



Biosecurity Council of Western Australia ANNUAL REPORT 2011 - 2012





November 2012

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Preface: Biosecurity in Western Australia

Biosecurity is the protection of our economy, the environment, social amenity and human health from the negative impacts of pests, weeds and diseases.

Biosecurity preserves and enhances the unique environment, vibrant economy and lifestyle standards that are highly valued by our community. In so doing, biosecurity helps:

- maintain market access;
- maintain industry profitability (especially our primary industries);
- preserve our existing social amenity for the enjoyment of future generations;
- preserve our environmental assets and services; and
- maintain our all-important food security.

Western Australia is free from many animal and plant pests and diseases that occur elsewhere in Australia; however, biosecurity threats are increasing. These can pose significant risks to biodiversity, ecosystem health, productivity and market access for primary industries, built infrastructure, public health and amenity. With continuing increases in the frequency and volume of people and goods entering Western Australia, the challenge of maintaining relative freedom from pests and diseases is escalating.

National and State Government Policy Reform

In recognition of the heightened risk of incursions, and resource constraints of government agencies and industries to manage these risks, significant legislative changes are being undertaken in Western Australia (*Biosecurity and Agriculture Management Act 2007*) and nationally (*Biosecurity Bill 2012*). These change the very nature of biosecurity protection and management in a number of ways:

- Actions along a continuum of pre-border surveillance, border protection and within-country response and monitoring;
- Conducting risk assessments, and prioritising resources on that basis;
- Meeting agreed standards and cost-sharing between the Commonwealth and States under formal agreements and inter-agency cooperation; and
- Sharing biosecurity responsibilities with industries and the community, including costs.



Key biosecurity challenges faced by WA

- Increased risks from exotic plant and animal pests and diseases as international and domestic trade continues to expand rapidly and the movement of people and commodities becomes quicker and easier.
- Maintaining market access by demonstrating freedom from pests and diseases.
- Growing concerns that ‘sleeper’ weeds and existing pests are establishing new levels of threat owing to reduced resources for surveillance and control and a lack of sufficient containment action.
- The increasing incidence, both domestically and internationally, of new and re-emerging diseases.
- Increasing demand from domestic and international consumers for production systems that produce safe food while protecting the environment, coupled with increased recognition of the impact of exotic plant and animal pests and diseases.
- Establishment and spread of exotic pests and diseases that cause chronic decline in terrestrial and aquatic ecosystem health and threatens biodiversity.
- Increasing community awareness and expectations that Crown land managers meet benchmarks for pest and weed control similar to those demanded of private landowners, including ‘good neighbour’ responsibilities.

Western Australia...

- is free of more than 1200 weeds that exist elsewhere in Australia.
- is free of a number of serious animal diseases, such as bovine Johne’s disease, anthrax, bat viruses and liver fluke.
- is free of many plant pests and diseases, such as codling moth, *Sirex* wasp, stem nematodes.
- remains relatively free of European wasps, house sparrows and Indian Myna birds, and largely free of wild deer and starlings, which affect the natural and community environments of eastern Australia.
- has one of only 25 biodiversity hotspots in the world—the South West Botanical Province. It is the only biodiversity hotspot in Australia.
- champions its ‘clean and green’ image as a key advantage for domestic and international food product markets.



Hon. Terry Redman MLA
Minister for Agriculture and Food
Level 11 East, Dumas House
2 Havelock St
WEST PERTH WA 6005

Dear Minister

Pursuant to s51 of the *Biosecurity and Agriculture Management Act 2007* and on behalf of my fellow Members, it gives me great pleasure to deliver the fifth Annual Report of the Biosecurity Council of Western Australia (the Council) for your information and presentation to Parliament.

The restructure of the Council earlier this year resulted in a Council comprised of three continuing members and four newly appointed members. The restructure also provided the opportunity to revise the Council's operation and direction.

We have reviewed the activities undertaken by the previous Council, and are continuing to work on several areas that were initiated in 2011 - biosecurity partnerships, biosecurity emergency response preparedness, biosecurity investment decision-making and monitoring the implementation of the Intergovernmental Agreement on Biosecurity (IGAB) and the National Environmental Biosecurity Response Agreement (NEBRA).

Additionally, two key issues were identified by the previous Council - the need to increase the biosecurity awareness of urban populations, and the status of biosecurity research and development in the State. As a Council, we have agreed to keep a watching brief on these areas of concern; however, our focus is on developing strategic advice for yourself and the Director General of the Department of Agriculture and Food on the five key issues, as requested.

The Council is committed to operating at a strategic level, and to be assertive in its advice. We have already taken steps to assist with our operations and ensure we are providing robust, high-level recommendations to Government. We have developed a two-year work plan and will use risk reporting to monitor and prioritise. It is our belief that these documents and processes will also enhance communications between the Council and key stakeholders such as the Biosecurity Senior Officers Group.

A key strategy we will be using in the coming year will be to carry-out an independent review for two key issues - Western Australia's preparedness for biosecurity emergencies and cross-portfolio collaboration on biosecurity issues. We have also documented the actions for us to help formulate our advice on biosecurity investment



decision-making, recognised biosecurity groups as a mechanism for joint biosecurity action and the operation of the *Biosecurity and Agriculture Management Act 2007*.

I am pleased with the passion and effort the Council is bringing to help the State Government enhance biosecurity across Western Australia. This was recently highlighted by the Council's submission to the Department of Agriculture, Fisheries and Forestry regarding the draft Biosecurity Bill. The concept of 'regional freedom' and mechanisms to maintain regional biosecurity are particularly important for Western Australia. The potential for the new legislation to dilute the ability to enforce State biosecurity, and therefore compromise our regional freedoms, was highlighted by both the Council and the Department of Agriculture and Food. As a Council, we have agreed to monitor the implementation of this new Commonwealth legislation and provide advice as required.

The Council is confident that we will deliver robust and strategic advice to help the Government deliver a comprehensive and effective biosecurity system for Western Australia, and we look forward to developing constructive working relationships with key stakeholders throughout 2012/13 to assist in this.

Yours sincerely

A handwritten signature in black ink that reads "Alan Robson".

Emeritus Professor Alan Robson
Chairman
Biosecurity Council of Western Australia
26 November 2012





1. The Biosecurity Council of Western Australia

The Biosecurity Council of Western Australia (the Council) was established on 27 February 2008 as a specialist advisory group to the Minister for Agriculture and Food and the Director General of the Department of Agriculture and Food Western Australia (DAFWA).

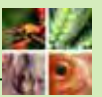
The establishment of the Council is a requirement under the *Biosecurity and Agriculture Management Act 2007*, with the inaugural members appointed in March 2008.

The principal role of the Biosecurity Council is to provide advice to the Minister for Agriculture and Food and the Director General of DAFWA on any matter related to biosecurity, whether referred to the Council by the Minister or Director General, or of its own motion.

The Council operates at a strategic level, with a long-term vision for biosecurity in WA that considers national and international treaties and obligations. The advice provided by the Council is based on sound scientific assessment of the risks posed by harmful organisms, and balances the needs of industry, community and government.

The Council originally convened with 14 members (including the Chair). Current membership consists of the Chair and six ordinary members. Membership is drawn from people who are experienced or actively involved in agriculture, fishing, aquaculture, pearling or related commercial activities, natural resource management, environmental protection and/or regional communities. Nominations are sought from industry, academia and community organisations, with appointments (for up to three years) made by the Minister.

Executive and administrative support for the Biosecurity Council's operation is provided by the Department of Agriculture and Food WA.



Terms of Reference

Biosecurity matters on which the Council provides advice include:

1. The requirements of a comprehensive and effective biosecurity system for the State of Western Australia, including the necessary linkages to national and international biosecurity systems;
2. Significant gaps in, or necessary improvements to, the biosecurity system;
3. Opportunities to improve industry and public awareness and support for biosecurity objectives; and
4. Opportunities to improve Government, community and industry cooperation and collaboration on biosecurity matters;

The Council also provides advice on other biosecurity-related matters as requested by the Minister or DAFWA Director General. See Appendix A for the full terms of reference for the Biosecurity Council of WA as stated in the Instrument of Appointment.





2. The Biosecurity Council in 2011/2012

The Minister for Agriculture and Food initiated a restructure of the Biosecurity Council in February 2012 to coincide with the expiration of tenures for nine Council members. This involved reducing the membership from twelve to seven, calling for Expressions of Interest for new members and revising the Council's Instrument of Appointment.

The Instrument of Appointment sets out the matters on which the Council is to give advice to the Minister and/or Director General, and other matters relating to the Council's operation and procedures (see Appendix A). The Council is to be strategic and assertive in its advice, and conduct its affairs according to the principles of good governance.

Current, from 12 March 2012:

Alan Robson (Biosecurity Council Chairman)* is the former Vice Chancellor of the University of Western Australia (UWA) and is currently Emeritus Professor, School of Earth and Environment (UWA). Alan's background is in agricultural sciences, particularly in the areas of plant nutrition and soil fertility. Alan has been actively involved on many boards, including the CSIRO Board and the Premier's Science Council.

Michelle Allen was a member of the Agriculture Protection Board and chaired the State Wild Dog Management Advisory Committee. Michelle is experienced with policy and service delivery in the northern agricultural region, and with natural resource management through the Sustainable Rural Development Program. With her husband, son and his family, Michelle operates a broadacre cropping enterprise in Northampton. She is actively involved in grain marketing and transport, and works closely with numerous local organisations in a governance capacity. Michelle is a foundation member of the Northern Agri Group, and works with local grower groups to build awareness of issues that affect regional economies.

David Anderson is currently Senior Logistics Officer for the Potato Marketing Corporation of WA. He is also a board member of the Perth Market Authority, past President of VegetablesWA, and was Vice Chairman of the Potato Growers Association of WA. David is a former vegetable grower with more than 20 years experience in the fresh produce industry, growing produce for both the domestic and international markets.



Kevin Goss* is the former Executive Director and Chief Executive Officer of the Future Farm Industries Cooperative Research Centre Ltd. Kevin has worked in agricultural, natural resource management, policy and environmental fields with the Murray-Darling Basin Commission, the Department of Agriculture and Food, and the Department of Environment and Conservation. Currently, he is an Honorary Senior Research Fellow with the University of Western Australia, and chairs the Research and Development Committee of the Western Australian Marine Science Institute.

David Jarvie* is General Manager of Wellard Feeds Pty Ltd, and Group Veterinarian and Transport Division Manager at Wellard Rural Exports. David joined the Wellard Group in 1990 after positions in veterinary practice in the Riverina and with Metro Meat as on-board supervising Veterinarian, Live Export Manager and Divisional Manager Geraldton Abattoir. From 1985-90, David was an AQIS Veterinary Officer based in Melbourne supervising quarantine and livestock exports. David has been a Director of LiveCorp since 2007, and is a member of both the Industry Funding Scheme Management Committees for Sheep and Goats, and Cattle.

Barry Large* runs a family farm in the Miling area comprising 7,000 hectares. Barry is a grower-representative on the Biosecurity GrainGuard, Chairman of the Grain, Seed and Hay Industry Funding Scheme Management Committee and a Director of Grain Producers Australia.

Johann van der Merwe is responsible for the Barrow Island Quarantine Management System for Chevron. This system has set new benchmarks in the management of biosecurity risks, particularly those associated with large resource projects in sensitive locations. Johann was previously the Parks Director for South African National Parks where he managed biosecurity threats to the biodiversity, including management of highly contagious diseases (e.g. anthrax, bovine tuberculosis, foot and mouth) and a massive invasive species management program. Johann is considered an international authority on conservation planning and development, protected area management, and associated sustainable regional development.

*Appointed on 12 March 2012





Members until 27 February 2012::

Chris Richardson (Biosecurity Council Chairman) was an Agriculture Protection Board member from 1998 and Board Chairman from 2002 until 2010. Chris' background is in mixed farming and agricultural contracting, and he served as a Local Government councillor for ten years. Chris is the past Chairman of the WA Footrot Management Committee, the WA Ovine Johne's Disease Advisory Committee, the Bedstraw Consultative Committee and the Industry (Biosecurity) Funding Schemes Working Group. He was also closely involved with the development of the WA Rangelands Wild Dog Management Policy. Chris is also an independent director of Plant Biosecurity CRC Ltd, which is based in Canberra.

Lisa Christy spent many years working with State Government agencies in roles relating to biosecurity and emergency response, including leading the emergency response to the European House Borer incursion from 2004 to 2006. She has strong ties to the equine industry, having fulfilled Executive roles on State and Federal Equestrian Industry bodies and as a representative of the WA Horse Industry. Lisa is an Equine Industry Liaison Officer for Emergency Animal Disease Response and was a member of the WA Equine Influenza Industry Group. Her role included developing Contingency Planning frameworks for development of Quarantine Action Plans, which were implemented across the WA industry. Lisa is currently based in the mining and resources industry, and has previously spent time implementing Quarantine management for a major WA project.

Ron Creagh was a member of the Agriculture Protection Board of Western Australia until 2010 and Chairman of the GrainGuard Initiative. He is also a former Chairman of Plant Health Australia's Biosecurity Committee for the Western Region. In these roles, Ron has helped guide the development of biosecurity plans for the grains sector. Ron owns and operates a broadacre cropping and livestock enterprise in the Shires of Nungarin and Trayning. He is a foundation member of the Ningham Focus Group, and a past President of the Nungarin Shire Council. Ron is currently Chairman of the Eastern Districts Declared Species Group—a position he has held for the past 6 years. Ron was recently appointed to the Grain Industries Association of Western Australia's Wheat Council.



John Edwards is an Emeritus Professor and former Dean of the School of Veterinary Science at Murdoch University in Perth. He also works privately in the fields of biosecurity and public health in Australia, Asia and Africa. Professor Edwards is actively involved in research on trans-boundary animal diseases in Australia and Southeast Asia. Previously, John was a veterinary epidemiologist with the WA Department of Agriculture and a Lecturer of Veterinary Epidemiology at Murdoch University. He was appointed Chief Veterinary Officer for Western Australia (1993 - 2001), followed by three years as the Regional Coordinator for the World Organisation for Animal Health (OIE) Southeast Asia Foot and Mouth Disease Campaign.

Rob Gillam was a member of the Agriculture Protection Board and is currently President of the Pastoralist and Graziers Association. Rob has a wealth of experience in both agricultural and pastoral enterprises. Rob's family business now operates from Dongara (cropping, wool, and sheep and cattle for domestic and live export markets). Until recently, he also ran a pastoral sheep station at Yalgoo involving wool production and live export markets. Rob remains active in the biosecurity sphere, and is formerly a Local Government Councillor of many years standing and experience.

Dan Machin is currently the Executive Officer of the State peak aquaculture industry body, the Aquaculture Council of Western Australia. He has over 20 years experience in aquaculture and seafood industry development, and has worked along the continuum of strategic roles from Public Company Director, Ministerial Advisory Committees and in senior and middle management positions both in business and in government. Dan has a BSc. (Zoology and Botany), Diploma in Business, and a MSc. in Aquaculture. Dan has solid general knowledge of aquatic biosecurity arrangements within WA, developed through a long standing involvement with the Biosecurity Agriculture Management Bill Overarching Reference Group and West Australia Biosecurity Review, and his operational experience in biosecurity breaches in the seafood industry in WA and nationally.



Lesley Maher has been the Managing Director of Era Farming for the past 10 years. Era Farming works with the University of Western Australia to take agricultural research into agricultural practice, and has programs for farmers who wish to be chemical free, use the soil as a carbon sink, and ensure that their crops are contaminant free and their farming style is sustainable. Era Farming has research relationships with Newcastle University (UK) and Cornell (USA). Lesley was a member of the Minister's Sustainable Agricultural Committee for 2 years. Era Farming is a current recipient of an ARC grant to look at how soil biota can influence farming practice. Lesley has previously been a Member of the Senate of the University of Western Australia and a Member of the Strategic Planning Committee for the NHMRC.

Bob Pearce is the Executive Director of the Forest Industries Federation of WA and President of the National Association of Forest Industries. He was previously Minister for the Environment, Education, Transport, Planning, Parliamentary and Electoral Reform and Leader of the House in the Government of Western Australia. Bob is Deputy Chairman of the Fremantle Port Authority Board, Deputy Chairman of the Freight and Logistics Council, and a Board Member of the CRC Forestry.

Maxinne Sclanders is a former senior public servant now working as a consultant. Her family has operated a small vineyard and winery in the Perth Hills for the last 20 years. Maxinne is a member of the Mental Health Review Board, the Board of the Midland Information, Debt, Legal and Advisory Service and Fremantle Hospital Human Research Ethics Committee. She has a particular interest in finding ways to encourage urban populations to participate in the management of biosecurity risks.





Summary of member terms



Name	Position	Expiry of Term
Mr Chris RICHARDSON	Chairman	27 February 2012
Prof John EDWARDS	Member	27 February 2012
Mr Rob GILLAM	Member	27 February 2012
Mr Dan MACHIN	Member	27 February 2012
Ms Lesley MAHER	Member	27 February 2012
Mr Bob PEARCE	Member	27 February 2012
Ms Lisa CHRISTY	Member	27 February 2012
Mr Ron CREAGH	Member	27 February 2012
Ms Maxinne SCLANDERS	Member	27 February 2012
Mrs Michelle ALLEN	Member	27 February 2013
Mr David ANDERSON	Member	27 February 2013
Mr Johann VAN DER MERWE	Member	27 February 2013
E/Prof Alan ROBSON	Chairman	27 February 2015
Mr Kevin GOSS	Member	27 February 2015
Mr David JARVIE	Member	27 February 2015
Mr Barry LARGE	Member	27 February 2015



3. Interaction with Government

As part of its role to advise the Minister and DAFWA Director General, the Biosecurity Council liaises with the Biosecurity Senior Officers Group (BSOG). The BSOG is comprised of senior executives from each of the four State Government agencies that have biosecurity responsibilities—

- the Department of Agriculture and Food (DAFWA);
- the Department of Environment and Conservation (DEC);
- the Department of Fisheries (DoF);
- the Forest Products Commission (FPC); and
- the Department of the Premier and Cabinet (DPC).

These Agencies are committed to a comprehensive and integrated approach to manage biosecurity threats across the environment, the community and all primary industries within Western Australia.



BSOG Members

John Ruprecht (Chair)

Executive Director, Agricultural Resource Risk Management

Department of Agriculture and Food

Rae Burrows

Manager, Aquatic Environment Branch

Department of Fisheries

Rosh Ireland/Paul Tzaikos

Department of Premier and Cabinet

Gordon Wyre

Director, Nature Conservation

Department of Environment and Conservation

Andrew Lyon

Principal Scientist, Science and Technical Standards

Forest Products Commission



As a result of the Biosecurity Council's review and planning workshop in April 2011, changes were made to the way in which the Council interacted with the BSOG. The changes were to provide strategic communication to ensure Council was aware of emerging biosecurity issues and able to provide timely feedback during emergency situations.

The BSOG agreed to:

- Have the BSOG Chair present at each Council meeting for a specific BSOG agenda item;
- Provide Council with updates on the biosecurity activities of the BSOG member agencies;
- Update the Council on the development and implementation of the National Environmental Biosecurity Response Agreement (NEBRA), the Intergovernmental Agreement on Biosecurity (IGAB) and the IGAB Implementation Plan.

From May 2012, the restructured Council agreed for the BSOG Chair to continue attending Council meetings. The Council resolved to keep the BSOG informed of the activities and direction of the Council and initiate a closer working relationship.



Intergovernmental Agreement on Biosecurity and the National Environmental Biosecurity Response Agreement

The Intergovernmental Agreement on Biosecurity (IGAB) is an agreement between the Commonwealth, State and Territory governments to enhance the national biosecurity system and strengthen a collaborative approach to biosecurity. The National Environmental Biosecurity Response Agreement (NEBRA) is the first deliverable of the IGAB, and sets out emergency response arrangements, including cost-sharing arrangements, for responding to biosecurity incidents that primarily impact the environment and/or social amenity and where the response is for the public good (www.daff.gov.au).

In Western Australia, the implementation of the IGAB and NEBRA is coordinated by the BSOG. The Biosecurity Council monitors the implementation of the IGAB and NEBRA in Western Australia via the BSOG.



4. Council Activities in 2011/2012

From June 2011 – February 2012, the Biosecurity Council continued to work on four key areas initiated in 2010/2011:

- Biosecurity investment decision-making – developing advice for the Minister to inform State policy;
- *Biosecurity and Agriculture Management Act 2007* draft regulations – participation on the Regulatory Reference Groups to provide feedback on the draft sets of regulations;
- IGAB/NEBRA – monitoring the development, and providing feedback on the IGAB Action Plan.

Other areas that the Council discussed from June-February were WA importation policies, biosecurity partnerships and emergency response preparedness.

Meetings

During the 2011/2012 year, the Biosecurity Council held four ordinary meetings—4 October 2011, 13 December 2011, 21 February 2012 and 2 May 2012.

The meeting held 2 May 2012, was the first meeting for the restructured Council. This meeting was used to identify and start developing the activities of the Council for 2012/13.

With the restructure of the Council and revision of its terms of reference in March 2012, there was a change in the Council's priorities—the Minister for Agriculture and Food requested Council's advice on:

- Our preparedness for likely major biosecurity threats (emergency response preparedness);
- Effective points of obligation where private beneficiaries can contribute to biosecurity measures (biosecurity investment decision-making);
- Collaboration across portfolio areas;
- Recognised biosecurity groups as a mechanism for joint responsibility; and
- The operation of the *Biosecurity and Agriculture Management Act 2007*.

To help provide robust and timely advice to the Minister on the above, the Council developed a two-year work plan (Appendix B). The work plan outlines the activities to undertake and provides a timeline for delivering advice to the Minister. The Council adopted a Risk Reporting Matrix to prioritise and develop strategic mitigation actions, and report on the likelihood that those actions are succeeding. Risk reporting to each Council meeting will enhance communications between the Council, BSOG and other stakeholders.



Biosecurity and Agriculture Management Act 2007

In 2010, the Minister highlighted that finalising the remaining regulations under the *Biosecurity and Agriculture Management Act 2007* (BAM Act) and subsequently proclaiming the Act would be a high priority. Council provided advice to the Minister and the Director General of DAFWA on the BAM Act Regulations Consultation, Communication and Engagement process. The Council also agreed to participate in the Regulatory Reference Group (RRG) to provide feedback on the draft regulations under the Act. In 2011-2012, the Council delivered feedback on the *Biosecurity and Agriculture Management Regulations 2011* and the *Quality Assurance Accreditation Regulations 2011* regulations.

Biosecurity Emergency Response Preparedness

After an initial briefing in December 2011, the Council agreed to further investigate Western Australia's biosecurity emergency response preparedness, with a view to providing advice to the Minister. This was reiterated by the Minister in a the request sent to the restructured Council, who agreed to undertake a review into Western Australia's preparedness for likely major biosecurity threats during 2012/2013, as described in the work plan.



Biosecurity partnerships

Collaboration and partnerships to promote and advance our biosecurity is a key aspect of the State's current biosecurity system. The Council fully supports this approach, and monitored the implementation of various arrangements during the year including the State-based Industry Funding Schemes and Recognised Biosecurity Groups as well as national programs to promote industry partnerships.



Biosecurity Investment Decision-making

A coordinated and cooperative approach between industry and government is required to minimise biosecurity risk. The State Government is committed to this partnership and will resource biosecurity where there is significant community and wider industry benefit. Where there is primarily a private benefit, it is believed industry should invest in managing the biosecurity risk. Justifying investment decisions in biosecurity is a vexed and contentious issue, with the determination and valuation of public and private benefits being of particular concern.

In order to provide advice to the Minister to help further the development of a Government policy on biosecurity investment decision-making, the Council considered information presented by the Department of Agriculture and Food. The Council recommended that Government further examine the concept of using a risk communication device, which operates by explaining the technical, economic and analytical models that lead to an investment decision. There are well-developed decision tools that consider environmental, economic and social perspectives, and allow for a consistent and transparent approach using stakeholder collaboration and interaction.

Communications: Up-to-date information on the Biosecurity Council of Western Australia continues to be freely available on the Biosecurity WA website (www.biosecurity.wa.gov.au). The website is promoted regularly to industry and community, and includes information on industry and community-based biosecurity (Industry Funding Schemes and the Recognised Biosecurity Groups).



The Council's internal discussions on the issue revealed that the first step would need to be a clear and unequivocal agreement on principles between all government and stakeholders. Council drafted a list of potential principles for discussion with Government and partner organisations (Box 1). The Council suggested that, as a first step, a workshop be held with the Biosecurity Senior Officers Group to discuss the principles to underpin the policies developed for this area.

The issue was taken up by the restructured Council, in response to the Minister's request for advice on *'effective points of obligation where private beneficiaries can contribute to biosecurity measures'*.

IGAB / NEBRA: During 2011/2012, the Biosecurity Council monitored the development of the IGAB and NEBRA, and provided feedback on the IGAB Action Plan to the BSOG.

Box 1. Draft principles for biosecurity cost-sharing decision-making

- Agreed and endorsed statements on the recognition of shared stakeholder responsibility dependant on assessed levels of biosecurity risk and public benefit;
- Enhanced rigour and the adoption of better processes to ensure that better quality biosecurity decisions are made to guide future biosecurity investment;
- Recognition that it is difficult to reach an appropriate and agreed cost-sharing high quality decision after an event;
- Any policy and/or process developed, and associated tools, needs to be consistent across the four biosecurity state government agencies;
- Any model to determine public and private benefits in biosecurity investment decisions will need to acknowledge environmental and social risk/benefit;
- The State Government will need to commit to resourcing the development and testing of models to produce biosecurity investment decisions; and
- A variety of tools will need to be developed with criteria on their use and application.



Council Portfolios

As a result of the Council’s internal review undertaken in April 2011, Council agreed that members would take on the responsibility of a portfolio area. The portfolio approach was initiated to enable the Council to be aware of changing industry, community and environment needs and biosecurity issues.

During 2011/2012, two key issues were raised with the BSOG via the portfolio process:

- The need to increase the biosecurity awareness of urban populations; and
- The status of biosecurity research and development in Western Australia.

In May 2012, the restructured Council agreed to keep a watching brief on these areas of concern, but to focus on the development of advice that the Minister had requested.

Portfolio	Purpose
International/National/State/Federal policy / legislation / agreements	Assess biosecurity related agreements, policy and legislation to ensure compliance by the State and that they meet the State’s needs.
Research and development, and emerging issues	Identify and advise on biosecurity research and development areas, issues and priorities, and emerging threats.
Industry – agriculture, horticulture, fisheries, oil/gas/mining, forestry, market access	To build and use relationships with key stakeholders to ensure Council is aware of current and emerging issues.
Social – recreation/environment/other	To build and use relationships with key stakeholders to enable advice to the Minister/DG that adequately represents the interests of key stakeholder groups.
Special Interest – Recognised Biosecurity Groups / Declared Species Groups / Industry Funding Schemes	To enable informed advice to the Minister/DG through building and using relationships with key stakeholders.



Presentations to Council

Date	Title	Name	Organisation
4 October 2011	Biosecurity investment decision-making: private vs public benefits	David Cook Senior Economist	DAFWA
4 October 2011	Policy for importation of plants and plant products into WA	Shashi Sharma Director	DAFWA
13 December 2011	European house borer	John van Schagen Project Manager	DAFWA
13 December 2011	Biosecurity incident response preparedness	Cathy Lyons Senior Policy Officer	DAFWA
13 December 2011	Outcomes from the Marine Pest Workshop, Barcelona	Rae Burrows Manager	Department of Fisheries
21 February 2012	Biosecurity Management Strategy	Graham Anderson and Kevin Langham	Department of Agriculture, Fisheries and Forestry





5. Cost of Council Operations in 2011/2012

The direct costs of the Councils' operation during the 2011/2012 reporting year amounted to \$157,510 (Table 1). This total does not include executive, accounting, administrative and other general support that was provided throughout the year by the Department of Agriculture and Food WA.



Table 1.

Description	Total (2011/12)
Sitting Fees	149,285
Advertising	2,439
Travel expenses	2,365
Catering	1,751
Teleconferences	839
Meeting venue hire	482
Printing	343
Postage	6
Total	157,510

Notes:

- (1) Data sourced from the accounting records of the Department of Agriculture and Food WA.*
- (2) Costs of executive, accounting, administrative and other general support not included – funded elsewhere within the recurrent Consolidated Fund Appropriation of the Department of Agriculture and Food WA.*



6. Council Work Plan for 2012/2013

The Biosecurity Council operates at a strategic level to provide the Minister for Agriculture and Food and the Director General of DAFWA with independent, robust and timely advice on priority biosecurity issues. For 2012/2013, the Council is focussed on developing advice on the five key areas requested by the Minister:

- Our preparedness for likely major biosecurity threats;
- Effective points of obligation where private beneficiaries can contribute to biosecurity measures;
- Collaboration across portfolio areas;
- Recognised biosecurity groups (RBGs) as a mechanism for joint responsibility; and
- The operation of the *Biosecurity and Agriculture Management Act 2007*.

The Council will also monitor and advise in two other areas of significance to future biosecurity management in the State:

- Implications of new Commonwealth biosecurity legislation; and
- Implementation of the Intergovernmental Agreement on Biosecurity (IGAB) and the National Environmental Biosecurity Response Agreement (NEBRA).

Council's consideration of these key areas and preparation of advice will be informed by consultation with stakeholders, by commissioning independent investigations and by requesting reports from relevant agencies. It is intended that these reports will be delivered under a risk management matrix.

A two-year work plan has been developed and endorsed by the Council that outlines the activities to be undertaken for each key area, and provides a timeline for completion (Appendix B). For 2012/2013, the Council's performance will be measured by the following performance indicators:

- Advice to the Minister on preparedness for likely major biosecurity outbreaks (May 2013);
- Framework and principles for effective points of obligation where private beneficiaries can contribute to biosecurity measures (August 2013);
- Reporting of priority issues and BSOG responses for cross-agency collaboration (May 2013);
- Advice to the DG of DAFWA on RBGs as a mechanism for shared biosecurity responsibility (August 2013); and
- Risk management reporting in place for implementation of the BAM Act, new Commonwealth biosecurity legislation, IGAB and NEBRA (May 2013).



Biosecurity Emergency Response Preparedness

Is WA prepared for a major biosecurity outbreak? How can we improve?

Approach: 1. Carry-out research to identify what resources / requirements (e.g. trained personnel) are necessary for Western Australia to be able to respond to, and effect initial recovery from, a serious (level 3) biosecurity incident. 2. Include the Biosecurity Council in the biosecurity incident debrief process. Provide advice to the Minister.

Biosecurity Investment Decision-making

In what circumstances can private beneficiaries contribute to biosecurity measures?

Approach: Develop, in consultation with stakeholders, the principles and a framework to determine cost-sharing arrangements for managing biosecurity risks, and provide recommendations/advice to the Minister.

Cross-portfolio collaboration

What are the State's biosecurity portfolios? What are the key cross-jurisdiction biosecurity issues? What collaboration is currently taking place? How can collaboration be improved?

Approach: 1. Work with the BSOG to identify the priority areas for collaboration and develop risk management reporting for these priorities. 2. Using Myrtle Rust as a case study, undertake an independent report to identify WA's capabilities and response to a cross-agency biosecurity emergency. Provide advice to the Minister.



Recognised Biosecurity Groups

How effective are RBGs as a mechanism for joint biosecurity responsibility?

Approach: Liaise with key stakeholders involved in the development, implementation and operation of RBGs in order to develop advice for the Minister.



Risk management reporting will be used to monitor three areas:

- Implementation of the BAM Act;
- Implementation of new Commonwealth biosecurity legislation; and
- Implementation of the IGAB and NEBRA.



Appendix A—Instrument of Appointment

BIOSECURITY AND AGRICULTURE MANAGEMENT ACT 2007

INSTRUMENT ESTABLISHING AND APPOINTING MEMBERS OF THE BIOSECURITY COUNCIL—12 MARCH 2012.

1. This instrument replaces the instrument signed on 15 April 2011.
2. As required by section 48(1) of the *Biosecurity and Agriculture Management Act 2007*, the Biosecurity Council is established and the following persons are appointed as members of the Council for the term specified.

Members	Term
Mr Alan ROBSON (Chairman)	for a term expiring on 27 February 2015
Mr David JARVIE	for a term expiring on 27 February 2015
Mr Kevin GOSS	for a term expiring on 27 February 2015
Mr Barry LARGE	for a term expiring on 27 February 2015
Mrs Michelle ALLEN	for a term expiring on 27 February 2013
Mr David ANDERSON	for a term expiring on 27 February 2013
Mr Johann VAN DER MERWE	for a term expiring on 27 February 2013

3. Set out below are the matters on which the Council is to give advice and other matters relating to the operation and procedures of the Council:

MATTERS ON WHICH COUNCIL IS TO GIVE ADVICE

The Council is to give advice to the *Biosecurity and Agriculture Management Act 2007* (the Act) Minister and Director General of the Department of Agriculture and Food on any matter related to biosecurity and in particular:

1. The requirements of a comprehensive and effective biosecurity system for the State of Western Australia and necessary linkages to other biosecurity systems (national and international); and
2. Significant gaps in, or necessary improvements to, the biosecurity system; and
3. Opportunities to improve industry and public awareness and support for biosecurity objectives; and
4. Opportunities to improve Government, community and industry cooperation and collaboration on biosecurity matters; and
5. Matters referred to the Council by the Minister or Director General.



MATTERS RELATING TO THE OPERATION OF THE COUNCIL

The Council should:

- a. Be strategic by adopting a long term perspective for biosecurity in Western Australia and by giving appropriate consideration to national and international treaties and obligations.
- b. Be aware of changing industry, community and environment needs and of options for balancing the demands of different interests.
- c. Provide advice to others, including other Ministers and Directors General, only when specifically permitted.
- d. Act and be seen to act with integrity, as set out in the Western Australian Public Sector Code of Ethics.

On or before 30 November of each year, the Council must prepare and submit to the Minister an annual report on its activities throughout the preceding financial year in accordance with section 50 of the Act.

MEETINGS AND CONDUCT OF THE COUNCIL

The Council is to hold four ordinary meetings each year. For consideration of issues out-of-session, agenda papers will be directed to all members by the Secretariat and the outcome of any decision will be communicated to all members.

The Chairman may convene special meetings of the Council if it is necessary to deal with any urgent matters requested by the Minister or Director General.

The Council must maintain a formal record of its proceedings and make that record available to the Minister and the Director General or their nominees.



APPENDIX B: BIOSECURITY COUNCIL OF WESTERN AUSTRALIA – WORK PLAN 2012 – 2014

Background

The functions of the Biosecurity Council of Western Australia (the Council) are to advise the Minister for Agriculture or Food and Director General (DG) of DAFWA, as the case requires, on any matter related to biosecurity. These matters may be referred to the Council by the Minister or DG, or be of the Council's own motion. Furthermore, if the Minister approves, the Council may provide advice to any other Ministers on biosecurity-related matters.

As per the Instrument of Appointment, the Council is to give advice on any biosecurity matter, but particularly:

- The requirements of a comprehensive and effective biosecurity system for WA, and necessary linkages to other national/ international biosecurity systems;
- Significant gaps in, or necessary improvements to, the biosecurity system;
- Opportunities to improve industry and public awareness and support for biosecurity objectives;
- Opportunities to improve Government, community and industry cooperation and collaboration on biosecurity matters; and
- Matters referred to the Council by the Minister or the DG.

In providing advice, the Council should be strategic by adopting a long-term perspective for biosecurity in WA, and by giving appropriate consideration to national and international obligations. Furthermore, the Council should be aware of changing industry, community and environmental needs, and of options for balancing the demands of different interests.

Current areas of activity

As of April 2012, the Minister has requested advice from the Council on five key areas:

- Western Australia's preparedness for likely major biosecurity threats;
- Effective points of obligation where private beneficiaries can contribute to biosecurity measures;
- Collaboration across portfolio areas;
- Recognised Biosecurity Groups as a mechanism for joint responsibility; and
- The operation of the *Biosecurity and Agriculture Management Act 2007* (BAMA).

The Council will monitor and advise in two other areas of significance to future biosecurity management in the State:

- Implications of new Commonwealth biosecurity legislation; and
- Implementation of the Intergovernmental Agreement on Biosecurity (IGAB) and the National Environmental Biosecurity Response Agreement (NEBRA)

Modus Operandi

Council's consideration of these key areas and preparation of advice will be informed by consultation with stakeholders, by carrying-out independent investigations and by requesting reports from the relevant agencies. Regular reporting to Council will be according to a risk management framework (impact x likelihood) covering its key areas of work, including but not limited to:

- Findings from 'wash-ups' following biosecurity outbreaks;
- Trends in contributions and 'opt outs' in Industry Funding Schemes (IFSs) and trends regarding Recognised Biosecurity Groups (RBGs);
- Progress in addressing priority areas for inter-agency collaboration;
- Transition and implementation issues under the new Commonwealth biosecurity legislation;
- Progress in implementing regulations under BAMA; and
- Progress in implementing the IGAB and NEBRA from a WA perspective.

Reporting

The Council prepares an annual report; including its progress against work plan performance indicators, each November.

The performance indicators for 2012-13 are:

- Advice to the Minister on preparedness for likely major biosecurity outbreaks – May 2013;
- Framework and principles for effective points of obligation – August 2013;
- Reporting of priority issues and BSOG responses for cross-agency collaboration – May 2013;
- Advice to the Director-General of Agriculture on facilitating new RBGs in priority sectors or issues – August 2013; and
- Risk management reporting in place for implementation of BAMA, new commonwealth biosecurity legislation IGAB and NEBRA – May 2013.

The following calendar outlines the timeframes for the Council to provide advice to the Minister on the five key areas, including key milestones and outputs.

WORK PLAN 2012 – 2014

ISSUES: 2012	Aug 2012	Nov 2012
Provide advice to the Minister on Western Australia's preparedness for likely major biosecurity threats	<p><i>Is WA prepared for a major biosecurity outbreak? How can we improve?</i></p> <ul style="list-style-type: none"> • Paper and presentation: current status of WAs preparedness to respond to likely major biosecurity threats, and issues. • Information on current state / national / international biosecurity emergency response agreements/arrangements. 	<ul style="list-style-type: none"> • Consider an investigation of the WA agencies response to the Myrtle Rust threat with terms of reference to cover preparedness for an outbreak, points of obligation and inter-agency cooperation. • Receive and consider a report from DAFWA providing evidence on the current status of training, and systems and processes for managing a major outbreak – prepare interim advice to the Minister. • Initiate draft protocol for referral of changes to biosecurity declarations and of findings from biosecurity outbreak 'wash-ups', across the agencies.
Provide advice to the Minister on effective points of obligation where private beneficiaries can contribute to biosecurity measures		<p><i>In what circumstances can private beneficiaries contribute to biosecurity measures?</i></p> <ul style="list-style-type: none"> • Paper and presentation: current biosecurity cost-sharing arrangements in WA. • Receive and consider ACIL Tasman review report on IFSs. • Discussion of David Cook's presentation to the Biosecurity Forum on public versus private benefit. • Initiate drafting of principles
Provide advice to the Minister regarding opportunities to improve collaboration across State government biosecurity portfolios	<p><i>What are the State's biosecurity portfolios? What are the key cross-jurisdiction biosecurity issues? What collaboration is currently taking place? How can collaboration be improved?</i></p> <ul style="list-style-type: none"> • Opening discussion with the BSOG. 	<ul style="list-style-type: none"> • Receive and consider a report from BSOG on priority areas for collaboration and how these will be handled in risk management reporting.
Provide advice to the Minister regarding Recognised Biosecurity Groups as a mechanism for joint responsibility		<p><i>What are RBGs? How effective are they as a mechanism?</i></p> <ul style="list-style-type: none"> • Paper and presentation: current status of RBG implementation (pastoral and agricultural) and issues.
Provide advice to the Minister on the operation of BAMA		
Transition to new Commonwealth biosecurity legislation	<p><i>What are the implications of the new legislation for WA?</i></p> <ul style="list-style-type: none"> • Paper by Michelle Allen: benefits and key issues to be brought to the attention of the Minister • Prepare interim advice to the Minister 	<ul style="list-style-type: none"> • Review and discuss Council and DAFWA submissions to DAFF • Consider preferred form of consultation between DAFF, stakeholders in WA and the Council on issues of concern
Implementation of the IGAB/NEBRA	<p><i>Is WA maintaining its obligations?</i></p> <ul style="list-style-type: none"> • Paper and presentation: current status of implementation, issues, policy implications for WA. 	<ul style="list-style-type: none"> • Update on current status and issues
	Council meeting Friday 3 August	Council meeting Friday 9 Nov

ISSUES: 2013	Feb 2013	May 2013	Aug 2013	Nov 2013
Provide advice to the Minister on Western Australia's preparedness for likely major biosecurity threats	<ul style="list-style-type: none"> Receive and consider a statement from BSOG on likelihood and potential impacts (including social) of higher risk outbreaks on agriculture and environment 	<ul style="list-style-type: none"> Receive and consider the investigation into the Myrtle Rust case study Prepare advice to the Minister 	<ul style="list-style-type: none"> Risk management and 'wash-up' reporting 	<ul style="list-style-type: none"> Risk management and 'wash-up' reporting
Provide advice to the Minister on effective points of obligation where private beneficiaries can contribute to biosecurity measures	<ul style="list-style-type: none"> Receive draft principles and consult with IFS chairs Finalise principles, ready to test with stakeholders 	<ul style="list-style-type: none"> Complete testing /refining of framework with stakeholders 	<ul style="list-style-type: none"> Prepare advice to the Minister 	<ul style="list-style-type: none"> Risk management reporting
Provide advice to the Minister regarding opportunities to improve collaboration across State government biosecurity portfolios	<ul style="list-style-type: none"> Review and revise risk management reporting across priority issues. Develop statement to DGs of BSOG agencies outlining Council's terms of reference and work plan. 	<ul style="list-style-type: none"> Receive and consider the investigation into the Myrtle Rust case study Prepare advice to Minister. 	<ul style="list-style-type: none"> Risk management reporting 	<ul style="list-style-type: none"> Risk management reporting
Provide advice to the Minister regarding Recognised Biosecurity Groups as a mechanism for joint responsibility	<ul style="list-style-type: none"> Receive briefings from selected chairs of RBGs on challenges and issues they face. Determine further required information to prioritise sectors and issues where RBGs may be facilitated. 	<ul style="list-style-type: none"> Consult with the DAFWA Director Invasive Species on a targeted approach to facilitating new BSGs. 	<ul style="list-style-type: none"> Prepare advice to the Director-General. 	
Provide advice to the Minister on the operation of BAMA		<p><i>What are the issues with BAMA? What changes are required?</i></p> <ul style="list-style-type: none"> Paper and presentation: implementation of BAMA and issues with Minister's timeline 	<ul style="list-style-type: none"> Risk management reporting 	<ul style="list-style-type: none"> Risk management reporting
Transition to new Commonwealth biosecurity legislation	<ul style="list-style-type: none"> Receive and consider a report from BSOG on the higher risk implementation and transition issues under new legislation. 	<ul style="list-style-type: none"> Risk management reporting 	<ul style="list-style-type: none"> Risk management reporting 	<ul style="list-style-type: none"> Risk management reporting
Implementation of the IGAB/NEBRA	<ul style="list-style-type: none"> Risk management reporting 	<ul style="list-style-type: none"> Risk management reporting 	<ul style="list-style-type: none"> Risk management reporting 	<ul style="list-style-type: none"> Risk management reporting
	Council meeting 1 Feb	Council meeting 17 May	Council meeting 9 August	Council meeting 8 Nov

ISSUES: 2014	Feb 2014	May 2014	Aug 2014	Nov 2014
Provide advice to the Minister on Western Australia's preparedness for likely major biosecurity threats	<ul style="list-style-type: none"> • Risk management and 'wash-up' reporting 	<ul style="list-style-type: none"> • Risk management and 'wash-up' reporting 	<ul style="list-style-type: none"> • Risk management and 'wash-up' reporting 	<ul style="list-style-type: none"> • Risk management and 'wash-up' reporting
Provide advice to the Minister on effective points of obligation where private beneficiaries can contribute to biosecurity measures	<ul style="list-style-type: none"> • Risk management reporting 	<ul style="list-style-type: none"> • Risk management reporting 	<ul style="list-style-type: none"> • Risk management reporting 	<ul style="list-style-type: none"> • Risk management reporting
Provide advice to the Minister regarding opportunities to improve collaboration across State government biosecurity portfolios	<ul style="list-style-type: none"> • Risk management reporting 	<ul style="list-style-type: none"> • Risk management reporting 	<ul style="list-style-type: none"> • Risk management reporting 	<ul style="list-style-type: none"> • Risk management reporting
Provide advice to the Minister regarding Recognised Biosecurity Groups as a mechanism for joint responsibility				
Provide advice to the Minister on the operation of BAMA	Risk management reporting	<ul style="list-style-type: none"> • Risk management reporting 	<ul style="list-style-type: none"> • Risk management reporting 	<ul style="list-style-type: none"> • Risk management reporting
Transition to new Commonwealth biosecurity legislation	<ul style="list-style-type: none"> • Risk management reporting 	<ul style="list-style-type: none"> • Risk management reporting 	<ul style="list-style-type: none"> • Risk management reporting 	<ul style="list-style-type: none"> • Risk management reporting
Implementation of the IGAB/NEBRA	<ul style="list-style-type: none"> • Risk management reporting 	<ul style="list-style-type: none"> • Risk management reporting 	<ul style="list-style-type: none"> • Risk management reporting 	<ul style="list-style-type: none"> • Risk management reporting
	Council meeting	Council meeting	Council meeting	Council meeting