordination and support. The work of the VBT is an essential part of the response to this weed and the contribution of the VBT over the last 10 years in the development of a community-led approach to the management of established weeds has been significant. The VBT receives annual funding of $130,000, together with in-kind administrative support from the Department of Economic Development, Jobs, Transport and Resources (DEDJTR) , and in some cases its projects are underpinned by DEDJTR compliance programs to achieve and maintain blackberry control.

In October 2014, the Minister for Agriculture and Food Security attended the launch of the VBT's five year strategy. The VBT reported in its 2014-15 progress report that its "Our Community Partnership Program" supported 10 community blackberry action groups which signed up more than 200 land owners to three-year voluntary blackberry management agreement and provided feedback to policy makers on successful community approaches.

Case-study 4: *Wild dog Management: Improving public and private land manager collaboration*

As declared established pest animals under the *Catchment and Land Protection Act* (1994), wild dogs require ongoing and enduring control by land owners to reduce their economic, social and environmental impacts. Effectively reducing the negative impacts of wild dogs requires a strategic, proactive and cost effective approach whereby private and public land managers work together and utilise all available management practices.

In 2012, the then Department of Primary Industries recognised the potential of a planning process used in New South Wales to manage National Parks. The concept was further developed following advice from the Wild Dog Control Advisory Committee to ensure local knowledge and experience is captured and put to best effect. The resulting work plans specify operational targets for both government and community wild dog control efforts on private and public land over the coming year and ensure a coordinated, integrated approach to wild dog management, while protecting dingoes on most public land. The development of wild dog management zone work plans was subsequently included as a key action in the Action Plan for Managing Wild Dogs in Victoria 2014-2019 and commits government to developing and implementing local plans over which all stakeholders have ownership.

A series of wild dog management zone workshops held in 2014-15 provided the opportunity for government and community to jointly review its current work plans and consider improvements for the following year. This annual planning approach has proven to be successful and is now an integral part of wild dog management in Victoria.

MAX

What It Is

MAX is at the core a dynamic platform for managing biosecurity information and supporting a potentially wide range of service delivery requirements. It is a solution that substantially extends standard off the shelf products with custom features and components developed by Agriculture Victoria. Using MAX, solutions can be rapidly deployed to manage, collect and report both textual and spatial data. The MAX software also includes mobile apps to allow staff to collect and report data in real time. With these integrated apps MAX provides a full capability platform from mobile to online. MAX data is reported to a central data warehouse where cross program reports can provide data in a program context or aggregate across programs for specified people or pieces of ground.

How It Works

MAX is a dynamic case management solution that can be customised without developers being required. This means that business analysts and data managers can rapidly build a custom solution to meet business requirements. This begins with defining a data model for managing information. The data model is used as a basis for data entry forms, mobile forms and reports. This model can then be templated to be reused and modified for further applications. Users can interact with the system via forms on the desktop or via mobile apps to collect and edit data. Data managers have access to up to date information and can easily produce real time reports and maps. For example, when responding to the recent Giant Pine Scale outbreak in Melbourne, there was no specific information system in place to manage the resulting biosecurity data at a tree level. A template for foot and mouth disease was instantiated and modified to manage trees instead of animals. Contractor staff in the field where then able to use iPads to gather the field surveillance data and report it in real time.MAX maps and reports were used by the response planning and operations.

Benefits and Strengths

The benefits and strengths of MAX include:

1. Flexibility: It can be rapidly deployed or altered to fit the business requirements without the need for developers.
2. Mobility: Staff can collect and report data in real time and do not need to return to an office to enter data or be tasked with new jobs.
3. Custom data types: MAX can support
    a. Spatial data. Allows staff to easily map data in the field on an iPad or via a web browser.
    b. Animal Radio-frequency identification (RFID) tags. Mobile forms connect to RFID readers to collect individual animal information.
    c. Barcodes or QR codes. Forms can be configured so staff can use the camera on an iPad to scan codes to reduce human error in data collection.
4. Data Warehouse : Single repository of data for cross program reporting and single view of activities
5. Reuse of MAX templates across new programs inside Victoria and across jurisdictions using MAX.
6. Encouraging consistency of both processes and data management across jurisdictions that use MAX

Who Uses It

The software is used for routine and emergency biosecurity functions across Agriculture Victoria. These include Giant Pine Scale, Bushfire Recovery, Queensland Fruit Fly Trapping and NLIS Audits. MAX has been leveraged for non-biosecurity functions such as collection and reporting data for the dry seasonal conditions program. Outside of Victoria MAX, has been taken up by agricultural departments in Western Australia, South Australia, Tasmania, Northern Territory and Queensland. The Commonwealth Department of Agriculture, Water and Resources is currently evaluating MAX. Western Australia are using MAX for animal emergency responses and have successfully trialled MAX in a national FMD exercise. They are investigating the use of MAX other operations. South Australia are using MAX in both routine and emergency response situations. They currently use MAX for Kaphra Beetle surveillance and fruit fly surveillance and they will be using it for animal disease surveillance. Queensland are using MAX for property registration (Biosecurity Entities) and various surveillance functions. They will soon be implementing the trap inspection functions of MAX.

Appendix 3

BIOSECURITY EVIDENCE FRAMEWORK (BEF)

What is the BEF?

The BEF is a framework to support a consistent and appropriate approach to measuring, monitoring, evaluating and reporting performance against desired outcomes for DEDJTR Biosecurity programs and services.

Why was it introduced?

Past performance audit findings by the Victorian Auditor-General's Office indicated a need to improve our evidence collection capability and be able to provide a more accurate picture of our achievements and efforts.

The BEF also builds on work undertaken to develop and implement the Monitoring and Evaluation Reporting Framework (MERF), which was initiated and successfully integrated into the former Invasive Plants and Animals Program.

The scope of BEF has been broadened to encompass all Biosecurity business streams; Domestic Animals, Invasive Species, Animal Health and Welfare, Plants and Chemicals.

How does it work?

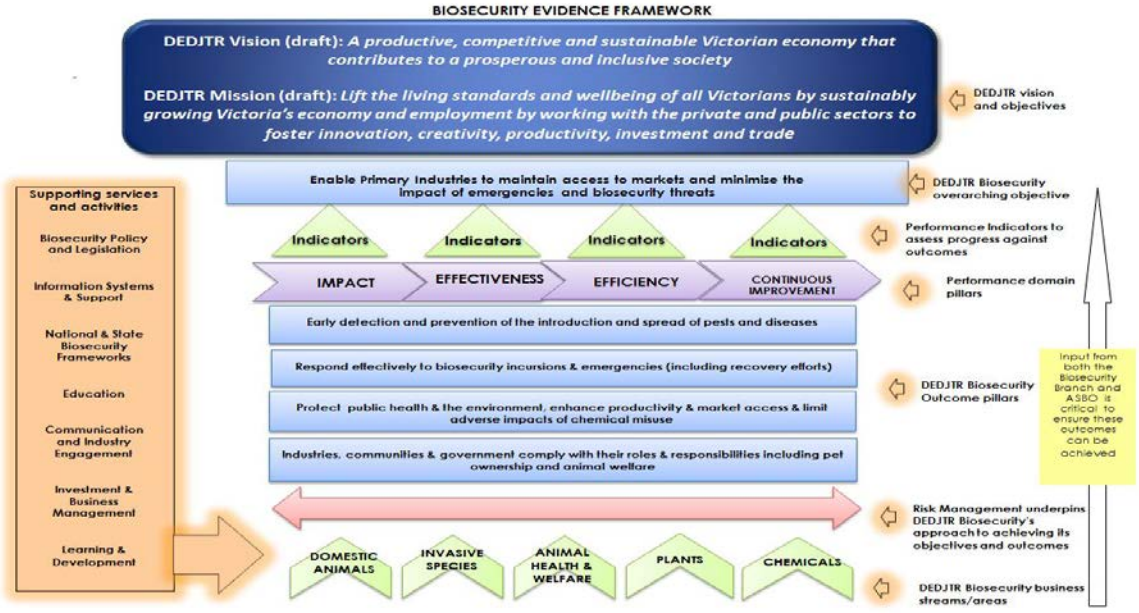
Key aspects of performance aligning to effectiveness, efficiency, impact and continuous improvement have been identified, known as Performance Domains. Under these domains, Performance Indicators have been assigned to each business area that will show us how we are progressing towards our performance goals. We use Performance Metrics and Measures to measure our progress towards our goals and staff will be able to progressively enter data to support this measurement.

How we use data collected through the BEF?

The data collected for the BEF comes from standard activity and project reporting and is available for a variety of purposes, including:

- Department of Treasury and Finance Output Indicator Reports, ad hoc queries, external stakeholder reports
- Analysis of DEDJTR Biosecurity performance for evaluation purposes (what impact does our work have, how effective and efficient are our programs and services?), contextualising and synthesising evidence, providing a statewide view or the 'big picture', measuring change.
- Use in summary publications such as annual reporting and for continuous improvement incorporating lessons learnt.

The BEF also provides information for the development of policy, strategy and investment and help in decision-making and future recommendations. It may also be useful when commissioning additional analysis and evaluation



BEF Measures of success

Market access

Performance indicator	Performance Metric	Business stream	Target
Market access is supported through pest and disease certification systems	No. of new or amended ICA or other market access accreditations developed to restore or enable trade (supported by case studies)	Plants	2
Market access is supported through pest and disease certification systems	Animal health export certificates issued within specified timeframes to support international market access (BP3)	Animals	>90%
Market access is supported through pest and disease certification systems	Plant health certificates issued for Melbourne Markets to support domestic market access	Plants	7000
Surveillance activities are in place to monitor exotic pests and diseases status to minimise adverse impacts (environmental, social, economic)	No. of emergency or EAD exclusions undertaken	Animals	50
Surveillance activities are in place to monitor exotic pests and diseases status to minimise adverse impacts (environmental, social, economic)	No. of plant pest detections arising from targeted surveillance programs	Plants	N/A

Emergency preparedness & Response

Performance indicator	Performance Metric	Business stream	Target
DEDJTR undertakes regular exercising against biosecurity response plans	No. of emergency simulations and testing of systems to provide assurance about whether plans and preparations are fit for purpose	Across business streams	NYD
DEDJTR's response to biosecurity emergencies/incursions are supported by appropriate plans, processes and systems	Initial action taken to respond to reported emergency animal and plant pest, disease and natural disaster incidents complies with national agreements and obligations (BP3)	Animals and Plants	100%
DEDJTR has access to	No. of third party resources	Across business	NYD

the staff number and skill set required to respond	engaged (non DEDJTR, e.g. industry, other agencies)	streams
All biosecurity emergency responses are reviewed/evaluated in a timely manner with learnings formally documented and used to inform continuous improvement	% of emergency responses subject to formal evaluation/review	Across business streams

Supporting industry and community action

Performance indicator	Performance Metric/Measure	Business stream	Target
Community and industry take responsibility for managing biosecurity risks	No. of community-led projects delivered by the VSTWP, VGT,VBT (supported by select case studies of projects and achievements)	Invasive Species	NYD
Communication and engagement with community and industry is strategic and priority driven and underpinned by better practice principles	% of community and industry engagement strategies/plans in place that comply with better practice guidelines (e.g.VAGO)	Across business streams	NYD
Community, industry and government agencies are aware and understand the importance of biosecurity management	No. of communication activities aimed at providing compliance and enforcement related information to the community and industry (supported with case studies)	Across business streams	NYD
Compliance enforcement activities are undertaken in accordance with risk based plans which ensure consistent and proportionate responses	% of inspections resulting in Response Option 3 (e.g. prosecution) as defined in the Animal Health and Welfare compliance strategy	Animals	NYD