

EXERCISE REPORT

Exercise Tortrix
August 2013

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About the report

The Exercise Report for Exercise Tortrix was authored by Plant Health Australia (PHA) with contributions from the Exercise Planning Committee¹. The purpose of this report is to provide a summary of activities and a critical analysis of the outcomes and learnings. The information presented was informed by the Exercise Evaluation Report, debriefings undertaken during and after the exercise, and the observations of the Exercise Planning Committee.

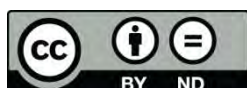
The recommendations presented in the report were developed by the authors with the intent of providing direction on potential approaches to implement the learnings of the exercise. These recommendations have not been endorsed by relevant stakeholders. Nonetheless, PHA will work with its members with the intent of implementing the recommendations, where appropriate.

Any feedback or questions in relation to the Exercise Report, or the Exercise Tortrix activities and outcomes can be directed to PHA through the details below.

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¹ Refer to Section 4.2 for details on the Exercise Planning Committee.

Executive summary

Exercise Tortrix provided Plant Health Australia (PHA) members with a functional training experience through a simulated incursion of False codling moth (FCM; *Thaumatotibia [=Cryptophlebia] leucotreta*) in Red Cliffs, Victoria. The exercise was conducted as part of the National Emergency Plant Pest Training Program between the 12th and 16th of August 2013, guided by the Exercise Planning Committee comprised of representatives from PHA, the Australian Government Department of Agriculture, Fisheries and Forestry² (DAFF), Department of Environment and Primary Industries Victoria (Vic DEPI), AUSVEG and Nursery and Garden Industry Australia (NGIA).

There were 70 participants including all PHA government and 13 industry members. The aim of the exercise was to improve decision making skills of participants during Consultative Committee on Emergency Plant Pests (CCEPP) and National Management Group (NMG) functions under the Emergency Plant Pest Response Deed (EPPRD) through a simulation exercise of an Emergency Plant Pest (EPP) incident.

Exercise Tortrix was a combination of functional and discussion exercises. During the functional activities, participants acted as representative of their organisations in roles defined in the EPPRD. CCEPP and NMG meetings were conducted via teleconference, and representatives participated in the development of the Response Plan in Melbourne. The discussion activities centred on the mechanisms for engagement of industry liaison personnel.

Evaluation of the exercise demonstrated that it was successful in meeting its aims and objectives. All participants made valuable contributions to the activities and demonstrated the ability to effectively work together on the development of a Response Plan and agree on a course of action. Based on the evaluation, observations and feedback of the exercise, a number of key recommendations have been developed as part of this report (Table 1). These recommendations focus on potential improvements to the CCEPP and Response Plan development processes and identify future training needs in these areas.

² DAFF is now the Department of Agriculture.

Table 1. Summary of recommendations from Exercise Tortrix

Recommendation 1	<p>Continue to deliver practical training for EPPRD roles and responsibilities</p> <p>The delivery of training through functional activities provides additional context and supports the training delivered through other formats. Participant feedback supports the delivery of training through this approach.</p>
Recommendation 2	<p>Investigate alternative mechanisms to manage the delivery of information to Parties during a response</p> <p>Multiple papers and other sources of information are provided to Parties throughout the response. To ensure members have comprehensive access to this information at any time, effective information management needs to be implemented.</p>
Recommendation 3	<p>Implement pest contingency summaries as an agreed preparedness tool for EPP responses</p> <p>Key pest and response information presented in an agreed template supports rapid decision making in EPP responses. The contingency summary was supported as an effective mechanism for the delivery of pest information, and therefore should be made available to Parties when developing preparedness material.</p>
Recommendation 4	<p>Implement an approved approach that engages all Affected Parties throughout the development of EPP Response Plans</p> <p>The collaboration by all Affected Parties in the drafting of the EPP Response Plan demonstrated clear benefits to the writing process in contrast to the Lead Agency requesting comment on a completed draft.</p>
Recommendation 5	<p>Improve the process for engaging Affected Industry Party Delegates during an EPP response</p> <p>Under the EPPRD, Chief Plant Health Managers are required to invite Industry Party Delegates into the control centres, but there is currently no agreed engagement process in place.</p>
Recommendation 6	<p>Clarify the roles and responsibilities of the Industry Liaison Coordinator (ILC) and Industry Liaison Officer (ILO) in an EPP response</p> <p>The provision of appropriate personnel to fulfil the ILC/ILO roles is dependent on a shared understanding of the roles and responsibilities of these positions. There is currently no agreed understanding among Industry and Government Parties on these roles.</p>
Recommendation 7	<p>Improve Parties understanding of the Cost Sharing calculations under the EPPRD</p> <p>Participants in the exercise demonstrated insufficient knowledge about how Cost Sharing is calculated. This was most evident regarding the calculation of proportional shares for both Industry and Government Parties, and what costs are accepted as normal commitments versus what is appropriate to be Cost Shared.</p>

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1 Overview of Exercise Tortrix

1.1 Background

The EPPRD is a formal, legally binding agreement between PHA, the Australian Government, all state and territory governments and 29 plant industry signatories, covering the management and funding of responses to EPPs. Parties to the EPPRD have specific roles and responsibilities, with the National EPP Training Program³ in place to improve the ability of Parties to fulfil these commitments. Simulation exercises are an important component in the National EPP Training Program.

Exercise Tortrix ("the exercise") simulated a number of key activities that are undertaken during the Investigation and Alert Phase of an emergency response to an Incident. This involved meetings of the CCEPP and the NMG, together with the coordinated development of a Response Plan. Activities were in response to a simulated detection of FCM in north west Victoria.

A wide range of representatives from Industry and Government EPPRD Parties were provided with hands-on experience of their responsibilities during an emergency response as determined under the EPPRD.

1.2 Exercise planning

The planning of the exercise was undertaken by the Exercise Planning Committee, which contained members from PHA, Vic DEPI, DAFF, AUSVEG and NGIA (Section 4.2). These activities were undertaken in a manner consistent with the nationally agreed *National Biosecurity Emergency Management – Exercise Management Guide*⁴.

Three members of the Exercise Planning Committee were primarily responsible for the development of the scenario and the exercise inputs (Exercise Writing Team), with technical contributions received from other members of Vic DEPI. PHA and Vic DEPI were jointly responsible for the local arrangements, including the exercise venue and catering.

1.3 Aims and objectives

The aim of this exercise was to improve decision making skills of multiple Government and Industry Parties during CCEPP and NMG functions under the EPPRD through a simulation exercise of an EPP incident.

The objectives of the exercise were to:

1. Test the provision of information to CCEPP to ensure it is of high quality, usable, traceable and enables the committee to perform its defined roles and responsibilities.
2. Ensure CCEPP representatives can effectively recommend an appropriate course of action in an appropriate timeframe.
3. All relevant Affected Parties can effectively contribute to the development of an EPP Response Plan that meets the standard required for NMG to effectively consider it.
4. Identify and document the mechanism for Industry Party engagement in the development of an EPP Response Plan and control centres.
5. Determine the ability of Affected Parties to make decisions that commit to funding their share of response costs.

³ The National EPP Training Program is managed by PHA and includes the delivery of biosecurity emergency preparedness and response training, development of awareness material and supporting Member's biosecurity training activities.

⁴ Developed by the Biosecurity Emergency Preparedness Working Group (www.daff.gov.au/animal-plant-health/pihc/bepwg) and not yet publically available.

An additional outcome of the exercise was to evaluate the draft *Operational Guidelines for the Consultative Committee on Emergency Plant Pests* and the draft *Pest-Specific Contingency Summary* template. These documents are currently under development through PHA.

1.4 Scope

The scope of the exercise was:

- Activities undertaken by CCEPP in the initial meeting regarding an EPP Incident and the development and endorsement of the Response Plan.
- Collection of information and the development of the operational aspects of the Response Plan in an EPP Incident.
- Activities undertaken by NMG in a meeting considering a Response Plan.
- Roles and responsibilities of Affected Parties.

The exercise did not cover any aspects of an Incident relating to the Operational or Stand Down Phases. Related activities undertaken in the Investigation and Alert Phase of the Incident were also out of scope, including categorisation and calculation of Owner Reimbursement Costs (ORCs). A number of these activities were simulated where required to complete the exercise.

1.5 Participating organisations

Participation was open to all government and industry members of PHA. Member organisations who were not identified as Affected Parties for FCM⁵, were invited to participate as observers. As a result, 23 different organisations participated in the exercise, with a total of 70 participants across all the activities (Section 4.1).

1.6 Overview of exercise activities

To address the exercise aims and objectives (Section 1.3), exercise participants undertook CCEPP, NMG and Response Plan related activities (Table 2). Their delivery occurred through a balance of electronic, teleconference and face-to-face approaches. Participating organisations were asked to provide a representative for the CCEPP meeting and face-to-face session, and a separate representative for the NMG meeting (Section 4.1).

Table 2. Summary of the exercise activities undertaken by participants

Date	Activity	Format
9 th August	<ul style="list-style-type: none"> • Notification of Incident to potentially Affected Parties. 	Email
12 th August	<ul style="list-style-type: none"> • Initial CCEPP meeting. 	Teleconference
15 th August	<ul style="list-style-type: none"> • Response Plan development group work sessions. • Consideration of the draft Response Plan. 	Face-to-face
16 th August	<ul style="list-style-type: none"> • Briefing of NMG representatives. • NMG meeting to consider Response Plan. • Response Plan implementation – first steps discussion activity. 	Face-to-face and teleconference ⁶

⁵ Includes PHA industry members who are EPPRD Parties, but the crops they represent are not known to be a host of FCM; PHA industry members who are not EPPRD Parties; and PHA associate members.

⁶ NMG members attended the NMG meeting via teleconference, with all other participants for the face-to-face activities on site.

1.6.1 Structure of exercise activities

The CCEPP and NMG meetings undertaken as part of the exercise activities were run as per standard protocol, using the normal agenda structure and roles of participants. Facilitation of these activities was left to the respective Chairs of the committees.

The Response Plan development session was structured with participants allocated to one of five groups (Response Management, Surveillance and Tracing, Quarantine and Movement Controls, Treatment and Control measures, and Communications). Each group had a mix of industry and government representatives, and they were asked to complete specific aspects of the Response Plan using a template that included the generic information prepopulated. Groups were encouraged to interact to ensure the required information flow to develop the Response Plan. The outputs from each group were collated into a single document that all participants assessed through a facilitated discussion activity.

A facilitated discussion activity followed the endorsement of the Response Plan by NMG, and investigated the activities that would be immediately undertaken to implement the Response Plan. The activity was carried out as a single group. This was followed by the exercise debrief facilitated by PHA.

1.6.2 Location and facilities

The CCEPP and NMG meetings were conducted via a DAFF hosted teleconference line, with the majority of participants calling in from their place of business. The Response Plan development session was held at the Mantra Hotel, Tullamarine, Victoria. All activities occurred within the main conference room or two small break out rooms located on the ground floor of the hotel.



Breakout rooms were provided for group work

1.6.3 Evaluation of exercise style and structure

Positives	<ul style="list-style-type: none"> → The functional and discussion exercise mix engaged participants. → NMG meeting provided a driver for the delivery of exercise outcomes.
	<p>The functional nature of the exercise, with the inclusion of some discussion activities, provided a good platform on which to test the participants and the objectives of the exercise. This exercise style resulted in participants remaining engaged in activities throughout the entire exercise.</p> <p>The timeframe for the development of the Response Plan was compressed to comply with the exercise timings, resulting in the generation of a document that was not complete (see Section 3.3 for more information). As a result, participants were tested on their ability to make decisions and deliver an output under tight timeframes. This also corresponds to real life situations where the Response Plan is a living document that can always be supplemented with additional information, but needs to be developed rapidly to ensure delays to the implementation of response activities are minimised.</p> <p>The inclusion of the NMG meeting to consider the Response Plan, notably with representatives that would fulfil this role in a real response, was a positive influence on the exercise activities. This was noted by the Exercise Evaluator's observations and participant comments as a driver to undertake the activities seriously. Furthermore, participants in the face-to-face activities were required to brief their NMG representative. This provided an incentive for them to fully understand the activities and outcomes of the entire session in order to provide accurate information in their briefing.</p>
Identified gaps	<ul style="list-style-type: none"> → Limited interaction between groups during the development of the Response Plan.
	<p>The Response Plan development session was structured with the intent of participants circulating between groups, however this was only observed when groups had direct questions for other groups. Group members were focused on their own activities, and were not provided with incentives or specified times for mixing with the other groups. Drivers for this interaction to occur would be an improvement for future exercises of this type.</p>

Recommendation 1. Continue to deliver practical training for EPPRD roles and responsibilities

Context	<p>The delivery of training through functional activities provides additional context and supports the training delivered through other formats. Participant feedback supports the delivery of training through this approach.</p>
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2 Conduct of Exercise Tortrix

2.1 Exercise control

The conduct of the exercise was managed by the Exercise Control Team (Section 4.2), who were responsible for monitoring the exercise to ensure the objectives were met. This was achieved by the delivery of exercise briefings and debriefings, management of exercise inputs and outputs and providing appropriate direction to participants. The Exercise Control Team was also responsible for the evaluation of the exercise.

The Exercise Control Team was supported during the face-to-face activities by group facilitators from Vic DEPI and PHA. These facilitators were not part of the Exercise Planning Team, but were provided specific guidance on the expected outcomes from each group and tasked with enabling the groups to achieve these outcomes.

2.1.1 Exercise briefings and debriefings

All participants were provided with a written briefing prior to participation in the exercise, which covered:

- Exercise aims and objectives.
- Overview of activities.
- Instructions on location and timings.
- Exercise rules.
- Instructions on communications during the exercise.

In addition, participants were provided a short verbal briefing prior to the CCEPP teleconference and the Response Plan development face-to-face session, which covered the same issues as listed above.

The exercise was debriefed at the end of activities for the face-to-face session on the 16th of August 2013. This was conducted by the Exercise Controller through an open forum with exercise participants.

2.1.2 Exercise evaluation

The evaluation of the exercise was conducted by an independent evaluator from DAFF, as appointed by the Exercise Planning Committee, with the purpose of determining:

- Whether Exercise Tortrix achieved its stated aim and objectives.
- Whether the processes and procedures applied to the design and conduct of the exercise were appropriate to meet the stated aim and objectives.

An independent Evaluation Report was made available to the Exercise Planning Committee, which incorporated the feedback provided by participants through the questionnaires, observations and analysis of the exercise outputs.

The participant questionnaires contained questions relating to the exercise activities, personal preparedness, exercise inputs and exercise outcomes. The summary of the questionnaire responses are shown in Figure 2 and Figure 3 of Section 4.3.

The Exercise Evaluator determined that Exercise Tortrix achieved all its stated objectives. In addition, the Evaluation Report presented a number of recommendations relating to the planning, conduct and outcomes of the exercise. Where appropriate, these recommendations have been integrated into the recommendations presented in this report.

2.2 Exercise scenario

The scenario for this exercise was based on a simulated incursion of FCM in north west Victoria, impacting on citrus and capsicum crops. This represented the first detection of FCM in Australia.

The exercise activities were undertaken over a one week period (12th-16th August 2013), but represented activities simulated to occur over a period of about one month (Figure 1). This was achieved by simulating the outcomes of the activities not undertaken in the exercise and presenting these to participants at the appropriate time.

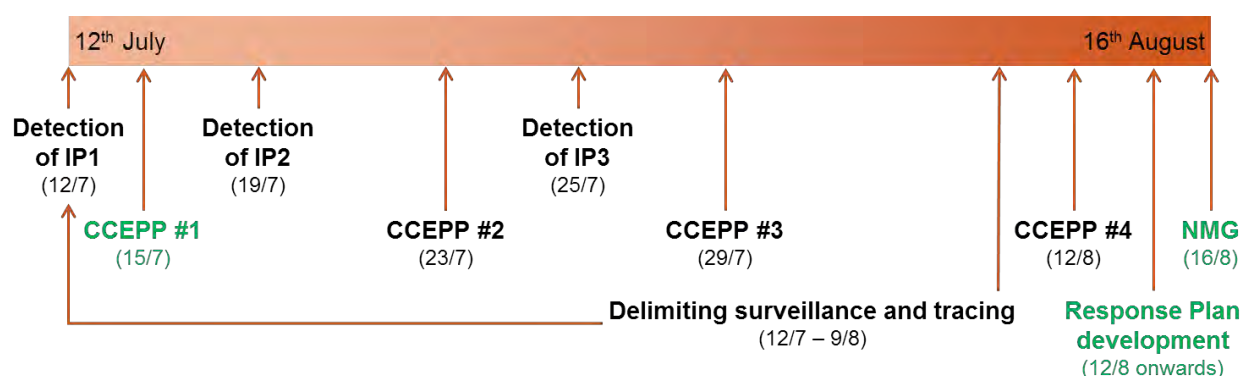


Figure 1. Schematic overview of the exercise timeline, with the activities undertaken as part of the exercise shown in green. Dates shown below each activity relate to the simulated date in 2013, not the actual date the activity was undertaken during the exercise.

At the commencement of the exercise on the 12th of August 2013 for the CCEPP meeting:

- A suspect moth had been detected on a capsicum crop grown in a glasshouse in Red Cliffs, which was subsequently reported to CCEPP.
- Initial diagnostic investigations provided reasonable suspicion that the pest was FCM.
- Victoria were investigating the Infected Premise (IP) and initiating delimiting surveillance and tracing.
- The first CCEPP meeting was called to provide technical recommendations on the Incident.

At the commencement of the Response Plan development session on the 15th of August 2013, the simulated response had been underway for one month and:

- the identification of the pest was confirmed as FCM
- the delimiting surveillance and tracing had been completed by Vic DEPI
- a total of three IPs had been identified, all in the Red Cliffs area of Victoria
- a State Coordination Centre (SCC) had been established at Knoxfield
- a Local Control Centre (LCC) had been established at Mildura
- quarantine restrictions were placed on all IPs, and
- CCEPP had met four times to consider the progress on the response, and recommended that Vic DEPI develop a Response Plan to guide eradication of FCM.

Further details on the exercise scenario are provided in Table 3.

Table 3. Exercise Tortrix scenario

Initial detection	<ul style="list-style-type: none"> On the 11th of July 2013 suspect larvae and adult moths were detected in capsicums growing in a glasshouse in Red Cliffs, Victoria. Adult moths were morphologically identified with reasonable confidence as FCM on the 12th of July 2013, and confirmed on the 15th of July 2013. Notification of the detection was provided to the Chair of CCEPP on the 12th of July 2013 and potentially Affected Parties were notified later that day. Suspected FCM larvae were detected in the citrus crop on the same property as the capsicums on the 12th of July 2013. A legal notice was placed on the property to stop the movement of host produce and delimiting surveillance and tracing had been initiated. A linked property (same owner) was identified 7 km south and tracing had identified produce recently sent to Melbourne Markets, Adelaide and a local packing facility.
Exercise activities	<ul style="list-style-type: none"> The CCEPP met via teleconference on the 15th July 2013 (exercise activity occurred on the 12th of August 2013) for the first time to consider this detection. The CCEPP recommended proceeding with further investigations and delimiting surveillance, and that the Incident related to an EPP.
Investigation and Alert Phase	<p>As at the 14th of August 2013, the scenario was as follows.</p> <ul style="list-style-type: none"> Three IPs had been identified within the Sunraysia area: <ul style="list-style-type: none"> IP1 and IP2 are linked through common ownership. No clear linkage was known for IP3. IP1 produces capsicums (in a glasshouse) and citrus (navel orange). IP2 and IP3 are citrus (navel orange) producing properties. Vic DEPI staff surveyed 196 citrus properties in north west Victoria, three in north west Victoria, one in Geelong and eight in the Yarra Valley. Thirty wholesale/retail nurseries, predominantly in metropolitan Melbourne were also surveyed and 30 public reports were responded to. High risk host material at the Melbourne Wholesale Fruit and Vegetable Markets were surveyed every week. An LCC was set up in Mildura, staffed by 10 Vic DEPI staff and 10 casuals, and the SCC was set up at Knoxfield. The north west of Victoria was officially gazetted on 26th of July 2013 to prohibit movement of citrus and capsicum fruit and associated equipment used in the harvesting of these hosts. Legal notices were served on the three IPs and movement within the restricted area is prohibited for all citrus properties until Vic DEPI officers inspect and find it free of the pest. The CCEPP had met on a total of four occasions, and on the 12th of August 2013 recommended that Vic DEPI work with Affected Parties to develop a Response Plan.
Exercise activities	<ul style="list-style-type: none"> On the 15th of August 2013, Affected Parties provided representatives to work together on the development of the Response Plan, the draft of which was initiated by Vic DEPI. The Response Plan was considered by CCEPP on the afternoon of the 15th of August 2013 and then presented to NMG. NMG considered the Response Plan on the 16th of August 2013 and subsequently endorsed it.

3 Exercise outcomes against objectives

The exercise was designed to achieve five objectives relating to the activities of the NMG and CCEPP, development of a Response Plan and the engagement of industry liaison personnel (Section 1.3). Accordingly, the evaluation and analysis of exercise activities is aligned to these objectives in the following sections.

3.1 Objective 1: Provision of information to CCEPP

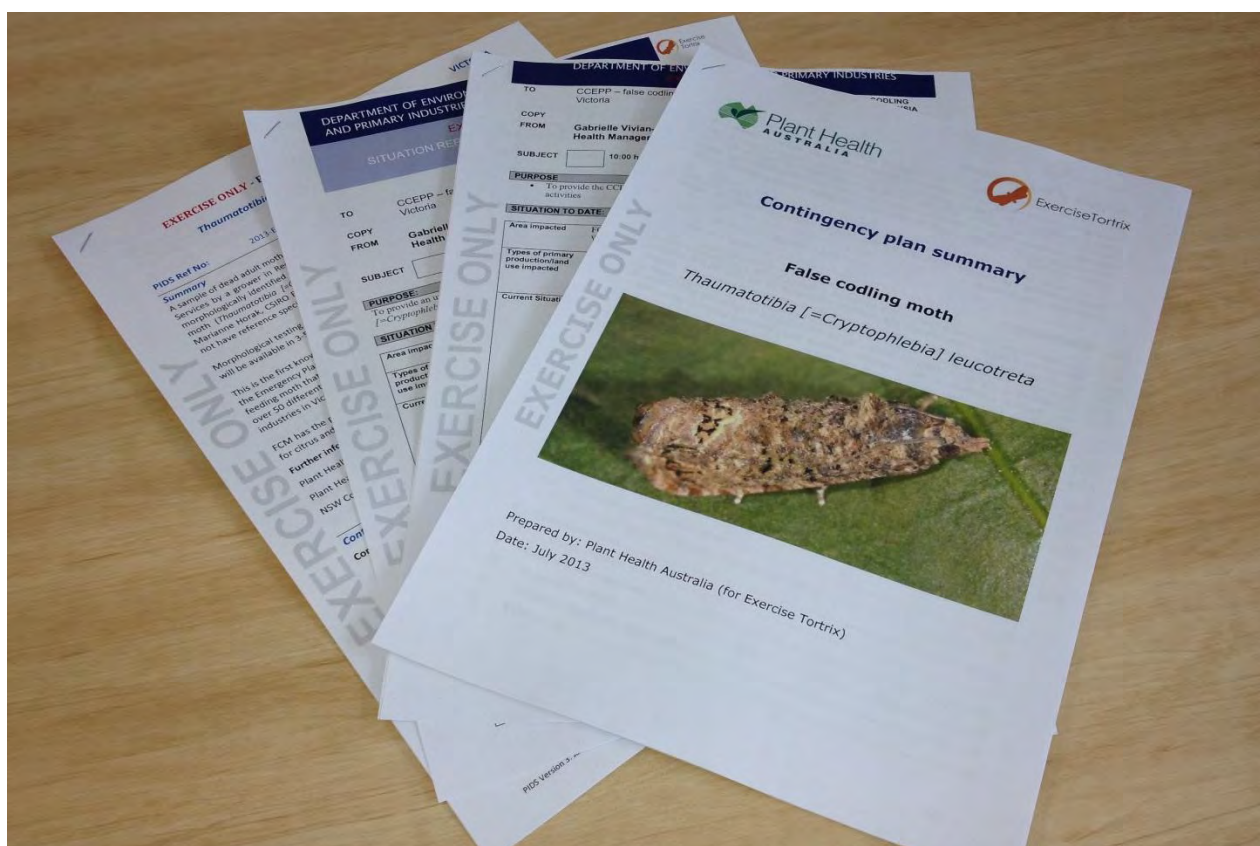
Test the provision of information to CCEPP to ensure it is of high quality, usable, traceable and enables the committee to perform its defined roles and responsibilities.

3.1.1 Rationale

The ability of the CCEPP to make informed recommendations regarding the technical aspects of an EPP Incident is highly dependent on the quality of the information provided. Quality information is strengthened when presented in a suitable format.

3.1.2 Activities addressing objective

The ability of the CCEPP to provide technical recommendations regarding the EPP Incident based on the information provided in written and verbal formats at the initial CCEPP meeting on the 12th of August 2013 was the primary focus of this objective.



CCEPP was provided with a range of information documents

3.1.3 Observations and evaluation

Positives	<ul style="list-style-type: none"> → Structure of FCM contingency summary was an effective resource for CCEPP. → CCEPP able to perform its defined roles and responsibilities based on provided information.
Identified gaps	<ul style="list-style-type: none"> → Exercise design limited the ability to test this objective. → Too much information was provided to the initial CCEPP meeting.

Documentation provided to the CCEPP was not developed by participants at the exercise (see below), but standard templates were used in their generation and the content provided was based on prior experience and expectations. The information provided to CCEPP in the Preliminary Information Datasheet (PIDS), together with the situation reports (SitRep), written and verbal, enabled the committee to provide technical recommendations regarding the Incident.

The FCM contingency summary that supported the PIDS and SitRep, clearly outlined a summary of the available information regarding the eradication approaches to FCM. Positive feedback was provided by participants regarding the summarised format of the information, with references included for further reading on specific subjects. The presentation of information in this way supported CCEPP in achieving its role.

A significant volume of information can be presented to CCEPP during an Incident, with participants noting the effective management of this aspect during the exercise.

The design of the exercise, with the Exercise Writing Group generating the documents provided to the initial CCEPP meeting, limited the ability to test this objective. As such, the exercise did not fully **assess participants' ability to present** high quality, usable and traceable information to the CCEPP.

Participants noted that the level of information provided was above average for this stage in most Incidents, and as a result it made the decision making process easier. Therefore, the exercise did not fully test participants' ability to make recommendations on limited information. Nonetheless, there were gaps in the information, such as the details of the glasshouse where FCM was found, and the CCEPP identified areas requiring additional scoping before a decision could be made on the ability to eradicate the pest. Exercise participants also noted that the inclusion of more challenges in the scenario would have been beneficial to further test participant knowledge and understanding.

Recommendation 2. Investigate alternative mechanisms to manage the delivery of information to Parties during a response

Context Multiple papers and other sources of information are provided to Parties throughout the response. To ensure members have comprehensive access to this information at any time, effective information management needs to be implemented.

Recommendation 3. Implement pest contingency summaries as an agreed preparedness tool for EPP responses

Context Key pest and response information presented in an agreed template supports rapid decision making in EPP responses. The contingency summary was supported as an effective mechanism for the delivery of pest information, and therefore should be made available to Parties when developing preparedness material.

3.2 Objective 2: CCEPP recommends an appropriate course of action

Ensure CCEPP representatives can effectively recommend an appropriate course of action in an appropriate timeframe.

3.2.1 Rationale

Due to the nature of EPP emergency responses, CCEPP is required to make recommendations on the appropriate course of action based on the available information. This exercise provided Parties with the opportunity to participate in an initial CCEPP meeting and recommend future actions based on information collected within several days of detecting the pest.

3.2.2 Activities addressing objective

This objective was tested mainly through the initial CCEPP meeting held on the 12th of August 2013. Participants were provided with information in the form of the PIDS and SitRep, and used this information to recommend a course of action.



Collaboration by all EPPRD Parties was a highlight from the exercise

3.2.3 Observations and evaluation

Positives	<ul style="list-style-type: none"> → CCEPP reached consensus decision on recommended actions. → All Parties invited to contribute to discussions. → Clear guidance provided to participants by the CCEPP Chair.
	<p>The CCEPP reached a consensus decision to progress with the eradication response to the FCM detection at the initial meeting (12th of August 2013). Parties agreed with the recommended actions provided by Vic DEPI in the SitRep, which included quarantine controls, together with further surveillance and tracing activities. Parties recognised the need for further information regarding the extent of the incursion before the development of a Response Plan, which was appropriate given the provided information.</p> <p>The CCEPP Chair provided an opportunity for all Parties to contribute to discussions on relevant agenda items. In addition, the CCEPP Chair provided sound guidance throughout the meeting to ensure an appropriate outcome was reached. This was most evident regarding the input from Parties on how to move forward with the response, where four questions were provided to structure responses. These questions related to the response aspects of:</p> <ul style="list-style-type: none"> Surveillance undertaken and the need for further surveys. Chemical controls available and the need for additional information. Benefit-cost analysis to be undertaken. Whether a Response Plan should be drafted. <p>Feedback provided identified that these questions provided excellent direction to participants and ensured discussions remained on track.</p>
Identified gaps	<p>→ Less than half of the potentially Affected Industry Parties participated.</p>
	<p>Throughout the exercise there was good representation from Government Parties, but only limited participation by Affected Industry Parties (5 of 13 were represented at the initial CCEPP). This impacted on exercise decisions and recommendations, with multiple participants highlighting the issue. Nonetheless, participants were able to recognise and act on their ability to reach a Consensus decision in the CCEPP activities.</p> <p>A number of participants also noted that better identification of speakers throughout the CCEPP teleconference was required.</p>

3.3 Objective 3: Contribution to an EPP Response Plan

All relevant Affected Parties can effectively contribute to the development of an EPP Response Plan that meets the standard required for NMG to effectively consider it.

3.3.1 Rationale

Response Plans are traditionally authored by the Lead Agency during an Incident, with all Affected Parties then given the opportunity to comment. Exercise Tortrix provided Parties the opportunity to demonstrate that a Response Plan can be developed in a joint approach of Affected Parties with beneficial outcomes for the process.

3.3.2 Activities addressing objective

The exercise format, which allowed participants to convene face-to-face on day 36 of the simulated response, provided the opportunity for participants to determine operational requirements in a Response Plan following the recommendation that the EPP was eradicable. Participants came together on the 15th of August 2013,

and were divided into groups to develop specific sections of the Response Plan (Response Management, Surveillance and Tracing, Quarantine and Movement Controls, Treatment and Control measures, and Communications). These were combined with the generic sections of the document that were provided by the Exercise Control Team, to generate the Response Plan that was provided to NMG for consideration on the 16th of August 2013.

3.3.3 Observations and evaluation

Positives	<ul style="list-style-type: none"> → Demonstration of effective co-authoring of a Response Plan. → Contribution to activities from all participants. → Participants demonstrated improved understanding of Response Plan elements. → Response Plan effectively considered and endorsed by NMG.
	<p>During the Response Plan development sessions, each group contained a mix of government and industry (Affected and non-Affected) representatives, who were all engaged throughout the activities. Industry and government cooperation was evident, supported by comments from exercise participants and observations of the Exercise Evaluator. The information provided by the different parties complemented each other to produce a robust set of recommended actions.</p> <p>Current standard practice for the development of a Response Plan is for the Lead Agency to draft the document, requesting input or comment on specific sections from other Parties, with the final draft then available to all Affected Parties through the CCEPP. Exercise participants strongly supported a move to the more collaborative approach undertaken during this exercise when developing a Response Plan in the future.</p> <p>The exercise also provided participants with an opportunity to better understand Response Plan structure and content through a combined discussion session reviewing the draft document. Participants asked insightful questions about specific aspects of the document, such as surveillance activities and the calculation of the budget, with the groups that drafted these sections replying with justifications.</p> <p>NMG considered the document, provided informed discussions and was able to effectively reach a unanimous decision on the progression of the response, showing that the Response Plan was of an appropriate standard.</p>
Identified gaps	<ul style="list-style-type: none"> → Response Plan content not completely elaborated in some sections. → Lack of time to produce a sound indicative budget during exercise activities.
	<p>The limited timeframe provided to participants during the Response Plan development session restricted the ability of the groups to generate a complete Response Plan. As a result, all areas included content, but in some cases this was restricted to dot points of the key concepts. Nonetheless, the exercise was successful as a training activity aimed at providing participants an opportunity to consider the elements of the Response Plan.</p> <p>The overall indicative budget for the Response Plan was compiled by the Response Management group and relied on input from all other groups. Consequently, the limited time for the compilation of the budget reduced the opportunity for discussion within the Response Management Group. This was partially overcome through an open forum discussion with all exercise participants, but also highlighted the complexity of developing a justifiable budget.</p>

Recommendation 4. Implement an approved approach that engages all Affected Parties throughout the development of EPP Response Plans

Context	The collaboration by all Affected Parties in the drafting of the EPP Response Plan demonstrated clear benefits to the writing process in contrast to the Lead Agency requesting comment on a complete draft.
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3.4 Objective 4: Industry Party engagement

Identify and document the mechanism for Industry Party engagement in the development of an EPP Response Plan and control centres (Industry Liaison Coordinator and Industry Liaison Officer).

3.4.1 Rationale

Industry Party Delegates are required to be invited by the Lead Agency to participate in control centres during an EPP emergency response, as directed under the EPPRD. The exercise provided Industry Parties an opportunity to consider the mechanism for identifying appropriate representatives and how this fits with the government processes.

3.4.2 Activities addressing objective

Participants were provided with the opportunity to explore Industry Liaison Coordinator (ILC) and Industry Liaison Officer (ILO) engagement during the discussion session on 16th of August 2013. The facilitated discussion with all exercise participants was guided by a series of questions covering:

- how Industry Parties would determine the individuals to fill these roles
- the training required for ILCs and ILOs, and
- considerations regarding the ability of individuals to act as a Delegate for more than one Industry Party.



Contributions from Industry Party participants were valuable throughout the exercise

3.4.3 Observations and evaluation

Positives	<ul style="list-style-type: none"> → Industry Parties better understand requirements of representatives. → Demonstrated role industry representatives can play in Response Plan development. <p>The exercise provided participants with a clearer understanding of the requirements of emergency response roles. Insight into the skills required enabled participants to decide if they were indeed the correct person to undertake the role or if someone else within their organisation would be a better fit.</p> <p>The positive role that Industry Party representatives played in the development of the Response Plan underscored the importance to Industry Parties that they have someone available to take this role in a response. The technical expertise required to develop a quality Response Plan was also revealed through this exercise, such as for chemical control options. This provided additional guidance to Parties around the skill sets of potential industry representatives in future emergency response activities.</p>
Identified gaps	<ul style="list-style-type: none"> → No model for the process of industry engagement in the development of the Response Plan achieved. → No documented mechanisms for Industry Party Delegate engagement achieved. → No clear understanding of ILC and ILO roles and responsibilities. <p>Full engagement of Industry parties in the development of the Response Plan was a positive outcome of this exercise, yet no consensus was achieved on the process for enabling this to occur. An agreed model or mechanism to enable this co-contribution to occur was not achieved at the exercise, impeding the ability to implement the practice.</p> <p>The exercise activities did not provide the opportunity to simulate the engagement of Industry Party Delegate. As part of the discussion exercise on the 16th of August 2013, participants were asked about the potential mechanisms of ILO engagement. It was acknowledged that, in general, Industry Parties do not have an identified set of potential ILOs, and that efforts should be taken to rectify this situation. However, it was acknowledged that in practice the decision will be constrained to an extent by:</p> <ul style="list-style-type: none"> • the specific pest and location, and • the requirement for additional clarity on the ILC/ILO role and the relevant skill set of the individuals.

Recommendation 5. Improve the process for engaging Affected Industry Party Delegates during an EPP response

Context	Under the EPPRD, Chief Plant Health Managers are required to invite Industry Party Delegates into the control centres, but there is currently no agreed engagement process in place.
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Recommendation 6. Clarify the roles and responsibilities of the ILC and ILO in an EPP response

Context	The provision of appropriate personnel to fulfil the ILC/ILO roles is dependent on a shared understanding of the roles and responsibilities of these positions. There are job cards for Industry Party Delegates and Representatives in PLANTPLAN, but this has not resulted in a shared understanding among Industry and government Parties on these roles.
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3.5 Objective 5: Decision making to commit funding

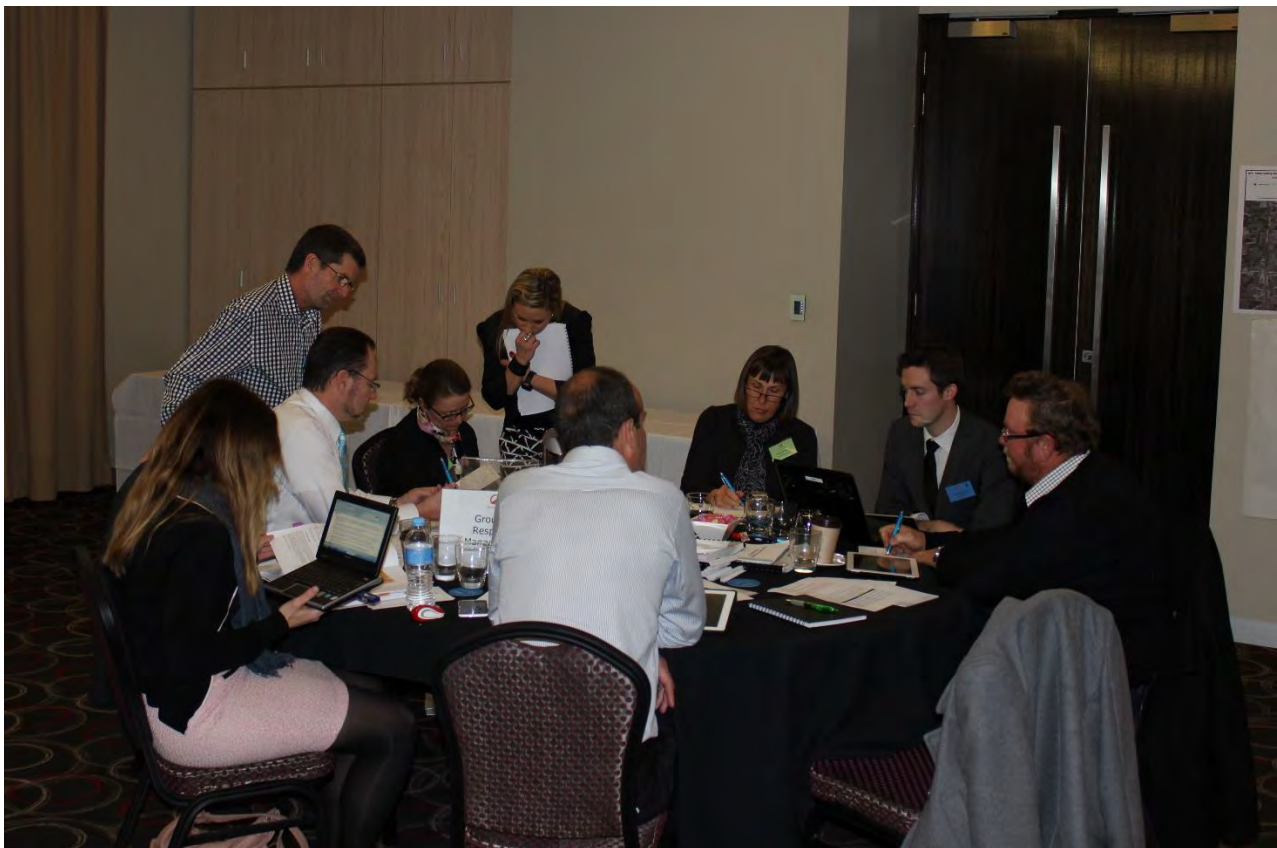
Determine the ability of Affected Parties to make decisions that commit to funding their share of response costs.

3.5.1 Rationale

To progress the response to an Incident, it is important that NMG is able to make decisions based on the information provided by CCEPP within a short timeframe. This includes the ability of representatives to commit their organisations to funding a Response Plan during a meeting of the NMG.

3.5.2 Activities addressing objective

NMG representatives were provided with a recommended Response Plan that covered the eradication of FCM. The Response Plan explained the agreed approach to eradication and included the indicative budget with the Cost Sharing splits for all Affected Parties. Following a briefing from the CCEPP members, an NMG meeting was conducted by teleconference, where representatives were asked to consider and then endorse the Response Plan. To complete these activities, NMG members were required to commit to meeting their share of response costs.



Determination of the indicative budget required significant input during the exercise

3.5.3 Observations and evaluation

Positives	<ul style="list-style-type: none"> → Unanimous agreement from NMG to support the Response Plan (and included budget). → Clarifications relating to the budget were effectively addressed. → Appropriate communication between CCEPP and NMG members.
Identified gaps	<p>NMG successfully considered the Response Plan, discussed the proposed actions and scrutinised the indicative budget. As part of these activities, the distribution of the industry share of response costs, specifically relating to the impact rating of the pest attributed to their crops, was questioned by an Industry Party. The approach of the NMG in agreeing to endorse the overall budget and deal with the industry share question out of session, provided a mechanism to allow the response actions to be implemented without delay. As a result, NMG demonstrated the ability to unanimously agree to the commitment of funding the response.</p> <p>The directed briefing of NMG by CCEPP members during the exercise supported NMG members in their ability to make decisions relating to the Response Plan. This practice allowed CCEPP members to express the agreed intent of the response actions and outline the combined approach in the Response Plan development.</p> <ul style="list-style-type: none"> → Demonstrated lack of understanding by some participants in relation to normal commitments and Cost Sharing calculations. → FCM Funding Weights in the EPPRD need reviewing. <p>In spite of clear guidance in the EPPRD, it became apparent (from questions and incorrect statements), that several participants did not have sufficient understanding of aspects of certain Cost Sharing calculations. The primary misunderstanding related to the relative impact of the EPP on the different Affected Crops and the resulting effect on individual government and Industry Parties share of the total costs. This suggests a need for improved communication and training around this topic.</p> <p>The listed Funding Weights in Schedule 6 of the EPPRD for FCM were identified to be incorrect based on current knowledge of the pest. This issue includes the incorrect listing of Affected Parties together with the relative weightings between them. To allow the activities to progress, this situation was addressed through an appropriate simulated process during the exercise.</p> <p>Another misunderstanding arose when the Lead Agency requested some activities undertaken during the Investigation Phase to be included in Cost Sharing in the Response Plan. These costs are commonly covered under normal commitments, but these were determined to be above the normal costs and therefore NMG agreed to them being Cost Shared. However, a number of participants requested greater clarity around what is considered to be normal commitments for all Parties.</p>

Recommendation 7. Improve Parties understanding of the Cost Sharing calculations under the EPPRD

Context	<p>Participants in the exercise demonstrated insufficient knowledge about how Cost Sharing is calculated. This was most evident regarding the calculation of proportional shares for both Industry and Government Parties, and what costs are accepted as normal commitments versus what is appropriate to be Cost Shared.</p>
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4 Appendices

4.1 Exercise participants

Table 4. Exercise Tortrix participant list (participation in each of the activities is noted against each attendee)

Participant name	Organisation	CCEPP ⁷	RP ⁸	NMG ⁹	Email address ¹⁰
Stephen Hughes	ACT TAMS	✓	✓		stephen.hughes@act.gov.au
Ian Zadow	AHBIC	✓	✓		immjzad@bigpond.com
Peter Grist	Australian Forest Products Association	✓	✓		peter.grist@ausfpa.com.au
Ross Hamptom	Australian Forest Products Association			✓	
Hilary Jankelson	Australian Walnut Industry Association	✓			
Andrew White	AUSVEG		✓	✓	awhite@ausveg.com.au
Jamie Racicos	AUSVEG		✓		jamie.racicos@ausveg.com.au
Kevin Clayton-Greene	AUSVEG	✓	✓		kevinclaytongreene@bigpond.com
Ken Gaudion	Cherry Growers Australia	✓	✓		k.gaudion@bigpond.com
Judith Damiani	Citrus Australia	✓	✓		judith.damiani@citrusaustralia.com.au
Kevin Cock	Citrus Australia			✓	
Greg Kauter	Cotton Australia	✓	✓		gregk@cotton.org.au
Hamish McIntyre	Cotton Australia			✓	
Andrew Metcalfe	DAFF			✓	
Cheryl Grgurinovic	DAFF	✓			
David Heinrich	DAFF	✓		✓	
Enrico Perotti	DAFF	✓	✓		enrico.perotti@daff.gov.au
Flora Anderson	DAFF	✓		✓	
Greg Williamson	DAFF			✓	
Kate Mannion¹¹	DAFF	✓	✓		kathryn.mannion@daff.gov.au
Leesa Harman	DAFF	✓			
Luke Osborne	DAFF			✓	
Matthew Smyth	DAFF	✓			

⁷ CCEPP teleconference on the 12th August 2013.

⁸ Response Plan development session, face-to-face on the 15th and 16th August 2013.

⁹ NMG teleconference on the 16th August 2013.

¹⁰ Email addresses have been provided only for participants in the face-to-face activities.

¹¹ Exercise control (Exercise Evaluator).

Participant name	Organisation	CCEPP ⁷	RP ⁸	NMG ⁹	Email address ¹⁰
Melissa Brown	DAFF			✓	
Paul Morris	DAFF			✓	
Sarah Hilton	DAFF	✓			
Tegan Ludzioweit	DAFF	✓	✓		tegan.ludzioweit@daff.gov.au
Vanessa Findlay	DAFF	✓			
Bill Trend	DAFWA	✓			
John van Schagen	DAFWA	✓	✓		john.vanschagen@agric.wa.gov.au
Rob Delane	DAFWA			✓	
Lloyd Klump	DPIPWE			✓	
Peter Cross	DPIPWE	✓	✓		peter.cross@dpiwpe.tas.gov.au
Mark King	Dried Fruit Australia		✓		markrk1@bigpond.com
Andrew Weidemann	Grains Producers Australia			✓	
Barry Large	Grains Producers Australia		✓		barry.large@grainproducers.com.au
John McDonald	NGIA	✓	✓		nido@ngiq.asn.au
Robert Prince	NGIA			✓	
Bruce Christie	NSW DPI			✓	
Kathy Gott	NSW DPI	✓	✓		kathy.gott@dpi.nsw.gov.au
Satendra Kumar	NSW DPI	✓	✓		satendra.kumar@dpi.nsw.gov.au
Alister Trier	NT DPIF			✓	
Fiona Bancroft	NZ Ministry of Primary Industries		✓		fiona.bancroft@mpi.govt.nz
Jo Luck	PBCRC	✓	✓		j.luck@pbcrc.com.au
Ameera Yousiph	PHA	✓			
Ashley Zamek¹²	PHA	✓	✓		azamek@phau.com.au
Helen Kirkman	PHA	✓	✓		hkirkman@phau.com.au
Jenna Taylor	PHA	✓			
Roberta Rossely	PHA		✓		rrossely@phau.com.au
Rod Turner	PHA	✓	✓		rturner@phau.com.au
Stephen Dibley¹³	PHA	✓	✓	✓	sdibley@phau.com.au
Susanna Driessen	PHA	✓	✓	✓	sdriessen@phau.com.au
Tony Gregson	PHA			✓	

¹² Exercise control.

¹³ Exercise control (Exercise Controller).

Participant name	Organisation	CCEPP ⁷	RP ⁸	NMG ⁹	Email address ¹⁰
Bonny Vogelzang	PIRSA	✓			
Geoff Raven	PIRSA	✓	✓		geoff.raven@sa.gov.au
Scott Ashby	PIRSA			✓	
Jim Thompson	Qld DAFF			✓	
Margot Riccardo	Qld DAFF	✓	✓		margot.ricardo@daff.qld.gov.au
Mark Panitz	Qld DAFF	✓			
Cassandra Meagher	Vic DEPI			✓	
Deann Chy	Vic DEPI		✓		deann.chy@depi.vic.gov.au
Gabrielle Vivian-Smith	Vic DEPI	✓	✓	✓	gabrielle.vivian-smith@depi.vic.gov.au
Lavinia Zirnsak	Vic DEPI		✓		lavinia.zirnsak@depi.vic.gov.au
Luke Wilson	Vic DEPI			✓	
Martin Mebalds	Vic DEPI		✓		martin.mebalds@depi.vic.gov.au
Russell McMurray	Vic DEPI			✓	
Wendy Coombes¹²	Vic DEPI	✓	✓		wendy.coombes@depi.vic.gov.au
Lawrie Stanford	Winegrape Growers' Australia	✓	✓		lawrie.stanford@wgga.com.au
Vic Patrick	Winegrape Growers' Australia			✓	

4.2 Exercise planning and control

Table 5. Members responsible for the planning and conduct of the exercise

Name	Organisation	Exercise Planning Committee	Exercise Writing Team	Exercise Control Team
Stephen Dibley	PHA	✓ (Chair)	✓	✓ (Exercise Controller)
Ashley Zamek	PHA	✓	✓	✓
Roberta Rossely	PHA	✓		
Wendy Coombes	Vic DEPI	✓	✓	✓
Kevin Clayton-Greene	AUSVEG	✓ ¹⁴		
John McDonald	NGIA	✓ ¹⁴		
Sarah Hilton	DAFF	✓		
Enrico Perotti	DAFF	✓		
Bev Lamb	DAFF	✓		
Kate Mannion	DAFF	✓		✓ (Exercise Evaluator)
Tegan Ludzioweit	DAFF	✓		

¹⁴ As an exercise participant, no scenario-specific information was provided prior to the commencement of the exercise.

4.3 Participant questionnaire results

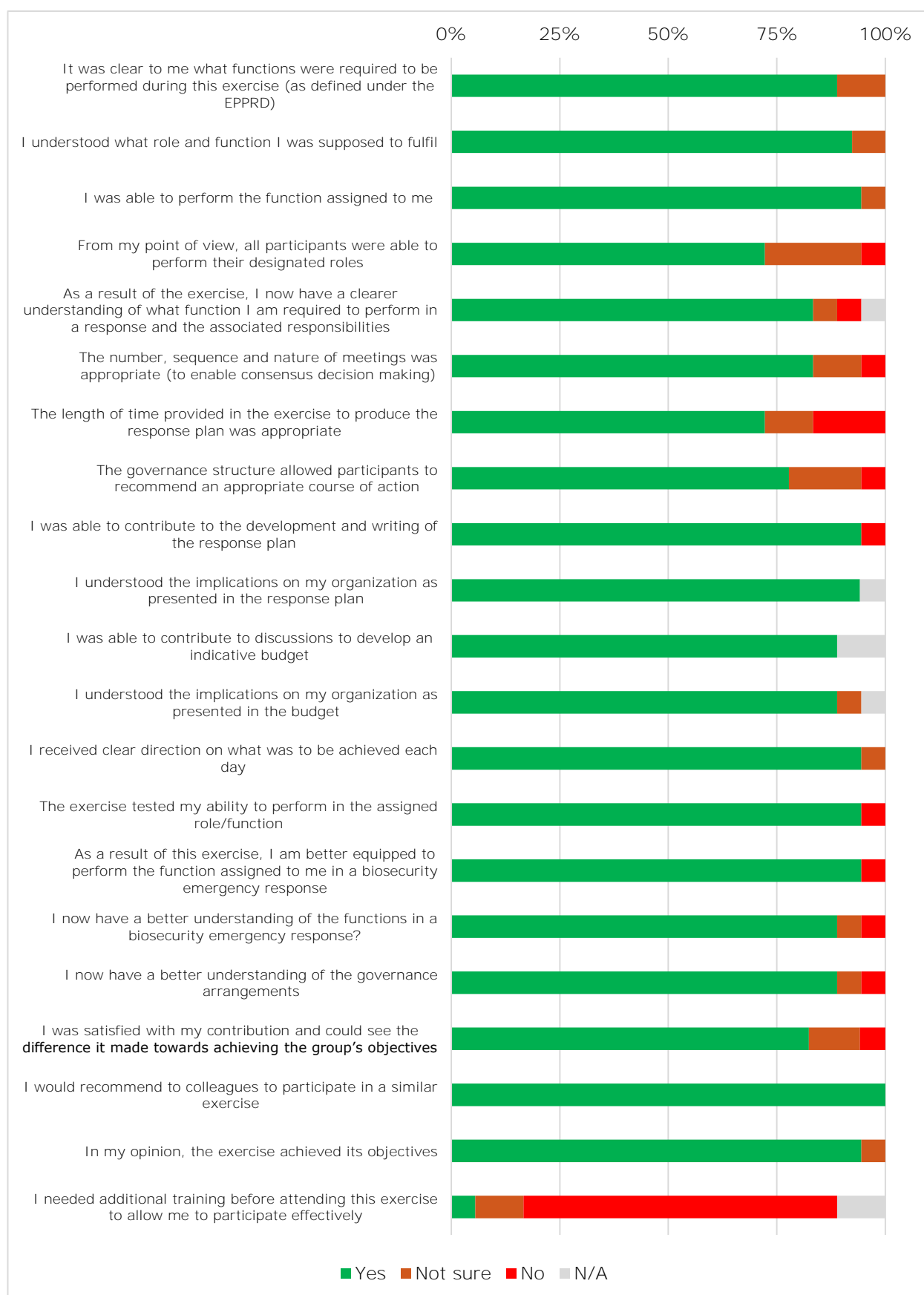


Figure 2. Summary of responses to the participant questionnaire (part 1)

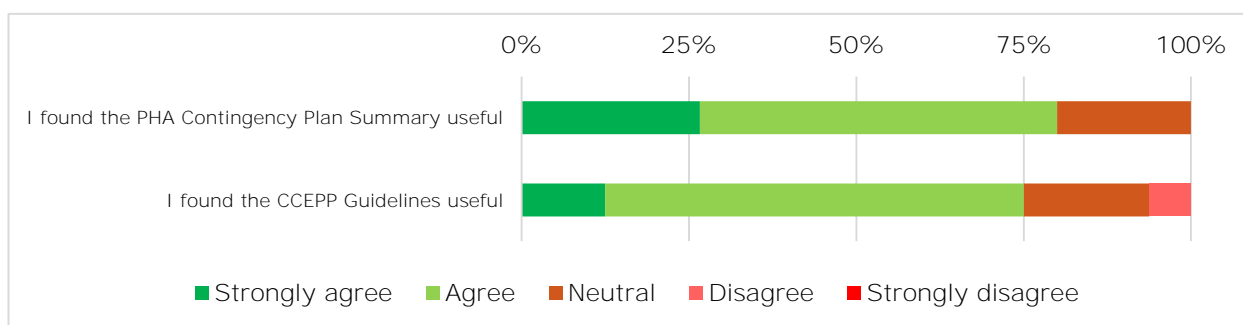


Figure 3. Summary of responses to the participant questionnaire (part 2)

4.4 Definitions

Term	Definition ¹⁵
Affected Parties	The Australian Government, the state and territory governments and the Peak Industry Bodies that are EPPRD signatories that may be required to contribute to the Shared Costs of an EPP Incident.
Funding Weight	Where an EPP affects more than one Industry Party, it is the proportional impact of the EPP on each Industry Party, expressed as a percentage of the total impact.
Government Party	The Commonwealth, state and territory governments of Australia.
Incident	The occurrence of a confirmed, or reasonably held suspicion of an EPP, or of an uncategorised Plant Pest that is reasonably believed to be an EPP.
Industry Party Delegate	A person that represents each Affected Industry Party in an EPP control centre.
Industry Party	Any member of PHA which represents a Cropping Sector and which is a signatory to the EPPRD.
Infected Premises	Premises (or locality) at which the EPP is confirmed or presumed to exist.
Investigation and Alert Phase	First phase of an emergency response, initiated when the Chief Plant Health Manager of the Lead Agency declares an emergency exists or has the potential to exist.
Lead Agency	The agency(s) of the state(s) or territory(s) which are responsible for leading the conduct of a Response Plan (because of the occurrence of an Incident within their state(s) or territory(s)).
Normal commitments	Baseline costs of Parties in an emergency response considered to be “normal”, above which costs are shared.
Operational Phase	The Operational Phase commences once the presence of an EPP is confirmed and an EPP Response Plan is implemented. The aim of the Operational Phase is to eradicate the EPP.
Response Plan	An integrated plan for undertaking a response to an EPP that is, in accordance with the EPPRD, developed by one or more state or territory Chief Plant Health Manager(s), endorsed by the CCEPP and approved by the NMG, and which is subject to Cost Sharing in accordance with the EPPRD.

¹⁵ Summarised definitions have been presented here, with full definitions available in the EPPRD (www.planthealthaustralia.com.au/epprd) and PLANTPLAN (www.planthealthaustralia.com.au/plantplan).

Term	Definition ¹⁵
Stand Down Phase	<p>Final phase of an emergency response that aims move an emergency response to normal business, and is activated by one of the following:</p> <ul style="list-style-type: none"> • Investigation and Alert Phase fails to confirm the presence of an EPP. • Eradication of a confirmed EPP is not considered technically feasible or cost/beneficial. • Following the implementation of a Response Plan, the NMG formally declares that the EPP eradication is successful, no longer feasible, or unsuccessful.

4.5 Acronym list

Acronym	Full name
ACT TAMS	Australian Capital Territory, Territory and Municipal Services
AHBIC	Australian Honeybee Industry Association
CCEPP	Consultative Committee on Emergency Plant Pests
DAFF	Australian Government Department of Agriculture, Fisheries and Forestry ²
DAFWA	Department of Agriculture and Food, Western Australia
DPIPWE	Department of Primary Industries, Parks, Water and Environment, Tasmania
EPP	Emergency Plant Pest
EPPRD	Emergency Plant Pest Response Deed
FCM	False codling moth
ILC	Industry Liaison Coordinator
ILO	Industry Liaison Officer
IP	Infected Premise
NGIA	Nursery and Garden Industry Australia
NMG	National Management Group
NSW DPI	New South Wales Department of Primary Industries
NT DPIF	Northern Territory Department of Primary Industry and Fisheries
PBCRC	Plant Biosecurity Cooperative Research Centre
PHA	Plant Health Australia
PIDS	Preliminary Information Data Sheet
PIRSA	Primary Industries and Regions, South Australia
Qld DAFF	Queensland Department of Agriculture Fisheries and Forestry
SitRep	Situation Report
Vic DEPI	Victorian Department of Environment and Primary Industries



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