

Transition to Management

Revision history

Version	Date issued	Amendment Details	
		Section(s)	Details
1.0	27 May 2016	All	<p>New document developed in conjunction with the Issue Resolution Group on Transition to Management.</p> <p>Endorsed by Parties May 2015 subject to the relevant formal variations to the EPPRD being signed off by all Parties.</p> <p>Variations to the EPPRD approved by all Parties and incorporated into new version of the EPPRD 27 May 2016.</p>
2.0	30 Nov 2018	All	<p>Full revision of document. Changes made to provide clarity in the following key areas:</p> <ul style="list-style-type: none"> • Key decision points, timing and sequence of events associated with Transition to Management including the addition of Figure 1. • Processes and activities undertaken during intervening periods of the key decision points. • Distinction between the Transition to Management Phase and Transition to Management activities under the revised Response Plan. • Further explanation of completion of Transition to Management and the Transition to Management Phase, as well as activities that follow, including addition of new sections/headings (sections 10, 12 and 13). • Minor changes to provide clarity and consistency in terminology throughout. <p>Endorsed by Parties November 2018.</p>
2.1	8 December 2021	Sections 1, 9 and 13	<p>Full revision of document. Changes made include:</p> <ul style="list-style-type: none"> • Addition of the approach to convene a Transition to Management reference group (section 9). • Minor editorial changes for clarity and consistency within PLANTPLAN. <p>Endorsed by Parties November 2021.</p>
2.2	13 December 2021	All	<p>Full review of document and the following key amendments made to incorporate variations to the EPPRD adopted October 2022:</p> <ul style="list-style-type: none"> • Explanation that Transition to Management may exceed a 12 month period if the NMG agrees there are exceptional circumstances. • Clarification that Transition to Management may follow an unsuccessful Proof of Freedom Phase (in addition to an unsuccessful Emergency Response Phase).

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1. Introduction

The purpose of this document is to provide guidance on the application of the provisions of the Emergency Plant Pest Response Deed (EPPRD) related to Transition to Management (T2M). These guidelines are provided to Parties for use in determining whether a T2M phase is appropriate, subsequent to a decision that eradication of an Emergency Plant Pest (EPP) under an agreed Response Plan is no longer feasible. These guidelines provide information on the aim and intent of T2M, key decision points, timing and potential scope and activities that may form part of a Response Plan for T2M.

The relevant sections of the EPPRD that should be referred to in conjunction with these guidelines are:

- Clause 1.1 Definitions¹
- Clause 5 Phases of an Emergency Plant Pest Response
- Schedule 4 Development and Management of a Response Plan

The relevant sections of PLANTPLAN that should be referred to in conjunction with these guidelines are:

- Part 1, Chapter 3 Phases of an EPP Response

The relevant PLANTPLAN documents that should be referred to in conjunction with these guidelines are:

- [Response Plan development](#) guideline
- [Response Plan for Transition to Management](#) template

The latest version of the EPPRD and PLANTPLAN can be downloaded from the PHA website at planthealthaustralia.com.au.

2. Background

Prior to the inclusion of a T2M phase in the EPPRD, once a decision was made that an EPP was not eradicable the processes of the EPPRD ceased and there was no clear path for decision making and cost sharing of any further programs that may be in the national interest. Parties identified this gap between the mechanism for emergency response (the EPPRD) and the mechanisms for pest management outside emergency response as an issue.

Parties agreed to formalise arrangements to fill this gap by including the option for T2M within the EPPRD, ensuring that the governance and Cost Sharing arrangements currently in place under the EPPRD would apply to T2M, including:

- governance and decision making through the Consultative Committee on Emergency Plant Pests (CCEPP) and the National Management Group (NMG),
- Cost Sharing by established formulae between Affected Parties,
- mechanisms for Industry Parties to meet their Cost Sharing obligations,
- current funding limits (Agreed Limits), and
- management processes for Response Plans.

¹ Capitalised words and terms (excluding names) are a reference to the defined words/terms within the EPPRD

Parties agreed that the T2M phase in the EPPRD would only apply in a situation where an eradication program fails; that is where a Response Plan has been agreed and implemented and subsequently the NMG has determined that it is no longer feasible to eradicate the EPP. While governments and industries are free to participate in other types of T2M programs, the only time the EPPRD may be used for a T2M program is when a Response Plan is in place and the attempted eradication is deemed no longer feasible.

In developing the T2M arrangements to apply under the EPPRD, regard was had to the National Transition Program Policy Framework (national framework) including containment to allow future management options to be determined and for activities for industry and/or the community to manage the EPP. However, a T2M phase under the EPPRD may not always lead to containment of an EPP but rather the ability to manage that EPP within production systems.

3. Scope

The scope of these guidelines covers an EPP that is subject to a Response Plan and has reached a point where the NMG has determined that it is no longer technically feasible or cost beneficial to eradicate. How the NMG determines a Response Plan should no longer continue is subject to review triggers that are part of the Response Plan and will not be dealt with in this document.

These guidelines take into account existing principles and decision thresholds developed for the national framework.

These guidelines do not apply to:

- containment programs undertaken to preserve the opportunity to eradicate an EPP, or
- programs that may (from time to time) be developed for pests other than those subject to a Response Plan.

4. Definition and aim of T2M

T2M is defined as *"the undertaking of activities to transition the management of an EPP from seeking to achieve eradication of the EPP under a Response Plan to management of the EPP outside the EPPRD"*. The T2M provisions of the EPPRD enable a short term (up to 12 months) nationally Cost Shared program during which national management of an EPP is formalised. The NMG may agree to extend the time in which T2M is considered achievable to a defined and reasonable timeframe exceeding 12 months, but only if the NMG (on the advice of the CCEPP) determines that there are exceptional circumstances. Activities that make up T2M will be included in the Response Plan which will be updated for NMG endorsement if CCEPP recommends to NMG that a T2M phase is appropriate.

The aim of T2M should be to address identified gaps in knowledge and information required to enable an orderly stand down from a state of eradication to ongoing management of the particular EPP outside of the EPPRD. This will assist industry, government and the community to be best prepared for 'living with' or 'managing' the EPP.

5. Timing and summary of key decision points

As noted above, a T2M program (activities under the Response Plan) may not exceed 12 months, unless the NMG agrees to extend the timeframe if it determines there are exceptional circumstances. However,

the program of activities does not officially commence until the NMG has endorsed the updated Response Plan – therefore time expended on discussions and development of the updated Response Plan is not included in the period of T2M (timeframe to implement activities under the revised Response Plan).

An overview of the timing, key decision points and activities associated with T2M are provided in Figure 1 below.

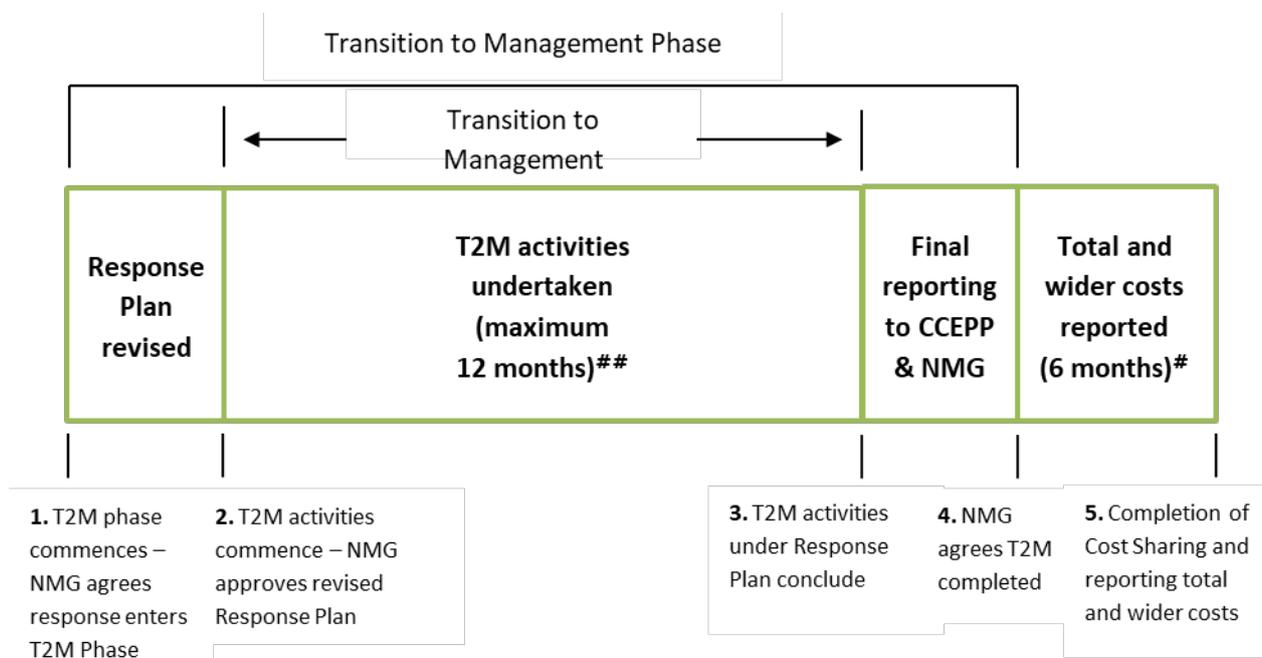


Figure 1. Key decision points, timing and activities associated with T2M

[#] Note: During this period a financial audit may need to be completed and the final audit report provided to Affected Parties within 60 days after the NMG agrees T2M is completed (refer to point 4 below).

^{##} Note: The NMG may agree to extend the time in which T2M is considered achievable to a defined and reasonable timeframe exceeding 12 months, but only if the NMG (on the advice of the CCEPP) determines that there are exceptional circumstances.

1. The T2M Phase commences when the NMG agrees (on advice of the CCEPP) that it is no longer feasible to eradicate the EPP and that the response should enter a T2M Phase. During the period that follows the NMG decision to enter a T2M Phase, the Response Plan is revised to incorporate T2M activities.

2. The NMG approves the revised Response Plan and T2M formally commences. The delivery/implementation timeframe of the Response Plan (and Cost Sharing of eligible costs) may not exceed a period of 12 consecutive months, unless the NMG agrees to extend the timeframe if it determines there are exceptional circumstances.

3. T2M activities under the Response Plan are completed within the agreed timeframe for T2M. The Lead Agency will then prepare a report on the activities completed under the Response Plan for consideration by the CCEPP and NMG.

4. The T2M Phase ends when the NMG agrees (on advice of the CCEPP) that T2M has been completed; or alternatively that the T2M Phase should end, in which case the Response Plan will come to an end. The date on which agreement by the NMG is achieved identifies the Response Plan Completion Date.

Following finalisation of the Response Plan by the NMG:

- All Affected Parties must finalise the Cost Sharing arrangements that were implemented during the operational phase and T2M. This includes determining the total shared costs of implementing the Response Plan as well as the wider (non-shared) costs incurred by them in responding to the Incident. Affected Parties must provide all required information to Plant Health Australia (PHA) within 6 months of the Response Plan Completion Date (refer to section 12.1).
- Depending on the total Cost Shared amount of the Response Plan, a financial audit may need to be arranged by the Lead Agency. The final audit report must be provided to all Affected Parties within 60 days of the Response Plan Completion Date, or such other date as agreed by the Affected Parties (refer to section 12.2).

5. Once Cost Sharing has been completed and wider costs reported by Affected Parties, PHA will consolidate the information and advise all EPPRD Parties of the total and wider costs incurred in responding to the Incident.

6. Decision making and commencement of the T2M Phase

If the activities detailed in the Response Plan fail to eradicate an EPP, then CCEPP have the option to recommend to the NMG that the response enters a T2M Phase. To determine whether the EPP becomes the subject of a T2M Phase the following criteria must be met.

1. *The pest must be an EPP currently subject to a Response Plan.*
Only an EPP currently subject to a Response Plan will be considered a candidate for a T2M Phase under the EPPRD.
2. *Eradication is no longer considered to be technically feasible or cost-beneficial.*
If a Response Plan is reviewed and CCEPP recommends that the EPP is no longer technically feasible to eradicate then that EPP may be considered for a T2M program. This will always be on a case by case basis as not all situations or EPPs will be appropriate for a T2M program.
3. *CCEPP considers that a T2M program is appropriate.* As part of this, they will confirm that the current management measures and activities will be insufficient to manage the pest or disease and that this gap can be adequately addressed through a T2M program under the EPPRD.

Once a pest is considered an EPP and has triggered development of a Response Plan, it has already met criteria determining its national significance. This need not be revisited. In addition, the cost-benefit analysis undertaken to support the original response can be used, or updated, to provide an economic case for T2M.

Once the CCEPP has reached agreement on the need for a T2M Phase, it will make a recommendation to the NMG that it is no longer feasible to eradicate the EPP and that the response should enter a T2M Phase. If the NMG agrees to this recommendation, the T2M Phase will commence. The NMG can only make this determination if it considers T2M is achievable within a defined and reasonable timeframe not exceeding 12 months; or exceeding 12 months if the NMG (on the advice of the CCEPP) determines that there are exceptional circumstances.

As there may not be sufficient time to prepare a revised Response Plan prior to informing the NMG that eradication of the EPP is no longer feasible and that T2M is considered appropriate, the CCEPP will present

to the NMG the potential scope and objectives of the T2M as well as proposed T2M activities that will be included in the amended Response Plan.

7. Objectives and activities under T2M

The objectives and activities undertaken during T2M will depend on the biology of the pest and the circumstances relating to the stage of the response and will be considered on a case by case basis. The Lead Agency and Affected Industry Parties should engage and collaborate early to identify the scope and objectives and set the expectations for T2M. The T2M activities then need to be developed to meet these objectives.

The objectives of T2M may include:

- build capacity and capability in industry and/or the community to manage the pest
- develop understanding of the pest's biology and behaviour
- develop potential control options
- extend knowledge and expertise regarding the pest
- maintain domestic and international market access.

Activities which may be undertaken during T2M include:

- research
- registration of chemicals
- introduction of improved or resistant varieties of host plants
- development of regulations and associated legislation
- development of trading protocols
- development or review of existing codes of practice, on-farm biosecurity plans or guidelines
- communication, engagement and training
- consolidation and publishing outcomes and results arising from the response.

To support the objectives of T2M, it may also be necessary to cost share:

- administrative support (above normal commitments) and/or a national coordinator to manage the program
- actions to finalise the Response if the Response Plan is terminated early.

8. The Response Plan - T2M

Once a decision is made to enter a T2M Phase, the Lead Agency will work with Affected Industry Parties to update the Response Plan with the operational details of T2M. It is important that the Lead Agency and Affected Industry Parties collaborate early in the development of the revised Response Plan.

The updated Response Plan must:

1. contain an update of all relevant sections of the Response Plan including:

- a. aims and objectives
 - b. proposed activities
 - c. indicative budget
 - d. public relations
 - e. triggers for review
2. contain justification for undertaking T2M,
 3. describe all activities both Cost Shared and those to be funded through normal commitments,
 4. contain consideration of whether new detections of the Plant Pest could be considered to meet the definition of an EPP for a Plant Pest already found in Australia (clause 1.1 of the EPPRD) once the T2M phase is complete,
 5. be achievable, that is each Party must have the capability to implement the agreed program, for example jurisdictions must have the ability to put any required legislation in place,
 6. have an indicative date for completion of T2M activities no later than 12 months from the approval of the revised Response Plan by the NMG (or other defined timeframe as agreed by the NMG), and
 7. be consistent with Australia's international obligations.

The Response Plan must not include cost sharing for any ongoing activities (such as containment) after T2M is complete. All activities under the Response Plan must be able to be completed within the defined timeframe (no longer than a period of 12 consecutive months unless the NMG agrees to an extended timeframe due to exceptional circumstances). For some EPPs, a 3 or 6 month T2M may be sufficient. During development of the updated Response Plan it should be kept in mind that T2M is transitioning management of the EPP away from eradication to management systems outside the EPPRD.

Refer to the [Response Plan development](#) guideline and the [Response Plan for Transition to Management](#) template for further information on revision of the Response Plan.

9. Response Plan implementation

Once the CCEPP endorses the revised Response Plan, it is provided to the NMG for consideration. When the NMG endorses the revised Response Plan, the T2M program of activity (and start of the defined T2M timeframe) formally commences. It is then the responsibility of the Lead Agency to lead the implementation of the plan under direction from the CCEPP, in the same manner as for the operational phase and in accordance with PLANTPLAN section 3.4.3.

A dedicated T2M reference group will be formed to support the CCEPP in its role to monitor Response Plan progress by providing operational oversight of the activities implemented under the Response Plan. Convening of the group will also provide a mechanism to support close engagement/partnership between the Lead Agency and Affected Industry Party(s) during the period of T2M. Membership could include nominees from the Lead Agency, Affected Industry Parties and PHA. If issues arise during the course of Response Plan implementation these would be reported back to the CCEPP/NMG to consider as required.

9.1 Coordination of Cost Sharing

As T2M will be part of an existing Response Plan, there are no changes to the Cost Sharing provisions. Cost Sharing arrangements will occur in the same manner as for the operational phase, in accordance with PLANTPLAN section 3.2.2.

10. Completion of T2M activities

Once the T2M activities under the Response Plan are completed (within the agreed timeframe for T2M), the Lead Agency will prepare a report to the CCEPP and NMG detailing the activities that have been completed in accordance with the Response Plan.

The CCEPP will consider the report and outcomes of T2M and provide a recommendation to the NMG on successful completion of T2M.

11. Completion of the T2M Phase

The T2M Phase is complete when:

- the NMG agrees (on advice of the CCEPP) that T2M has been completed (as all activities from the Response Plan are completed), or
- a trigger for review has been reached and subsequent to the review, the NMG formally declares that the T2M Phase will no longer continue in which case the Response Plan will come to an end.

The date on which agreement by the NMG is achieved identifies the Response Plan Completion Date.

12. Completion of Cost Sharing and reporting total and wider costs

Following completion of the T2M Phase, there are several activities that are required to stand down the response.

12.1 Completion of Cost Sharing and reporting of total and wider costs

Following the completion of the Response Plan, all Affected Parties must finalise the Cost Sharing arrangements that were implemented during the operational phase and T2M. As part of this process (and as described in section 3.3.3 of PLANTPLAN) all Affected Parties must, within 6 months of the Response Plan Completion Date, provide information to PHA to enable it to determine the total cost of implementation of the Response Plan and the wider costs incurred by them in responding to the Incident. Once this process is complete, PHA will report to all EPPRD Parties on the total and wider costs incurred in responding to the Incident.

12.2 Financial audit

At the completion of the Response Plan, if the total Cost Shared amount is expected to be equal to or exceed \$500,000 indexed annually (refer to part 2 of Schedule 11 of the EPPRD), an external financial audit of the Response Plan ledger account must be arranged by the Lead Agency. The final audit report must be provided to the Affected Parties within 60 days of the Response Plan Completion Date (or such other date agreed by the Affected Parties).

13. T2M debrief

An Incident debrief should have been held prior to the commencement of the T2M Phase to capture any relevant information from the attempted eradication response. An additional debrief may occur either during, or at the finalisation of the T2M Phase. This will capture information from the T2M Phase only and may be used to inform any future use of T2M. It may be more valuable to hold the T2M debrief prior to the completion of T2M activities, to capture observations from participants before dispersing after the completion of the Response Plan.