

EXERCISE ODYSSEUS 2014

# **Final Report on Exercise Odysseus**

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## About this report

The purpose of this report is to document the outcomes from Exercise Odysseus activities. It includes a summary of issues identified at a national level that require further attention as well as practices that should continue.

This report will inform future government and industry planning discussions about specific actions required to further enhance Australia’s emergency animal disease preparedness.

**Part 1** provides background information and context for Exercise Odysseus.

**Part 2** provides a summary of all activities conducted as part of Exercise Odysseus as well as the key issues identified through the evaluation process of each activity.

**Part 3** is informed by Part 2 and sets out the key national findings from Exercise Odysseus and opportunities to further improve Australia’s preparedness to implement a national livestock standstill.

**Part 4** provides an overview of the design, planning, conduct and evaluation of Exercise Odysseus.

Importantly, this report is specific to what was achieved and identified during Exercise Odysseus and focuses on the arrangements for implementing and managing a national livestock standstill, in the event of an outbreak of foot-and-mouth disease (FMD). Notwithstanding this, it is recognised that significant work still needs to be done to continually enhance Australia’s preparedness for FMD and other emergencies animal diseases, particularly in relation to early detection of disease and the capacity to respond to a medium to large outbreak.

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# Foreword

Foot-and-mouth disease (FMD) is considered the most important disease threat to Australian livestock industries. An Australian Bureau of Agricultural and Resource Economics and Sciences (ABARES) report estimated that a medium to large outbreak of FMD in Australia could cost the Australian economy more than AUD\$50 billion in revenue loss over ten years.

Australia has focussed on many aspects of planning, preparedness and response to an outbreak of FMD. The movement of susceptible livestock within Australia is an important route by which FMD can spread. On any given day in Australia, there are an estimated 100 000 head of cattle, 40 000 pigs and 30 000 sheep being transported throughout the country. In the event of an outbreak of FMD in Australia, a critical early measure in limiting disease spread will be to stop these movements by implementing a national livestock standstill. Experience with outbreaks of FMD overseas has shown that preventing as many potentially disease-spreading livestock movements as possible was critical to achieving early eradication, and this is the aim of a national livestock standstill.

A significant amount of work has been undertaken to ensure response arrangements are in place in the unlikely event of FMD breaching our biosecurity systems and entering Australia. Exercise Odysseus encompassed a program of activities conducted in 2014–15 by the Australian Government, state and territory governments, and livestock and allied industries to enhance Australia's preparedness to implement a national livestock standstill. The program has benefitted many hundreds of government and industry stakeholders across Australia through increased preparedness for, and awareness of, a national livestock standstill. In addition, it has raised awareness of the vast scale of an FMD response and the numerous challenges an outbreak would bring to the lives of many Australians.

This report provides an overview of Exercise Odysseus and key findings obtained from 48 activities conducted throughout Australia, involving all levels of government, livestock and allied industries, and non-government organisations. These key findings will inform subsequent action by government and industry to further enhance Australia's preparedness to manage the threat of FMD should it occur in Australia.



Daryl Quinlivan  
Secretary  
Department of Agriculture and Water Resources

# Executive summary

Exercise Odysseus was a program of 48 discussion exercises and field based activities conducted across Australia throughout 2014 and early 2015. Its aim was to enhance Australian (government and industry) preparedness for implementing and managing a national livestock standstill, in response to an outbreak of foot-and-mouth disease (FMD).

Exercise Odysseus was a collaborative effort between national, state and territory government agencies, industry organisations and Animal Health Australia and provided an opportunity to thoroughly assess existing response arrangements, decision making, communication and coordination for a national livestock standstill. The design of this comprehensive program of activities meant that, through evaluation, issues identified in one activity could be further explored or addressed in subsequent activities. In addition to this, government agencies and industry organisations could implement immediate actions to address some of the issues identified while the program was still in progress. For example:

- a guidance document was drafted on cost sharing a national livestock standstill
- a decision tree was developed to assist in deciding if a livestock standstill should be implemented
- Red Meat Advisory Council and National Farmers' Federation (NFF) each developed a national emergency response plan
- Queensland Department of Agriculture and Fisheries developed a livestock standstill implementation plan to enhance Queensland's preparedness.

The overall assessment of Exercise Odysseus is that it was successful in achieving its aim and objectives. It increased:

- awareness among potentially affected agencies, organisations and communities of the importance, role and potential impacts of a national livestock standstill and an outbreak of FMD
- the level of preparedness by government and industry to implement and manage a national livestock standstill.

As a result of Exercise Odysseus, Australia is now better prepared to implement a national livestock standstill in the event of an outbreak of FMD.

Notwithstanding this, Exercise Odysseus identified opportunities to further improve preparedness. This report recognises that government agencies and industry organisations have already implemented or are implementing actions to address the issues identified during their respective exercises. However, further work is required to address national level issues. It is intended that the relevant national bodies, i.e. Animal Health Committee (for animal health specific issues), National Biosecurity Committee (for broader biosecurity issues) and the relevant industry fora (for industry specific issues) will use the key findings identified in this report to guide further preparedness work at a national, state, territory and local level. These findings fall broadly into the following areas:

1. **Emergency animal disease (EAD) arrangements**, such as policy, plans, manuals and procedures for implementing and managing a national livestock standstill are well established in Australia. However, enhancements could be made to improve their application (as detailed in Part 3 of this report). Of note is the value to be gained by

further increasing the knowledge of these arrangements amongst government agencies (particularly support agencies) and industry organisations, mainly of the roles and responsibilities of those involved. One area that requires attention is clarification and improved understanding of cost sharing during a national livestock standstill. Unless funding and compensation issues are resolved, decision making will be compromised.

Additionally, the development of industry specific response arrangements and a whole-of-industry approach to coordination of industry efforts during the response to an EAD could be improved.

2. **Decision making** arrangements at the national level (for a national livestock standstill), including the roles and responsibilities of all Parties involved, are guided by the Emergency Animal Disease Response Agreement (EADRA). Knowledge and understanding of the arrangements were significantly improved for exercise participants. However, periodic training and exercising is necessary to maintain this.

Exercise Odysseus also found that, to ensure that decisions are robust and defensible, particularly when dealing with incomplete information and in the absence of all relevant data, decision support tools are needed. For example, decision matrices that identify the necessary 'acceptance criteria' of the evidence required to implement, extend or lift a national livestock standstill would assist future decision making.

3. **Communication** is a key element to the successful implementation of and compliance with a national livestock standstill. Exercise Odysseus demonstrated that early, clear and consistent messages, delivered in a planned and coordinated manner across government and industry will be paramount to the success of a national livestock standstill. Exercise Odysseus highlighted the need to also improve channels of communication with allied industries such as transporters, saleyards and meat processors.

Further review and development of closely aligned communication plans for all levels of government and industry will significantly improve preparedness. Communicators require a greater understanding of key stakeholders and their networks, to facilitate timely dissemination of consistent messages during a national livestock standstill.

The Biosecurity Incident National Communication Network (NCN) plays a pivotal role in this communication. Enhancements to this network have been identified and implemented as a result of Exercise Odysseus, including the addition of NFF as 'permanent observer' to the NCN.

4. **Coordination** of effort across government and industry is underpinned by existing state and territory emergency management and animal health legislation, policies and plans. While this is well understood by agricultural agencies, other support agencies (such as police and transport) are not as conversant with their roles and responsibilities during an EAD response. While participation in Exercise Odysseus enhanced this position, there is an ongoing need to maintain and enhance this level of knowledge through regular contact with supporting government agencies.

Industry's role in coordinating an effective response should not be overlooked. The level of engagement and networks that have been established through Exercise Odysseus

should be maintained. In particular, industry organisations should continue to engage with one another to develop consistent EAD response plans.

5. **Resources** required to implement and maintain a national livestock standstill will be substantial. Industry engagement in their part of these arrangements is critical. Agricultural agencies and industry organisations will need to draw upon a range of human, physical and/or financial resources from other government agencies and industry organisations. Exercise Odysseus highlighted the need for industry organisations to play a strong role in supporting the implementation of a livestock standstill, as government animal health expert resources will be significantly occupied with many other aspects of disease control and planning in the first days of an outbreak.

Work should continue to identify the resource requirements for a large scale EAD response (such as FMD) in order to understand where any shortfall in resources may occur and how this can be addressed.

6. **Management** of Exercise Odysseus was based on established exercise management methodologies and where possible used personnel with exercise management skills and expertise which undoubtedly contributed to the overall success of the program.

Reaching agreement on a common governance structure and arrangements early in the program ensured all program activities were designed, planned, conducted and evaluated in a coordinated and consistent manner.

Exercise Odysseus was designed as a graduated series of jurisdictional and national discussion and field-based activities, conducted over a 12 month period. Carrying out a national program of activities over such an extended period of time was a novel approach for the agricultural sector.

The success of Exercise Odysseus has highlighted the benefits of, and ongoing need for, such exercise programs, which could be conducted on a periodic basis using the governance structures and arrangements documented during this program. Such exercise programs would also serve to strengthen engagement between government agencies and industry to further enhance emergency animal disease preparedness and response.



# 1 Introduction

Australia is fortunate to be free from foot-and-mouth disease (FMD), a serious and highly contagious disease of cloven-hoofed animals. FMD is considered the most important disease threat to Australian livestock industries. A recent ABARES study estimated that a medium to large outbreak of FMD in Australia could cost more than AUD\$50 billion in lost revenue over ten years<sup>1</sup>.

In the unlikely event of an outbreak of FMD in Australia, a critical early measure in limiting its spread will be to stop the movement of all susceptible livestock by implementing an immediate ‘national livestock standstill’, initially for a period of 72 hours. This can be implemented based on suspicion of disease and would enable initial epidemiological investigations into the outbreak to determine further response measures. To be most effective, a national livestock standstill needs to be implemented rapidly.

A review of Australia’s preparedness for the threat of FMD in 2011<sup>2</sup> identified eleven areas for improvement and made a number of recommendations, including enhancing emergency preparedness, regular testing of capabilities and capacities, and engagement and training of personnel from affected industry organisations. Exercise Odysseus activities were conducted to assess national, jurisdictional and industry arrangements, decision making, communications and coordination for implementing and managing a national livestock standstill in the event of an outbreak of FMD in Australia.

## **Emergency animal disease preparedness and response arrangements**

Australia is a federation of the Australian Government, six state governments and two territory governments. The Australian Government advises on and coordinates national animal health policy, and is responsible for quarantine, international animal health (including export certification, import requirements and trade negotiations) and international disease reporting to the World Organisation for Animal Health (OIE).

Under Australia’s constitutional arrangements, state and territory authorities administer legislation relating to emergency management—including the control and eradication of animal diseases—in their jurisdictions and have funding mechanisms and organisational arrangements in place to deal with emergencies. However, all levels of government recognise that the impact of some emergencies could be so severe and widespread that they would exceed the emergency response capacity of a single jurisdiction. Accordingly, Australia’s all hazard emergency management arrangements are based on a partnership between the Australian, state, territory and local governments.

Australia has well-established systems to manage outbreaks of emergency animal diseases (EADs) such as FMD. The Emergency Animal Disease Response Agreement (EADRA) provides a framework for national-level decision making, management and funding in the event of an outbreak of an EAD. The EADRA is a formal agreement between the Australian Government, state and territory governments and livestock industry organisations (the ‘Parties’) to enhance

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<sup>1</sup> Potential socio-economic impacts of an outbreak of foot-and-mouth disease in Australia (Australian Bureau of Agricultural and Resource Economics and Sciences 2013).

<sup>2</sup> A review of Australia’s preparedness for the threat of foot-and-mouth disease (Matthews 2011).

Australia's capacity to prepare for and respond to outbreaks of EADs. Parties are required to maintain a high level of emergency preparedness through the maintenance of good biosecurity systems, trained personnel and associated infrastructure.

Two committees—with representation from the Australian, state and territory governments and industries affected by the EAD incident—are responsible for making recommendations and decisions in an EAD response. They are the Consultative Committee on Emergency Animal Diseases (CCEAD) and the National Management Group (NMG) consecutively. CCEAD is a coordinating body providing technical recommendations on animal health emergencies to the NMG. CCEAD comprises the Chief Veterinary Officers from the Australian, state and territory governments, technical representatives from industry parties to the EADRA, Australian Animal Health Laboratory and Animal Health Australia. NMG considers CCEAD's advice in order to make decisions about the EAD response. Members of the NMG are the Chief Executive Officers (or equivalents) of the Australian Government, and state and territory primary industry departments as well as affected industry organisation representatives.

Strategies to manage outbreaks of diseases listed in the EADRA are contained in the Australian Veterinary Emergency Plan (AUSVETPLAN) Disease Strategy Manuals and response policy briefs. They describe the roles, responsibilities and policy guidelines for various agencies and organisations involved in an EAD response, thus supporting decision making and operations at national, jurisdictional and local levels.

Australia's strategy for managing an outbreak of FMD is described in the AUSVETPLAN Disease Strategy for FMD<sup>3</sup>. The strategy provides options for managing the outbreak, including guidelines for classifying declared areas and movement restrictions relevant to a national livestock standstill.

In addition to EAD preparedness and response systems, all jurisdictions including the Australian Government have arrangements for whole-of-government consideration of, and response to, issues associated with an emergency. Due to its significance an outbreak of FMD would invoke these jurisdictional arrangements as well as the EAD response arrangements.

## National livestock standstill

The decision to implement a national livestock standstill will be made by the NMG, considering the technical advice of CCEAD. However, as the authority to implement and enforce it is contained in state and territory legislation—a national livestock standstill is the sum of simultaneous livestock standstills being implemented in all states and territories. Noting, it may be possible under the new *Biosecurity Act (2015)* to use this legislation to implement a national livestock standstill. This will be explored further upon implementation of the new Act.

When a national livestock standstill is implemented, livestock susceptible to FMD cannot be moved anywhere in Australia—except under permit—even if they are not showing signs of FMD and the disease has not been detected nearby. The standstill only applies to livestock susceptible to FMD i.e. cloven-hoofed animals such as buffalo, cattle, deer, goats, pigs, sheep, alpacas and llamas. The national livestock standstill does not include animal products such as meat, wool and dairy products, however, movement restrictions may be placed by jurisdictions

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<sup>3</sup> <http://www.animalhealthaustralia.com.au/programs/emergency-animal-disease-preparedness/ausvetplan/>

separately on high risk commodities such as those that originate from infected or adjacent premises.

A national livestock standstill will be announced through a range of media and other communication channels. Government agencies, livestock industries and other agricultural organisations would also provide information about the standstill directly to their members and stakeholders. The national livestock standstill may be declared for an initial period of 72 hours, and then reviewed.

It is important to emphasise that the national livestock standstill arrangements are imposed quite separately from the specific restrictions applied in and around areas where disease has been detected. These latter restrictions may continue or be imposed after a national livestock standstill has been lifted.

### Exercise Odysseus design, planning and conduct

Exercise Odysseus was designed to enhance national (i.e. government and industry) preparedness for, and implementation of, a national livestock standstill in response to an outbreak of FMD.

The specific objectives were:

1. Assess national, jurisdictional and industry **arrangements** for implementing and managing a livestock standstill.
2. Assess national, jurisdictional and industry **decision making** processes in declaring and implementing a national livestock standstill.
3. Assess mechanisms for **communicating** a national livestock standstill and their effectiveness.
4. Assess **coordination** within and between government and non-government agencies and industry prior to and during a national livestock standstill.

These objectives were developed in consultation with government, industry and Animal Health Australia and endorsed by the National Biosecurity Committee prior to the commencement of detailed planning for Exercise Odysseus. Recognising the different needs of government agencies and industry organisations, flexibility was built into the program, allowing each jurisdiction and industry organisation to develop sub-objectives detailed in the Appendix.

Previous national exercises conducted in Australia on EADs such as FMD were designed as multi-agency exercises conducted over a short period of time, ranging from a few days to a week. By contrast, Exercise Odysseus was designed as a program of activities conducted over a 12-month period to enable government agencies and industry organisations to plan activities specific to their needs. By conducting various activities throughout Australia, risks to the program were decreased since activities could be conducted independently of each other, noting that some of the earlier activities informed subsequent activities. An added benefit was that outcomes could be implemented as soon as individual activities were conducted. The design of the program also ensured that there would be a 'legacy' to inform future preparedness activities.

Exercise Odysseus was planned and implemented by the Australian Government Department of Agriculture<sup>4</sup> in association with state and territory governments, peak livestock and allied industry organisations and Animal Health Australia<sup>5</sup>. The Exercise Odysseus governance structure ensured all activities were designed, planned, conducted and evaluated in a coordinated manner.

The Australian Government Department of Agriculture was responsible for coordinating Exercise Odysseus, with a Steering Committee, Planning Team and Communication, Writing and Evaluation Working Groups formed to guide planning, conduct, communication and evaluation of all Exercise Odysseus activities. A common exercise management methodology ensured that all activities were planned and conducted in a consistent manner.

Exercise Odysseus encompassed 48 activities focusing on issues associated with implementing a national livestock standstill at organisational, jurisdictional and national levels. The scenario—based on an outbreak of FMD initially detected in Queensland—was used consistently in Exercise Odysseus. Activities focussed on the first week of an outbreak of FMD when decisions about whether or not to implement a national livestock standstill and whether to extend the standstill beyond the initial 72 hours need to be made. Exercise Odysseus explored actions taken by government and industry when implementing a national livestock standstill and when lifting it and transitioning to other movement restrictions and controls. The activities were conducted throughout 2014 and in early 2015 and included the national Rapid Response Team (RRT)<sup>6</sup> in a number of activities.

Over 1600 people from government agencies, industry organisations and non-government organisations (NGOs) participated in Exercise Odysseus with a number participating in multiple activities. For example, some industry personnel participated in national, jurisdictional and industry activities.

Throughout Australia approximately 200 staff, working a total of 3000 days were dedicated to the design, planning, conduct and evaluation of Exercise Odysseus. Further details on exercise management are provided in Part 4 of this report.

## Participating organisations

Government agencies, livestock and allied industry organisations and NGOs that participated in Exercise Odysseus included:

- Australian Government departments, with the Department of Agriculture as the lead
- State, territory and local governments with primary industry departments as the lead
- Animal Health Australia
- Livestock industry organisations, including peak industry bodies

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<sup>4</sup> The Australian Government Department of Agriculture became the Australian Government Department of Agriculture and Water Resources in September 2015. Throughout this report the former title is used, as this was applicable over the period that Exercise Odysseus was being planned and conducted.

<sup>5</sup> <http://www.animalhealthaustralia.com.au/>

<sup>6</sup> The national emergency animal disease Rapid Response Team (RRT) is a team of about 50 government personnel from around Australia with skills and expertise in emergency animal disease response roles that can be used in all states and territories. RRT members are equipped to fill key management positions in control centres during a response, and can be deployed as individuals, small teams, or a large team in the event of an EAD response in one or more jurisdictions.

- Allied industry organisations: livestock and rural transporters, livestock agents, livestock exporters, livestock markets and sale-yards, meat processors, retailers, etc.
- Animal welfare agencies
- Australian Veterinary Association

### **Exercise Odysseus international observer program**

Large scale exercise programs such as Exercise Odysseus are likely to attract international attention. In anticipation of this an International Observer Program was conducted over three days and included representatives from Canada, Indonesia, Japan, New Zealand, Papua New Guinea, Singapore, Timor Leste, the United Kingdom and the United States. Its aim was to demonstrate Australia's emergency animal disease response arrangements and activities being conducted as part of Exercise Odysseus. The program also provided an opportunity to exchange lessons learnt from experiences with outbreaks of FMD or in preparing for a potential outbreak as well as reinforcing existing bilateral relationships and commitments between Australia and invited countries.

Additionally, staff from the New Zealand Ministry of Primary Industries observed a number of state and national level exercises.

### **Exercise Odysseus evaluation**

Evaluation of the design, planning and conduct of individual activities and of Exercise Odysseus as a whole was carried out. An Evaluation Working Group was formed to develop a method to evaluate Exercise Odysseus activities consistently and to devise a system for collecting, collating and analysing observations obtained from each activity. This ensured that evaluation was planned, conducted and reported using a consistent method. The outcomes from the evaluation process were used to inform this report.

## 2 Summary of Exercise Odysseus activities

Exercise Odysseus encompassed 48 activities conducted at various levels of government and industry. The structure of the exercise program enabled government agencies and industry organisations to plan activities specific to their needs and allowed for outcomes to be addressed once the activities had been conducted. A summary of all activities conducted as part of Exercise Odysseus is provided below. Key issues were identified through the evaluation process of each activity and informed the national findings (see Part 3).

### National

Five national level activities were conducted to assess national arrangements for implementing a national livestock standstill. This included decision making processes, mechanisms for communicating, and coordination within and between government agencies, NGOs and industry organisations before and during a national livestock standstill. Two activities focused on the CCEAD, one on the NMG and two on communication. While the first round of activities focused on issues specific to implementing a national livestock standstill, the second round focused on issues associated with extending or lifting the national livestock standstill at the end of the initial 72-hour period.

Participants of CCEAD and NMG activities included personnel who would attend CCEAD or NMG meetings—representatives of Australian, state and territory governments, industry organisations and AHA. In addition, other EADRA Parties, Plant Health Australia (PHA) and the New Zealand Ministry of Primary Industries attended as observers. Participants of Exercise Odysseus communication activities included those with technical expertise or communication responsibilities from Australian, state and territory governments, AHA, livestock and allied industry organisations and PHA.

#### **Key issues identified during the activities include:**

- Timeframes associated with the legislative process of imposing livestock standstills in each jurisdiction should be explored by each jurisdiction to improve national consistency.
- Due to the high turnover of staff and the frequency of training, not all senior representatives and their deputies involved in high-level decision making forums have attended the training on emergency management arrangements and decision making processes.
- Arrangements enabling effective contribution to public information during biosecurity incidents by industry organisations should be enhanced.
- Access to existing EAD response arrangements from one nationally agreed electronic source is needed (e.g. a knowledge library of content to prepare for and respond to EADs).
- Further documentation and decision-support tools for CCEAD and NMG should be developed (e.g. decision tree or matrix to underpin decisions to recommend a national livestock standstill in the absence of a confirmed diagnosis of FMD).
- Communicating NMG decisions required further consideration. As a result, the NCN developed a pro forma for an NMG communiqué, to be updated annually, for use in response to an outbreak of FMD.

- Identifying stakeholders involved in communicating about a national livestock standstill will assist with the dissemination of public information during a national livestock standstill.
- The use of '72 hours' in public information should be reviewed to manage expectations should it be necessary to extend a national livestock standstill beyond this timeframe.
- Roles and responsibilities of government (national, jurisdictional, regional and local) and industry in communicating about a national livestock standstill should be clarified.

**As a result of the activities:**

- Issues relevant to the CCEAD's role in providing advice to the NMG on triggering a national livestock standstill were better understood.
- Decision making, financial, policy and other issues pertinent to NMG's role in arriving at a decision on whether or not to trigger a national livestock standstill were identified.
- Decision support tools for implementing a livestock standstill were developed. Further work is required on decision support tools to assist with extending or lifting a standstill.
- Messages and channels for communicating about a national livestock standstill were identified.
- Communiqué proformas for communicating about a national livestock standstill were developed.
- Roles and responsibilities of stakeholders with regard to decision making, communication and coordination were better understood. Further work is required in this area.
- Further policy guidance is being developed on cost sharing a national livestock standstill under the EADRA, particularly policy relating to identification of direct eradication costs, other costs and consequential losses.

## **Livestock industry organisations**

The Red Meat Advisory Council (RMAC) Ltd and National Farmers Federation (NFF) conducted two activities to develop and review their respective draft emergency response plans for a livestock standstill. The first activity involved a simulation to test RMAC's newly developed emergency response plan. It was attended by RMAC's Executive Group (which comprises CEOs of member organisations) and a consultant. The second activity, attended by representatives of the NFF Biosecurity Taskforce, reviewed the draft red meat emergency response plan and other industry organisations' plans as the basis for their own planning.

**Key issues identified during the activities include:**

- All affected industry organisations would benefit from the development of EAD response plans. Existing response plans require some revision to ensure a consistent and well coordinated response during a national livestock standstill.
- Whole-of-industry policy and arrangements for implementing and managing a standstill should be explored further.
- Emergency response personnel in industry organisations should be identified and trained in EAD arrangements and contact lists maintained.

**As a result of the activities:**

- A draft national emergency response plan for the red meat industry was created and accepted by the RMAC Board.

- A draft national emergency response plan was created for presentation to the NFF Members' Council. This plan was focused on NFF's likely coordination and communication role for its members in a range of emergencies (not just during a livestock standstill).
- A clearer understanding was gained by RMAC's Board, Member Bodies and staff of:
  - their role and responsibilities in a national livestock standstill
  - the complexity of a national livestock standstill
  - the need for a coordinated approach to implement and manage a national livestock standstill
  - key issues associated with the implementation of the RMAC plan (e.g. an education and training program may be required).
- Awareness among NFF Biosecurity Taskforce representatives of other industry organisations arrangements and plans was enhanced.
- Awareness and understanding of best practice emergency standards used by organisations when developing and reviewing their emergency response plans was enhanced.

## Dairy Industry

Dairy Australia conducted a national workshop to evaluate the impact of a national livestock standstill on the Australian dairy industry. Participants included national and state level dairy organisations, dairy farmers and an observer from Fonterra, New Zealand. Participants explored various aspects of the dairy industry response arrangements, including:

- communication with tanker drivers and dairy farmers
- decontamination procedures (on and off farms, milk spills)
- tanker movements and traceability
- extra vigilance in pick-ups
- processing plants

### **As a result of the activity:**

- Awareness of the role of the dairy industry during a national livestock standstill has increased.
- A range of issues and actions to be followed up and addressed in future preparedness activities for the dairy industry were identified.



## Australian Government

The Australian Government Crisis Committee<sup>7</sup> conducted one activity to explore the Australian Government crisis management arrangements and decision making for responding to an outbreak of FMD, in accordance with the Australian Government Agricultural Incident Plan<sup>8</sup> and the Australian Government Crisis Management Framework<sup>9</sup>.

Participants included Australian Government Crisis Committee members, representing Australian Government agencies that may be involved in a whole-of-Australian Government response to an agricultural incident.

### **Key issues identified during the exercise include:**

- The response to an outbreak of FMD will require a sustained effort across Australia over an extended period of time with the Department of Agriculture requiring the ongoing support of other Australian Government agencies.
- The response required to manage the issues associated with an outbreak of FMD in Australia may be 'out-of-scale' and could exceed the capabilities of the established Australian Government response frameworks. A task force approach may be required and this needs to be considered when reviewing the current Australian Government response arrangements.
- Managing public expectations will require a proactive and coordinated whole-of-Australian Government communication effort, led by the Department of Agriculture.
- Early and regular briefings on the developing situation will be required for government.

### **As a result of the exercise:**

- Australian Government Crisis Committee members gained a greater understanding of the impact that an outbreak of FMD may have on Australia and the role of their agencies in supporting the Department of Agriculture during a response.
- The Department of Agriculture will continue to work with other Australian Government agencies to facilitate a coordinated Australian Government response to agricultural incidents. This will include updating Australian Government Agricultural Incident Plan to reflect contemporary arrangements.

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<sup>7</sup> The Australian Government Crisis Committee is the senior officials committee that manages the domestic impacts of a crisis where the scope or resourcing of Australian Government activity requires the highest level of whole-of-government coordination. The Australian Government Crisis Committee draws together capability and expertise from across government to provide whole-of-government advice to the Prime Minister, the lead minister and other relevant ministers.

<sup>8</sup> The Australian Government Agricultural Incident Plan describes the coordination arrangements between Australian Government agencies during the response to agricultural incidents.

<sup>9</sup> The Australian Government Crisis Management Framework sets guidelines for the Australian Government's response to any crisis and ensures officials are equipped to support Ministers in making appropriate decisions in the discharge of their responsibilities.

## Australian Government Department of Agriculture

The Australian Government Department of Agriculture (the department) conducted two discussion-style activities aimed at enhancing the department's ability to prepare for and respond to an outbreak of FMD. The activities also provided an opportunity to assess the department's response arrangements.

The first activity involved staff from across the department and was conducted on four occasions for different staff. The activity explored roles and responsibilities and resourcing needs of an incident management team which would be established for the incident. A second activity involved senior executive level staff and focused on exploring the department's strategic coordination of response activities including arrangements described in the Australian Government Agricultural Incident Response Plan.

### **Key issues identified during the activities include:**

- The knowledge, skills and experience of staff (including leadership capability) will be critical to enable the department to effectively and efficiently respond to and recover from an outbreak of FMD.
- The department needs to continue to maintain and build staff knowledge and understanding of the department's response arrangements and its responsibilities in all agricultural incidents.
- Corporate knowledge of historical responses is important to organisational learning and should inform the review of the department's response arrangements.
- Arrangements for human, physical and financial resourcing, in particular the processes for accessing these resources, need to be clearly articulated and agreed upon.

### **As a result of the activities:**

- Through their participation in the activities, staff awareness and understanding of:
  - the department's response arrangements and their potential role and responsibilities was enhanced
  - the range of issues likely to be considered by decision makers in the department's response to an outbreak of FMD and implementing a national livestock standstill has been enhanced.
- The department will review arrangements for funding and resourcing (both physical and human) to enhance its response to a large scale emergency.
- Lessons identified through Exercise Odysseus will inform the review of the department's Incident Preparedness Strategy. The review would include identifying approaches for continuing to build staff knowledge, skills and experience in incident management.

## Australian Capital Territory

The Australian Capital Territory (ACT) Territory and Municipal Services Directorate conducted one activity to assess ACT's capability and capacity to effectively implement a livestock standstill at the ACT saleyard. The activity was conducted in two parts, the first as a hypothetical discussion based at the saleyard and the second as a panel discussion followed by a workshop. Participants included a range of ACT government agencies and livestock and allied industry organisations. Resources, policy and communications were explored and areas for improvement identified.

### **Key issues identified during the activity include:**

- Response arrangements for implementing a livestock standstill at the ACT saleyard should be identified, documented and should include information about security, tracing and animal welfare.
- The relevant legislation needs to be better understood by those who would be involved in implementing and managing a livestock standstill in the ACT.
- Industry organisations' involvement in communication was highlighted as a key factor in the success of a national livestock standstill.
- Training is required for government and industry staff to increase knowledge on:
  - legislation relevant to a livestock standstill
  - the use of National Vendor Declarations and the National Livestock Identification System (NLIS)
  - the use of personal protective equipment.
- Resources required to implement a livestock standstill in the ACT need to be identified, personnel trained and procedures practised regularly.

### **As a result of the activity:**

- Awareness and understanding of the ACT's preparedness and what is required for the effective implementation and management of a livestock standstill has been raised.
- Areas for improvements to ACT's preparedness (including legislation, communication and resourcing) were identified.
- Training in the use of the NLIS has been conducted and the traceability of sheep and goat movements has been increased.
- A Livestock Standstill Saleyard Action Plan has been drafted for the ACT saleyard.
- Legislative instruments have been updated.

## New South Wales

The New South Wales (NSW) Department of Primary Industries conducted four activities exploring government and industry arrangements, whole-of-government decision making processes and the state's mechanisms for communicating about a national livestock standstill. The first two activities were conducted in the north and south of NSW as hypothetical discussion activities, the third was an agency presentation activity and the fourth a workshop and discussion activity. Participants included a wide range of stakeholders from government agencies, industry organisations and NGOs.

### **Key issues identified during the activities include:**

- Response plans for a livestock standstill in NSW should exist for government, NGOs and industries. Some industries do not currently have plans or policies in place.
- Greater awareness and understanding of national and state policies and plans for a livestock standstill in NSW is required.
- Effective and efficient communication was recognised as being critical for successful implementation of a livestock standstill. Communication plans for a livestock standstill in NSW should exist for government and industries.
- Training on emergency management arrangements in NSW and how they apply to a livestock standstill would be beneficial for affected industry organisations.

### **As a result of the activities:**

- Awareness of what a livestock standstill is and how it would be implemented and managed in regional NSW has been enhanced.
- Awareness of roles and responsibilities of government agencies, industry organisations and NGOs (regional and national) during a national livestock standstill has been enhanced.
- Awareness that a livestock standstill is a shared responsibility among stakeholders and requires a coordinated whole-of-government response to support the combat agency has been improved.
- Networks between NSW stakeholders have been enhanced.

## Northern Territory

The Northern Territory (NT) Department of Primary Industries and Fisheries conducted eight activities to assess and enhance NT's policy arrangements, decision making processes, communication mechanisms and coordination requirements for a national livestock standstill in the NT. The first activity involved a policy review and preparation of NT Livestock Standstill Plan and relevant policy documents. This was followed by five regional workshops to raise stakeholder awareness and identify issues that may arise during a national livestock standstill. The outcomes of the workshops were further explored at two territory-level discussion exercises in Alice Springs and in Darwin. Participants included a wide range of government, industry and NGO stakeholders.

### **Key issues identified during the activities include:**

- NT's capacity to implement and manage a livestock standstill requires further consideration (e.g. further discussion to determine how a multi-agency approach with representatives from government agencies and industry organisations would work in the NT).
- Information required to facilitate decision making should be clarified and documented in NT's plans and procedures.
- Although outside the scope of Exercise Odysseus, it was identified that further work is required on issues with exported livestock on water should an outbreak of FMD occur.

### **As a result of the activities:**

- Awareness of the impact of FMD on the livestock sector and the complexity of a national livestock standstill was enhanced.
- A livestock standstill plan for the NT was developed.
- Issues associated with livestock in transit, implementation of movement controls, cost sharing arrangements, communication and coordination between stakeholders were explored.
- Understanding of roles and responsibilities of government and affected industry organisations for a national livestock standstill was enhanced.
- Participant's understanding of the export process and ownership of cattle at various stages of export was enhanced.
- Participants from the NT government, industry organisations and NGOs agreed that it would be valuable to work together on preparedness activities associated with a livestock standstill, including participating in future activities.
- It was confirmed that it is possible to establish the locations of all known NT cattle transporters at the time a livestock standstill is implemented.

## Queensland

The Queensland Department of Agriculture and Fisheries conducted six activities on multi-agency coordination of a livestock standstill across Queensland and explored areas for policy improvement. The first activity was conducted internally to identify areas for workshopping during the five subsequent activities. These workshops and discussion activities involved a wide range of participants from government agencies, industry organisations and NGOs. Activities two to five focused on:

- Improving stakeholder's awareness and understanding of their role in a livestock standstill and suggesting additional issues for subsequent activities.
- Identifying factors and triggers for recommending implementing, extending or lifting a livestock standstill in Queensland and the costs that could be involved.
- Managing livestock in transit and legislative requirements within Queensland.
- Communication about a livestock standstill.

Activity six consolidated and confirmed outcomes from previous activities and provided input to Queensland's implementation plan.

### **Key issues identified during the activities include:**

- Prepared stakeholders are imperative to effectively and efficiently enable Queensland to implement a livestock standstill. Clear policy and response plans are required for this.
- Decision making in declaring a national livestock standstill requires further discussion at national levels.
- Nationally Agreed Standard Operating Procedure (NASOP) 19 - *Management of livestock in transit at the time a national livestock standstill is declared* – is not considered fit for purpose in Queensland and requires adaptation to suit Queensland, while harmonising as much as possible with other jurisdictions.
- Training and relevant legislative appointments should be provided to emergency response personnel commensurate with their function.

### **As a result of the activities:**

- A comprehensive review of Queensland's livestock standstill policy and Livestock Standstill Management Plan has been undertaken.
- Stakeholders have gained a clearer understanding of:
  - control measures to limit disease spread and socio-economic impacts of FMD
  - the need for a coordinated approach to implement and manage a livestock standstill
  - their role and responsibilities in a livestock standstill
  - the Queensland Livestock Standstill Management Plan.
- New proposals for managing livestock in transit with reduced logistical support were developed.
- An assessment of the strategies and policies around communication has been undertaken and refinements identified.
- An implementation plan has been developed that, if implemented by relevant parties, will enhance Queensland's preparedness for a livestock standstill.

## South Australia

The South Australia (SA) Department of Primary Industries and Regions (PIRSA) conducted two hypothetical discussion activities to explore decision making and communication during a livestock standstill in SA. The first activity included representatives from government and affected industry organisations and focused on engaging relevant industry stakeholders to enhance awareness of issues associated with a livestock standstill in SA. The second activity involved government agencies, NGOs and some affected industry organisations and focused on inter-agency coordination during a livestock standstill with emphasis on communication and resources.

### **Key issues identified during the activities include:**

- Many industry organisations in SA do not have response plans for a livestock standstill.
- Industry organisations require further training to ensure individual producers understand their responsibilities during a livestock standstill.
- Arrangements for recovery from an outbreak of FMD need further enhancement particularly for providing financial support to those impacted.
- Policy and procedures for compensation for a national livestock standstill need to be clarified and documented nationally.

### **As a result of the activities:**

- Stakeholders gained an improved understanding of:
  - the impact of an outbreak of FMD and agreed control measures
  - biosecurity hazards more broadly
  - the need for a coordinated approach to the management of a livestock standstill with PIRSA as the control agency
  - the role of other agencies and affected industry organisations during a livestock standstill
  - the critical role of effective and efficient communication for a successful livestock standstill.
- Documentation to support the implementation of a livestock standstill in SA has been revised and PIRSA now has drafts of the following documents:
  - FMD Fact sheet
  - FMD Livestock Standstill Fact sheet
  - Standstill FAQs
  - Livestock Standstill Implementation Guidelines
  - Livestock Standstill Communication Plan.

## Tasmania

The Tasmanian Department of Primary Industries, Parks, Water and Environment conducted four activities to enhance Tasmania's arrangements for coordination of government agencies, NGOs and livestock industries to implement and manage a livestock standstill in Tasmania. The first three activities were workshops on legislation, communications, logistics and animal welfare issues associated with a livestock standstill in Tasmania. The fourth workshop assessed the comprehensiveness of issues and practicality of solutions raised at previous activities.

### **Key issues identified during the activities include:**

- Continued education and awareness is needed on Tasmania's livestock standstill arrangements, particularly for affected industry organisations.
- Tasmania's government arrangements for managing logistics and resourcing a livestock standstill require further exploration with industry organisations and NGOs.
- Communication for a livestock standstill needs to be further explored and the arrangements documented in a plan.

### **As a result of the activities:**

- Awareness was raised amongst government, NGOs and livestock and allied industry organisations about their role in a livestock standstill.
- Awareness was raised about the impact an outbreak of FMD would have on Tasmania and its cattle exports.
- Awareness was raised about how a livestock standstill would be implemented in Tasmania.
- Existing infrastructure was examined in terms of its capacity to handle the demands of a livestock standstill. Gaps identified included the number and location of truck wash-down facilities.
- A review of applicable legislation in Tasmania was undertaken.
- The activation of a call centre in Tasmania was practiced.



## Victoria

The Victorian Department of Economic Development, Jobs, Transport and Resources (DEDJTR) conducted five activities to improve Victorian government and industry preparedness for a livestock standstill. The first four workshops were conducted at regional saleyards focusing on the application of existing saleyard plans during a livestock standstill in Victoria. The final activity included a review of the Victoria FMD Plan and Livestock Standstill Communication Plan. All activities were attended by a wide range of stakeholders from government agencies, industry organisations and NGOs, as well as members of the RRT.

### **Key issues identified during the activities include:**

- Response plans for a livestock standstill in Victoria need to be either developed or reviewed in consultation with affected industry organisations. For example, a communication implementation plan with associated standard operating procedures should be developed and be consistent with national arrangements.
- Arrangements for managing the Victorian border as part of implementing a livestock standstill should be identified, documented and agreed to by relevant stakeholders, including the Police and state roads authority.
- Appropriate facilities and arrangements for managing displaced livestock during a livestock standstill need to be identified, assessed, and agreements negotiated for use during a livestock standstill.
- Affected industry organisations require their own communication plans that align with Victorian and national plans.
- Communication mechanisms and systems for disseminating alerts and ongoing messages about a livestock standstill need to be refined and included in relevant plans.
- Resources and services required by Victoria to implement a livestock standstill need to be identified, with roles and responsibilities defined.
- Emergency response personnel (in government, affected industry organisations and NGOs) should be identified and trained with contact lists effectively maintained.

### **As a result of the activities:**

- Awareness of the implications of an outbreak of FMD and a livestock standstill among key stakeholders was enhanced.
- DEDJTR is developing a state FMD response plan and livestock standstill plan.
- A review was undertaken of some saleyard livestock standstill plans and DEDJTR's Livestock Standstill Communication Plan.
- Victorian stakeholder networks were enhanced.

## Western Australia

The Department of Agriculture and Food, Western Australia (DAFWA) conducted six activities to enhance Western Australia's preparedness for a livestock standstill. In preparation for the activities DAFWA developed an online quiz to test participant's knowledge, engage stakeholders and raise awareness of the issues to be considered during a national livestock standstill. The first four activities were regional workshops to enhance affected industry organisations awareness and understanding of FMD and the reasons for implementing a livestock standstill. A range of saleyard and abattoir-specific issues were discussed. A comprehensive communication exercise was also conducted. The final activity focused on consolidating and confirming the outcomes from previous activities. Participants included representatives from government agencies and industry organisations.

### **Key issues identified during the activities include:**

- Many industry organisations do not have existing response plans or current plans need to be reviewed.
- Rapid and consistent communication to stakeholders and an integrated communication plan detailing roles and responsibilities of industry groups are necessary.
- Legislation relevant to a livestock standstill requires further consideration—for example, transporters requested a portable legal instrument to support returning animal loads to farms.
- The possibility that many processors and exporters could become financially insolvent when FMD is declared and the consequences of this should be further explored.
- Cost sharing and compensation for consequential losses requires further consideration.

### **As a result of the activities:**

- Stakeholder awareness of FMD and a livestock standstill was enhanced.
- A working group made up of key stakeholders was formed to address issues of livestock in transit at the time a livestock standstill is called.
- Networks between industry organisations and government agencies were enhanced.
- It was recognised that a livestock standstill is the joint responsibility of government and industry.

## Rapid Response Team

In 2014, all Rapid Response Team <sup>10</sup>(RRT) members had the opportunity to attend the following two Exercise Odysseus activities:

- Victoria regional saleyard activities: 24 RRT members, each attending one of 4 regional exercises.
- Queensland discussion activities:
  - Financing a livestock standstill (2)
  - Management of livestock in transit (10)
  - Communications activity (2)
  - Confirming state policy arrangements (8).

All available RRT members attended a three day RRT professional development activity as part of Exercise Odysseus, incorporating the Victorian state level discussion exercise. An external facilitator with experience in all-hazards emergency management was engaged to facilitate and contribute knowledge of interagency interactions in an emergency incident involving the whole of government.

During the RRT-only component of the exercise, the RRT discussed the issues and challenges facing the transition from a livestock standstill to movement controls in Victoria. RRT members noted that managing the risks of transition to movement controls was even more complex and resource-intensive than implementing the livestock standstill, especially as movement restrictions may differ from state to state once the national livestock standstill is lifted.

In addition, some RRT members attended local and state exercises in their own state/territory, and some RRT members attended national exercises, including the national-level communication and CCEAD exercises.

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<sup>10</sup> The RRT is a team of about 50 government personnel from around Australia, with skill and expertise in emergency animal disease response roles. RRT members are equipped to fill key management positions in control centres during a response, and they can be deployed as individuals, small teams, or a large team in the event of an EAD response in one or more jurisdictions.

Animal Health Australia has responsibility for the management of the RRT, except during EAD response activities, during which the RRT members are deployed by the Department of Agriculture.

## 3 National findings

This section is informed by the key issues identified in each activity conducted as part of Exercise Odysseus. It sets out the key national findings from Exercise Odysseus and opportunities to further improve Australia's preparedness to implement a national livestock standstill.

These findings are grouped and presented under five key elements—EAD arrangements, decision making, communication, coordination and resourcing.

### Emergency Animal Disease arrangements

The EAD arrangements, outlined in Part 1 of this report, are critical in ensuring the Australian animal health system is well prepared for an outbreak of an EAD in Australia. Australian, state and territory governments, many livestock and allied industry organisations and Animal Health Australia are parties to these arrangements.

Through Exercise Odysseus, arrangements relevant to a national livestock standstill for FMD were explored at all levels of government with industry organisations, including:

- whole-of-Australian government arrangements – Australian Government Crisis Management Framework and the Australian Government Agricultural Incident Plan
- national EAD response arrangements – including application of EADRA and AUSVETPLAN
- state and territory arrangements – legislation, agency response plans and whole-of-government response plans
- livestock and allied industry organisations arrangements – EAD response plans specific to relevant groups or organisations.

Exercise Odysseus explored a range of manuals, plans, procedures and structures that could be used in a national livestock standstill. These arrangements are readily available and generally aligned to established response systems. It was recognised that a key challenge is maintaining the currency, comprehensiveness, consistency, availability, accessibility and awareness of these arrangements.

Some jurisdictions are quite advanced in developing plans, procedures and systems required for the rapid implementation of a national livestock standstill, and Exercise Odysseus has resulted in many of these being reviewed and enhanced. Some potential enhancements identified during Exercise Odysseus include the need for saleyard action plans for all saleyards and the need for formal documented agreements between lead government agencies and support agencies where they do not exist.

While whole-of-government EAD response arrangements exist, a 'whole-of-industry' approach was not apparent during Exercise Odysseus. Some livestock and allied industry organisations have existing EAD arrangements but others are not as prepared. There is a need for all affected industry organisations to develop plans and procedures that are specific to their organisation as well as 'whole-of-industry' plans and procedures aimed at aiding coordination across industries during a response.

Knowledge and understanding of EAD response arrangements are critical in a national livestock standstill. It was apparent during Exercise Odysseus that this varied amongst the participants. This was most evident amongst participants from non-agricultural government agencies and industry organisations. Despite this, it was clear that participating in Exercise Odysseus provided all participants with an enhanced knowledge and understanding of a national livestock standstill and of FMD itself. This was in part due to the involvement of personnel from multiple government agencies and industry organisations, particularly those with significant experience in EADs, highlighting the need for and importance of continued regular training and exercising.

A clear understanding of roles and responsibilities under existing EAD arrangements is vital. This is particularly important in relation to a national livestock standstill as industry needs to play a lead role in implementation. While many exercise participants had a good understanding of their individual agency and organisation's roles and responsibilities, they were unclear about the roles and responsibilities of other government agencies and industry organisations involved in a national livestock standstill. For example, some participants (particularly those not directly involved at a national-level) were unclear about the roles and responsibilities of the CCEAD and the NMG.

Exercise Odysseus provided an opportunity to review some national and jurisdictional documents relevant to a national livestock standstill and it was identified that further guidance on cost sharing a national livestock standstill under the EADRA is required. This guidance should accurately identify what is eligible for cost sharing as there is lack of certainty around this issue. For example, it was agreed during Exercise Odysseus that a national livestock standstill should be considered part of the 'response' phase under the EADRA and therefore eligible for cost sharing. However, it was unclear if this would be the case for all jurisdictions or just those where disease had been confirmed. As a result of Exercise Odysseus, more definitive guidance documents on cost sharing under the EADRA are being developed.

A consistent finding during Exercise Odysseus was that NASOPs<sup>11</sup> relevant to a national livestock standstill could benefit from review to improve fitness for purpose. A number of activities focussed on the NASOP for the management of livestock in transit at the time a standstill is declared for FMD (NASOP 19). It was identified that NASOP 19, which was developed 13 January 2008 (and reviewed 2 May 2011), should be updated to recognise the significant regional differences across Australia with respect to livestock transport.

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<sup>11</sup> Nationally Agreed Standard Operating Procedures (NASOPs) have been developed for use by jurisdictions during responses to EAD incidents and emergencies. They support national consistency and provide guidance to response personnel undertaking operational tasks. NASOPs underpin elements of AUSVETPLAN and describe actions undertaken during a response to an EAD.

### Summary of key findings – National arrangements

- The currency, comprehensiveness, consistency and accessibility of some EAD response documentation, relevant to a national livestock standstill should be improved through developing/reviewing the following:
  - guidance on-cost sharing a national livestock standstill under the EADRA to clarify and better document the scope, limitations and application of cost sharing arrangements
  - NASOPs relevant to a national livestock standstill to improve fitness for purpose and recognise regional differences. For example, the NASOP for the management of livestock in transit at the time a standstill is declared for FMD (NASOP 19)
  - the availability, consistency and accessibility of industry EAD response arrangements.
- Development of formal agreements (where they do not already exist) between lead government agencies and support agencies would assist in clarifying the arrangements and roles and responsibilities of those involved in implementing a national livestock standstill.
- Documented response arrangements are crucial in an EAD outbreak. The following should be developed:
  - saleyard-specific response plans for those saleyards without plans
  - industry organisation specific response plans as well as ‘whole-of-industry’ plans to clarify responsibilities of all affected industry organisations.
- Regular exercising would help to maintain a high level of knowledge and understanding of EAD arrangements for a national livestock standstill among all relevant stakeholders.
- To enhance the knowledge and understanding of EAD roles and responsibilities, further education/awareness activities should be provided for relevant government agencies (including non-agricultural agencies providing a support role to agricultural agencies in a national livestock standstill e.g. jurisdictional transport departments and police) and industry organisations.

## National decision making

Decision making arrangements at a national level (through the NMG and CCEAD) are well established and used regularly for EAD responses. Decisions of CCEAD and NMG are made by consensus and involve key stakeholders involved in an outbreak of FMD i.e. the Australian Government, state and territory governments and representatives from industry organisations (i.e. Parties to the EADRA). Roles and responsibilities of all parties involved in decision making are set out in the EADRA and further guidance is provided in the AUSVETPLAN Disease Strategy Manuals and response policy briefs. However, the impact and scale of an outbreak of FMD will be far greater than other EADs and a number of issues, as outlined below, were identified that need to be resolved in 'peace time' to allow for rapid, timely, transparent and legally defensible decision making in the event of an outbreak of FMD.

A number of activities were conducted to assess decision making at a national level for a national livestock standstill. Exercise Odysseus provided participants with a unique opportunity to enhance their knowledge of decision making processes. However, it was acknowledged that due to the high turnover of staff and frequency of training opportunities, maintaining this knowledge and keeping it current is challenging. It was recognised that due to the economic importance of an outbreak of FMD, it is likely that the most senior representatives from governments and relevant industry organisations would be making decisions about a national livestock standstill. All representatives and potential alternate representatives need to have a high level of knowledge and understanding of relevant arrangements to make rapid, timely and legally defensible decisions. Encouraging all potential representatives to participate in the available CCEAD and NMG training could enhance this level of knowledge and understanding.

Exercise Odysseus highlighted a lack of decision-support tools to facilitate decision making about a national livestock standstill. It was recognised that due to the impact an outbreak of FMD will have on the Australian economy and community in general, there will be significant scrutiny of the decisions made. Development of decision-support tools including checklists of evidence required, decision matrices, risk assessments and better understanding of all impacts of an FMD outbreak (both direct and indirect), particularly those of communities would assist decision makers to document the rationale for their decisions. As a result of Exercise Odysseus, some work has begun to address this issue. For example, Animal Health Committee is working with state agriculture agencies and Animal Health Australia to develop decision matrices that identify the evidence required to implement, extend or lift a national livestock standstill. Such decision support tools will ensure that relevant evidence is considered and contribute to consistent, defensible decisions.

### Summary of key findings – National decision making

- Familiarity with and understanding of the national decision making arrangements by senior government and industry executives and technical personnel was variable, but was significantly improved for exercise participants. This highlighted the need for continued regular training and exercising of official and proxy senior representatives of government agencies and industry organisations.
- The development of appropriate decision support tools would assist with rapid, timely, transparent and defensible decision making about a national livestock standstill. For example, a risk assessment template consisting of the evidence required to implement, lift, modify or extend a national livestock standstill in the event of an outbreak of FMD

## Communication

A national livestock standstill is likely to be the first major public action taken during an outbreak of FMD. Rapid and effective communication of accurate and consistent information about the national livestock standstill and about FMD itself is essential to avoid misinformation and gain community support for, and compliance with, the national livestock standstill.

In the event of a national livestock standstill, the NCN<sup>12</sup> will provide a range of communication materials and related information to ensure consistency in public information. The NCN has developed a Biosecurity Incident Public Information Manual to facilitate a nationally coordinated and consistent communication response. Exercise Odysseus raised awareness of these arrangements and their application to a national livestock standstill. However, further work is required to ensure all relevant stakeholders are aware of these arrangements.

Communication about a national livestock standstill is a shared responsibility between government and industry and needs to be managed in a consistent way. There are communication roles and responsibilities for Ministers and senior staff, such as Chief Executives and Chief Veterinary Officers. However, for some government agencies and industry organisations these roles and responsibilities are not clearly defined and documented nor nationally aligned. These require clarification particularly for industry organisations.

Documented communication plans for a national livestock standstill exist (or form part of an FMD communication strategy) for some government agencies and industry organisations. However, others need to be developed and aligned to national communication arrangements such as the Biosecurity Incident Public Information Manual, either as stand-alone plans or as part of other response arrangements. Exercise Odysseus identified that many participants were uncertain how to access existing arrangements. Making this information available on one, nationally agreed platform would be beneficial. Work is underway to develop this, facilitated by the Department of Agriculture in consultation with state and territory government agencies.

A number of key messages about a national livestock standstill, targeted at a range of different stakeholders, were developed and refined during Exercise Odysseus. However, further work is needed to ensure messages are consistent between government and industry at both the national and jurisdictional levels. Communication messages should be tailored to meet the needs of the target audience and updated at each stage of the national livestock standstill to add clarity and decrease confusion. For example, communicating to the general public that the national livestock standstill is in place for 72 hours should be avoided, as it may set up an expectation that it will be lifted after this time.

During Exercise Odysseus, participants identified and documented the communication channels that could be used and the organisations responsible for delivering messages about a national livestock standstill. Under current EAD arrangements, messages about a national livestock standstill will be disseminated by a wide range of government agencies and industry organisations through various media. It was recognised that the purpose and use of different EAD information hotlines for Australian, state and territory government agencies would need to be clarified in the event that multiple numbers were advertised to the general public.

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<sup>12</sup> The Biosecurity Incident National Communication Network (NCN) produces nationally consistent public information in response to pest and disease outbreaks (biosecurity incidents). The network comprises communication managers from the Australian, state and territory government agencies responsible for biosecurity and agricultural health organisations.



Industry organisations have strong, well-established networks with their stakeholders and are able to assist with communication during a response. However, Exercise Odysseus identified the need for government agencies and industry organisations to better understand these networks to ensure all relevant stakeholders are communicated with during a national livestock standstill. In particular further work is required with industries that would be involved in a standstill but are not parties to the EADRA such as livestock transporters, saleyard operators and live animal exporters.

Prior to Exercise Odysseus industry organisations were not directly engaged with the NCN, with Animal Health Australia providing a conduit between the NCN and livestock industry organisations. Activities identified that the National Farmers Federation (NFF) could also act as a central coordination point for industry communication, linking it to established government communication mechanisms. Also identified was the need for the NCN to engage more directly with industry organisations to develop arrangements that enable practical and effective contributions to public information. As a result the NFF is now a permanent observer on NCN and all peak industry councils have been formally invited to attend NCN meetings when they are held in their respective locations.

Knowledge amongst exercise participants about communication plans and processes and their application to a national livestock standstill varied considerably. However, it was universally acknowledged that knowledge and understanding of communication arrangements in established EAD structures was enhanced through Exercise Odysseus.

### Summary of key findings - Communication

- Communication plans for all levels of government and industry will ensure effective communication during a national livestock standstill. Communication plans should be developed where they do not currently exist and those which do exist reviewed to ensure they align with one another and include requirements for a national livestock standstill.
- Rapid and effective communication, to all affected stakeholders, from a trusted and reliable source, will be critical to the successful implementation of a national livestock standstill. A review of communication arrangements and mechanisms for a national livestock standstill should include:
  - clarifying roles and responsibilities of government agencies (at national, jurisdictional, regional and local levels) and industry organisations in communicating about a national livestock standstill
  - mapping and documenting affected industry networks as part of the existing communication arrangements
  - including permanent industry representation on the NCN to enhance communication during an EAD.
- Initial communication about a national livestock standstill needs to be clear and concise and supplemented with information about what FMD is, and what it is not (including food safety and public health assurances). A review and amalgamation of communication messages about a national livestock standstill and FMD would ensure they are clear, consistent, appropriately targeted and shared between government agencies and industry organisations. Some examples include:
  - combining existing national livestock standstill messages with those about FMD, and food safety messages that have been developed previously
  - document that public messaging for the initial national livestock standstill should avoid the use of a 72-hour time frame as it may set an expectation that it will be lifted after this time.

## Coordination

Implementation of a national livestock standstill will be complex and its success will rely on cooperation and coordination between government agencies and industry organisations as well as compliance by those affected. Exercise Odysseus explored coordination within and between government agencies, industry organisations and NGOs before and during a national livestock standstill. Participants acknowledged that a continued partnership between governments and industries on EAD arrangements is essential for effective coordination of a national livestock standstill. It is also crucial that government agencies, industry organisations and other support agencies (such as police and transport) clearly understand their respective roles and responsibilities and those of others, relevant to a national livestock standstill.

National, state and local arrangements including those for decision making and communication should be aligned to ensure the coordination of a national livestock standstill is most effective. Exercise Odysseus highlighted that government plans, manuals and procedures are readily available and generally aligned to established response systems and to jurisdictional emergency management arrangements. By contrast, where industry organisations plans and procedures exist, they lack consistency in content and format and are not readily available or shared with other industry organisations. Livestock and allied industry participants identified the value in making plans available and sharing them with other industry organisations to promote EAD preparedness and response capability.

Exercise Odysseus also identified that some state and territory legislation, policies and procedures that could apply when coordinating a national livestock standstill are not well aligned. For example, transport driver fatigue regulations may conflict with animal welfare policies for livestock in transit. Timeframes associated with the legislative process of imposing livestock standstills in each jurisdiction are another area that should be explored further.

### Summary of key findings - Coordination

- The effective coordination of a national livestock standstill across Australia requires consistency across relevant national, state and local plans, policies, procedures and structures, For example, industry organisations should share their response plans amongst one another to ensure they are consistent and to promote EAD preparedness.
- Knowledge and understanding of how a national livestock standstill is coordinated at a jurisdictional level, including the roles and responsibilities of government agencies and industry organisations is critical. This could be improved through further collaboration on EAD preparedness activities such as training and exercising.
- As conflicts may exist between Workplace Health and Safety legislation, driver fatigue management policies and Animal Welfare legislation and codes of practice, government agencies need to be aware of these requirements and consider how they should be addressed when implementing a livestock standstill.

## Resourcing

Implementing a national livestock standstill in response to an outbreak of FMD will require significantly greater human, financial, physical and other resources from government and industry than for other EADs. Exercise Odysseus reiterated the importance of having the capability and capacity to support such a large scale response. It was recognised that inadequate resources, including financial resources, will have a considerable negative impact on the ability of government agencies and industry organisations to implement an effective response. This includes having arrangements and resourcing available for recovery at the beginning of an outbreak.

The need for skilled and experienced personnel was reinforced as a critical factor in the success of the response. Additionally, human resources will be strained due to the scale of the response to an outbreak of FMD. It is likely that government animal health expert resources such as veterinarians will be significantly occupied with specialist aspects of disease control in the first days after detection of an outbreak. This highlights the importance of industry identifying their skilled personnel and being actively involved in the response.

While some government agencies, industry organisations and NGOs have identified their human resource requirements for a national livestock standstill others have not done so. Potential sources of additional human resources include other emergency service organisations and temporarily unemployed industry workers, such as abattoir and transport industry personnel. Scope exists for closer collaboration between government agencies and industry organisations to identify and share human resources.

Physical resources (infrastructure and services) were highlighted as vital to managing a national livestock standstill. Physical resources required during a national livestock standstill, such as appropriate holding facilities for livestock in transit should be documented.

### Summary of key findings - Resourcing

Significant human, financial and physical resources will be essential to support a large scale response such as FMD. To ensure these resources can be accessed, government and industry need to:

- have arrangements in place to access financial resources to cover the significant costs involved in implementing the response to an outbreak of FMD
- document human resource requirements
- identify skilled and experienced personnel
- identify additional sources of human and physical resources required for a national livestock standstill and means of accessing these
- provide appropriate training in advance as well as during the response.

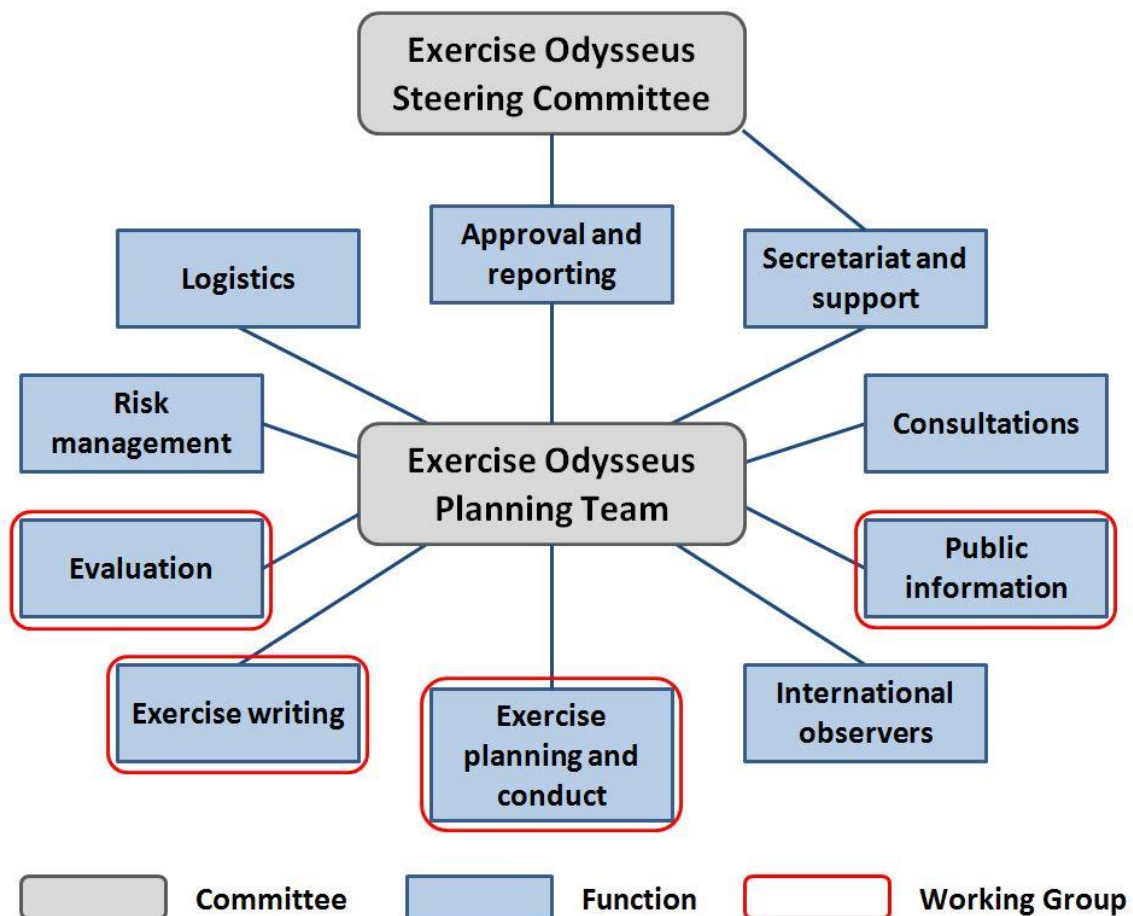
# 4 Exercise management

## Design

Exercise Odysseus was a complex program of activities that required a structured approach to manage its design, planning, conduct and evaluation. In recognition of this, the Australian Government Department of Agriculture and Water Resources established the National Exercise and Evaluation Program (NEEP) to coordinate and oversee each phase. The following governance structure was established for the program (Figure 1):

- A Steering Committee, chaired by a senior executive-level officer from the Australian Government Department of Agriculture.
- A Planning Team, also chaired by a senior executive-level officer from the Australian Government Department of Agriculture.
- National-level Working Groups, chaired by NEEP staff:
  - Exercise Odysseus - Writing (Scenario) Group
  - Exercise Odysseus - Communication Working Group
  - Exercise Odysseus - Evaluation Working Group.

**Figure 1 Exercise Odysseus governance structure and functions**



Reaching agreement on a common governance structure and arrangements early in the program ensured all program activities were designed, planned, conducted and evaluated in a coordinated and consistent manner. This was assisted by training provided by the Australian Emergency Management Institute (AEMI) in Exercise Management, undertaken by a number of planning team members.

Exercise Odysseus was designed as a graduated series of jurisdictional and national discussion activities, supplemented by one or more state and territory-based field activities. Contributions from jurisdictions and industry organisations to the exercise program were in kind, using existing physical and financial resources, with jurisdictions and industry organisations funding their own participation in the exercise program. This was an important consideration in the planning and conduct of activities. The Department of Agriculture funded travel and accommodation costs for members of the Planning Team and Working Groups to assist with participation in face-to-face meetings.

## Planning

During the planning phase, the Planning Team developed and the Steering Committee agreed on the exercise's aim, objectives, scope, participants and style. It was recognised that not all government agencies and industry organisations would have the same needs and that their objectives could differ slightly to the national objectives, outlined in Part One of this report. Accordingly, flexibility was built into the program, allowing each jurisdiction and industry organisation to develop sub-objectives (see Appendix) and to determine which elements of a national livestock standstill would be exercised, when and how.

This approach ensured the activities were tailored to the specific jurisdiction and industry organisation's needs, while maintaining linkages to the overall national objectives of Exercise Odysseus. In many cases, the outcomes and lessons identified from activities were used to inform subsequent Exercise Odysseus activities.

Exercise Odysseus was planned as a series of activities conducted by government agencies and industry organisations, with 48 activities being conducted throughout 2014 and early 2015. This enabled the program to build on itself as it progressed. For instance, one jurisdiction conducted four activities—the first three explored local and regional issues associated with implementing a livestock standstill with outcomes from these activities informing the fourth, which explored issues from a state perspective. In some cases the outcomes of state-level exercises informed subsequent national-level exercises and vice versa. This approach was effective and could be applied to future exercise programs.

Planning for exercise Odysseus could have been enhanced by holding face-to-face meetings of the Planning Team and Steering Committee members early in the planning phase, to ensure linkages between all activities were identified and to clarify how each exercise fits with or contributed to subsequent exercises.

Improvements to exercise planning that should be considered for future exercises include:

- Identify and document linkages between all activities of an exercise program.
- Build flexibility into the format of the exercises to allow for potential changes to planned activities, which should be explained to participants if and when they occur.

- Consider the size and the role of the planning team (which was big in Exercise Odysseus, with more than 20 members, reflecting the need to involve all jurisdictions and key industry organisations in the planning process).
- Review the roles of the Steering Committee and Communication Working Group to maximise their contribution and provide regular briefings to ensure they remain fully informed.

It was identified during Exercise Odysseus that further exercise programs are needed and would contribute towards maintaining engagement between government and industry to further enhance EAD preparedness.

## Communicating about Exercise Odysseus

National exercises can draw extensive media coverage. In anticipation of this, the Communication Working Group developed a package which included a communication strategy for communicating about Exercise Odysseus. The strategy was designed to raise awareness of Exercise Odysseus, while ensuring that activities were not mistaken for an actual outbreak of FMD. It was also used to inform government agencies, industry organisations and the public about Australia's response to an outbreak of FMD. The strategy included agreed messages about Exercise Odysseus, a national livestock standstill and FMD. These messages were used extensively by government agencies and industry organisations involved in the exercise program. This contributed towards consistent media (print and television) reporting on Exercise Odysseus, the value of which should not be underestimated.

Exercise Odysseus participants considered communication about the exercise was appropriate. Exercise Odysseus newsletters were considered an excellent initiative, although some thought these could have been produced more frequently early on in the program.

Overall, communication about Exercise Odysseus was effective. However, the Communication Strategy needed to be available to activity planners (particularly their communication staff) and participants earlier in the exercise program and before the first activity started. This would have maximised its value and use.

## The Exercise Odysseus scenario

To ensure that all Exercise Odysseus activities were conducted in a coordinated and consistent manner, a single national scenario based on a hypothetical outbreak of FMD was used. It was important that the scenario was realistic but not so complex that participants would be distracted by aspects not relevant to a national livestock standstill. The scenario was based on an outbreak of FMD detected initially on a cattle property in Queensland. The scenario was set in the first few days of the outbreak when a national livestock standstill would be considered and implemented, as well as when decisions would be made to lift or extend the standstill beyond the initial 72 hour period.

In the scenario, movements of susceptible livestock from infected properties were identified as having the potential to spread FMD throughout Australia. This scenario allowed the Australian, state and territory government agencies and livestock industry organisations to focus their activities on implementing and managing a livestock standstill. The use of a single, national scenario was effective.

However, further improvements were identified as follows:

- The purpose of the scenario and how it contributes to the activities outcomes should be explained to participants before activities begin, particularly for those less familiar with exercising.
- The amount of scenario detail provided to participants before and during an activity may influence the outcomes of an activity—this should be factored in when planning an activity.

## Conduct

Conducting a program of coordinated activities is a low-risk strategy (compared to a single, major exercise), since the cancellation of one or more of activities would not have a significant impact on the overall program. It is of note that none of the activities was cancelled. Each activity focused specifically on issues associated with implementing, managing, extending and/or lifting a national livestock standstill. The activities were conducted at national, jurisdiction, local and agency levels. This format offered multiple opportunities for government agencies and industry organisations to engage on and explore issues relevant to a national livestock standstill.

At a national-level, five government and industry discussion activities were conducted. Two looked at communicating about a national livestock standstill while the other three exercises were conducted for the CCEAD and NMG. These activities allowed participants to practice decision making in real time, using information similar to that which would be available during an actual response. Three national-level, industry-specific discussion activities were also conducted, focusing on industry arrangements for implementing and managing a national livestock standstill.

At a jurisdictional-level, 17 discussion activities were conducted. These focused on response arrangements, communication and coordination mechanisms in the respective jurisdictions. Some jurisdictions also conducted local-level field-based activities, exploring issues associated with implementing a livestock standstill at a saleyard on sale day when the yards were full of livestock.

The importance of providing participants with briefing materials before and during activities was reinforced during Exercise Odysseus. The format of some activities was very ambitious, anticipating that a vast range of topics would be addressed. In some cases this resulted in time constraints that impacted on the ability to cover all topics and maintain participants' interest, focus and engagement during activities.

Exercise Odysseus included independent facilitators with experience in the subject matter, which contributed significantly to activities achieving their objectives.

Improvements that could be considered for the conduct of future exercise programs include:

- Briefing information provided to participants should be adequate and provided in a timely manner to prepare them to participate in the activity.
- Exercise planners should carefully consider the time allocated to each activity and the format of activities to identify any potential constraints.



## Evaluation

As with planning and conduct, evaluating Exercise Odysseus activities required a consistent and coordinated approach, developed, documented and agreed by the Planning Team and Steering Committee. The evaluation methodology was consistent with that being developed by other Australian emergency management agencies and shared through the National Security Knowledge and Lessons Management workshops conducted by the Attorney General's Department at AEMI. It was also consistent with the evaluation training provided by AEMI, attended by a number of staff managing evaluation.

The evaluation approach for Exercise Odysseus ensured each activity had an Evaluation Manager—a member of the activity's planning team who either conducted the evaluation or appointed and managed other staff to do so. Independent evaluators, experienced in preparing for, and responding to, emergency animal disease incidents were appointed to evaluate jurisdictional and national level exercises. These evaluators had previously held senior positions in Australian agricultural agencies. The use of independent evaluators was viewed as positive and should be considered in future exercise programs.

The evaluators' observations and initial analyses, participants' written and verbal feedback and the outputs from each activity were analysed by the Evaluation Working Group. More than 600 observations were recorded and grouped into themes, summarised and reviewed by the Planning Team to inform this report.

Some areas to enhance the evaluation process for future exercises include:

- Evaluation processes expected to be implemented during an exercise or program of activities will be of most benefit if they are developed and available to the exercise planning teams and evaluators before commencement of an exercise program. This will ensure consistent evaluation of all activities.
- Collection of evaluation data, including key outcomes and lessons identified from activities, should be made available to the exercise Planning Team earlier to inform subsequent activities and to progressively draw lessons together.
- It would be beneficial to have one nationally agreed evaluation methodology that is clearly documented and supported by tools, which can be used for evaluating exercises and responses in the future.

### **Key findings – Exercise management**

- Linkages between all activities of an exercise program should be identified and documented early in planning, and periodically during the exercise program.
- Flexibility should be built into the format of an exercise to allow for potential changes to planned activities. This should also be explained to participants if and when it occurs.
- The use of independent facilitators and evaluators was viewed as positive and should be considered in future exercise programs.
- Briefing information provided to participants should be adequate to prepare them to participate in the activity.
- Evaluation processes will be of most benefit if they are developed (ideally based on a nationally agreed methodology) and available to planning teams and evaluators before commencement of an exercise program. This will ensure consistent evaluation of all activities.
- Evaluation data, including key outcomes and lessons identified from activities, should be made available to the exercise Planning Team early in the program to inform subsequent activities and to progressively draw lessons together.
- Further exercise programs are needed and should be conducted on a periodic basis to maintain engagement between government and industry and in order to further enhance emergency animal disease preparedness.

## Appendix: Exercise Odysseus objectives matrix

Component	Assess national, jurisdictional and industry arrangements for implementing and managing a livestock standstill	Assess national, jurisdictional and industry decision-making processes in declaring and implementing a national livestock standstill	Assess mechanisms for communicating a national livestock standstill and their effectiveness	Assess coordination within and between government and non-government agencies and industry
<b>National (government and industry)</b>	<ul style="list-style-type: none"> <li>Identify and assess national arrangements for implementing and managing a national livestock standstill.</li> </ul>	<ul style="list-style-type: none"> <li>Identify and assess national decision-making processes in declaring and implementing a national livestock standstill.</li> </ul>	<ul style="list-style-type: none"> <li>Identify and assess mechanisms for communicating a national livestock standstill and their effectiveness. (includes messages, mechanisms for delivery and responsibilities)</li> </ul>	<ul style="list-style-type: none"> <li>Identify and assess coordination arrangements within and between government and non-government agencies and industry, at a national level, prior to and during a national livestock standstill.</li> </ul>
<b>National (industry)</b>	<ul style="list-style-type: none"> <li>Identify and assess industry specific arrangements – relevant to industry organisation’s involvement in a national livestock standstill</li> </ul>	<ul style="list-style-type: none"> <li>Assess current and planned arrangements for industry input at all levels of EAD response: NMG, CCEAD and Industry Liaison Officers (ILOs)</li> <li>Assess planned process for involvement of JIT (just-in-time)-trained personnel</li> </ul>	<ul style="list-style-type: none"> <li>Engage industry communications specialists during the planning and testing phase of the Exercise</li> </ul>	<ul style="list-style-type: none"> <li>Engage industry organisations at national, jurisdictional and regional level, and assess communication and coordination between these organisations.</li> </ul>
<b>Australian Government</b>	<ul style="list-style-type: none"> <li>Assess Australian Government arrangements</li> </ul>	<ul style="list-style-type: none"> <li>Assess Australian Government decision</li> </ul>	<ul style="list-style-type: none"> <li>Assess Australian Government mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>Assess Australian Government coordination arrangements in</li> </ul>

	<p>for implementing and managing a national livestock standstill. i.e.:</p> <ul style="list-style-type: none"> <li>- Australian Government Agriculture Incident Plan</li> <li>- Australian Government Crisis Management Framework</li> </ul>	<p>making processes in declaring and implementing a national livestock standstill</p>	<p>for communicating a national livestock standstill</p>	<p>relation to a national livestock standstill.</p>
<b>Department of Agriculture and Water Resources</b>	<ul style="list-style-type: none"> <li>• Improve awareness of the department's response arrangements for a national livestock standstill including: <ul style="list-style-type: none"> <li>- the processes and systems used to activate these arrangements</li> <li>- the coordination of resources during an incident.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Validate the department's decision-making processes during a national livestock standstill.</li> </ul>	-	-
<b>Australian Capital Territory</b>	<ul style="list-style-type: none"> <li>• Identify legislative issues that would impact on the ACT's capability to implement a livestock standstill in the ACT</li> </ul>	-	<ul style="list-style-type: none"> <li>• Assess the adequacy of communication channels and protocols between government, non-government agencies and industry to respond to the declaration of a national livestock standstill</li> </ul>	<ul style="list-style-type: none"> <li>• Test the ACT Government's capacity to implement and manage animal welfare, livestock in-transit and security during a national livestock standstill</li> <li>• Identify the human and other resources required at a saleyard and more generally across the ACT</li> </ul>
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					to respond to the declaration of a national livestock standstill
<b>New South Wales</b>	<ul style="list-style-type: none"> <li>Assess the arrangements to implement and maintain a livestock standstill, by government and industry, at a state level in NSW in response to an outbreak of FMD</li> </ul>	<ul style="list-style-type: none"> <li>Review the whole of government arrangements and decision-making processes that apply in support of a livestock standstill</li> </ul>	-	-	-
	<ul style="list-style-type: none"> <li>Assess the arrangements to implement and maintain a livestock standstill, by government and industry, in regional NSW in response to an outbreak of FMD</li> </ul>				
<b>Northern Territory</b>	<ul style="list-style-type: none"> <li>Enhance knowledge (raise awareness) of arrangements for implementing a livestock standstill.</li> </ul>	<ul style="list-style-type: none"> <li>Document the decision making process to be followed when implementing a national livestock standstill in the NT.</li> </ul>	<ul style="list-style-type: none"> <li>Consider/review how to contact and mobilise stakeholders within a limited timeframe.</li> </ul>		<ul style="list-style-type: none"> <li>Assess ability to obtain support from other stakeholders – i.e. Police / Road Transport – in implementing a livestock standstill.</li> </ul>
	<ul style="list-style-type: none"> <li>Assess arrangements for trucks that: are unable to complete their journey and/or do not originate within the NT.</li> </ul>			-	<ul style="list-style-type: none"> <li>Evaluate capacity to respond to issues associated with loaded or partially loaded cattle boats affected by the standstill in Darwin Harbour.</li> </ul>
	<ul style="list-style-type: none"> <li>Identify and address potential animal welfare issues that would occur as a result of a livestock standstill in NT.</li> </ul>	-		-	
				-	-

	<ul style="list-style-type: none"> <li>Assess capacity to identify and locate all cattle truck movements at the time a livestock standstill is implemented</li> </ul>	-		
<b>Queensland</b>	<ul style="list-style-type: none"> <li>Assess national, Queensland and industry arrangements for implementing and managing a livestock standstill.</li> </ul>	<ul style="list-style-type: none"> <li>Assess national, Queensland and industry decision-making processes in declaring and implementing a national livestock standstill.</li> </ul>	<ul style="list-style-type: none"> <li>Assess mechanisms for communicating a Queensland-based livestock standstill and their effectiveness.</li> </ul>	<ul style="list-style-type: none"> <li>Assess Queensland coordination within and between government and non-government agencies and industry.</li> </ul>
<b>South Australia</b>	<ul style="list-style-type: none"> <li>To develop knowledge of the South Australia industry plans for a livestock standstill.</li> </ul>	<ul style="list-style-type: none"> <li>To identify industry and strategic decision-making processes that would occur in declaring and implementing a livestock standstill.</li> </ul>	<ul style="list-style-type: none"> <li>To identify and document the communication pathways that would need to occur to effectively implement a livestock standstill in SA.</li> </ul>	<ul style="list-style-type: none"> <li>To develop knowledge of the contribution other South Australian agencies can make to declaring and implementing a livestock standstill.</li> </ul>
<b>Tasmania</b>	<ul style="list-style-type: none"> <li>To create awareness of the legislative/administrative framework under which a livestock standstill is put in place in Tasmania.</li> </ul>	-	<ul style="list-style-type: none"> <li>To confirm the messages needed to communicate a livestock standstill.</li> <li>To confirm target groups and the means to communicate with them.</li> </ul>	<ul style="list-style-type: none"> <li>Explore the logistical challenges and solutions for stock disposition when a standstill is declared.</li> </ul>
<b>Victoria</b>	<ul style="list-style-type: none"> <li>Assess progress made since exercise DIVA in relation to industry standstill plans.</li> </ul>	-	<ul style="list-style-type: none"> <li>Assess progress made following exercise DIVA in relation to</li> </ul>	<ul style="list-style-type: none"> <li>Assess progress made since exercise DIVA in relation to industry standstill plans.</li> </ul>

<p><b>Western Australia</b></p>	<ul style="list-style-type: none"> <li>Review DAFWA’s procedures relevant to a livestock standstill.</li> <li>Develop saleyards’ and abattoirs’ procedures and arrangements to implement a livestock standstill.</li> </ul>	<ul style="list-style-type: none"> <li>Review DAFWA’s procedures relevant to a livestock standstill.</li> </ul>	<p>government/industry communication plans to initiate a standstill.</p> <ul style="list-style-type: none"> <li>Test communication of a livestock standstill using social media.</li> </ul>	<ul style="list-style-type: none"> <li>Practise government and industry coordination of arrangements for managing a livestock standstill.</li> </ul>
<p><b>Rapid Response Team</b></p>	<ul style="list-style-type: none"> <li>Identify the strategic issues and challenges of implementing a 3-day livestock standstill in a Victoria.</li> <li>Practise developing the incident response outputs required of a State Coordination Centre in Victoria             <ul style="list-style-type: none"> <li>when declaring and implementing a 3-day livestock standstill in Victoria</li> <li>during transition from a livestock standstill to movement controls.</li> </ul> </li> </ul>	<p>-</p> <p>-</p> <p>-</p>	<ul style="list-style-type: none"> <li>To review the Victoria’s livestock standstill communication plan and identify, where appropriate, options that could result in improved compliance with a standstill.</li> </ul>	<ul style="list-style-type: none"> <li>Strengthen interoperability and knowledge sharing of FMD across Victorian government and industry partners.</li> </ul> <p>-</p>

# Abbreviations and acronyms

ABARES	Australian Bureau of Agricultural and Research Economics and Sciences
ACT	Australian Capital Territory
AEMI	Australian Emergency Management Institute
AHA	Animal Health Australia
AUSVETPLAN	Australian Veterinary Emergency Plan
CCEAD	Consultative Committee on Emergency Animal Diseases
DAF	Queensland Department of Agriculture and Fisheries
DAFWA	Department of Agriculture and Food, Western Australia
DEDJTR	Victorian Department of Economic Development, Jobs, Transport and Resources
EAD	Emergency Animal Disease
EADRA	Emergency Animal Disease Response Agreement
FMD	foot-and-mouth disease
NASOP	Nationally Agreed Standard Operating Procedure
NCN	Biosecurity Incident National Communication Network
NEEP	National Exercise and Evaluation Program
NFF	National Farmers' Federation
NGO	non-government organisation
NLIS	National Livestock Identification System
NMG	National Emergency Animal Disease Management Group
NT	Northern Territory
NSW	New South Wales
OIE	World Organisation for Animal Health
PHA	Plant Health Australia
PIRSA	Primary Industries and Regions South Australia
RMAC	Red Meat Advisory Council
RRT	Rapid Response Team
SA	South Australia