



**AUSTRALIAN INDUSTRY STANDARDS LIMITED
SKILLS SERVICE ORGANISATION**

Business Case

PUA12 Public Safety Training Package

Review and Development

Public Safety Industry Reference Committee

Instructions for feedback

Please note inside this document are a series of question boxes that enable your feedback on this business case. Then simply click on the email link below to submit your feedback.

enquiries@australianindustrystandards.org.au

This Business Case will be available for feedback until COB Friday the 25th of November 2016. Thank you for assisting us with your feedback.

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Executive Summary

The Australian Industry and Skills Committee (AISC) has requested the preparation of a Business Case for the review and proposed development of the PUA12 Public Safety Training Package. The Public Safety Industry Reference Committee (IRC) is responsible for submitting the Business Case to the AISC.

This Business Case developed by the Public Safety IRC, is focused on, but is not limited to, setting out the strategic and evidentiary case (including an analysis of the level of industry support) for developing new training package products relevant to the area of Biosecurity Response Operations.

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Introduction

The purpose of a Business Case is to make the 'case for change' to a Training Package. It details the issues that need to be addressed through the review and development of training package products, and outlines the proposed scope of work, benefits, implications and potential risks of such change.

As the nominated Skills Service Organisation for the Public Safety IRC, Australian Industry Standards (AIS) have developed a draft Business Case for consultation with key parties and registered stakeholders as a first step in this process.

The Business Case will then be submitted to the AISC who will make a final decision on whether to proceed with the review.

This document contains a series of questions to prompt you for your views. The responses will be used by AIS and the Public Safety IRC to shape the final Business Case prior to submission.

The Public Safety IRC look forward to your feedback. Should you have any queries or require clarification, please contact:

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A. ADMINISTRATIVE INFORMATION

Industry Reference Committee submitting the Business Case

Public Safety Industry Reference Committee

Skills Service Organisation responsible for preparing the Business Case

Australian Industry Standards Limited

Proposed focus of Business Case review and development (qualifications, skill sets, units of competency)

Public Safety Training Package products were reviewed and proposed for development as part of this Business Case. This includes for a Biosecurity Response:

- One Public Safety unit of competency
- Up to eight skill sets

B. METHODOLOGY FOR REVIEW

Stakeholder Consultation

The Commonwealth has requested AIS and the Public Safety IRC to:

Undertake the necessary research and stakeholder consultations to develop a Business Case for consideration by the Australian Industry and Skills Committee (AISC), setting out the strategic and evidentiary case for developing new training products within the PUA Public Safety Training Package. The new products will address revisions made to the Biosecurity Response Procedures as part of the Intergovernmental Agreement on Biosecurity (IGAB). The Business Case will focus on, but is not limited to, setting out the case for developing two new units of competency:

(1) apply biosecurity response procedures; and (2) conduct biosecurity response planning.

The Business Case must consider the IGAB commitment to implementing a national suite of biosecurity response training and assessment materials. The Business Case will also reference any activities from the Request for Additional Activities Agreement, which also respond to the IGAB for example the transition of biosecurity units of competency and the creation of biosecurity skill sets.

A recent report entitled 'Australia's Biosecurity Future' (CSIRO, 2014)¹ highlights the importance of developing and maintaining sufficient biosecurity capability to manage the increasing complexity of the Australian biosecurity landscape.

The Intergovernmental Agreement on Biosecurity (IGAB) was ratified in January 2012 and aims to strengthen the working partnership between governments and to improve the national biosecurity system and minimise the impact of pests and disease on Australia's economy, environment and the community. Via this agreement, the Commonwealth and all state and territory governments²

¹ Simpson, M. dSrinivasan, V (2014) Australia's Biosecurity Future. Preparing for future biosecurity challenges. Commonwealth Scientific and Industrial Research Organisation (CSIRO).

² With the exception of Tasmania

committed to maintaining an effective level of preparedness to adequately respond to biosecurity incidents and collaboratively implement programs to ensure that the necessary level of capacity and capability is sustained across all jurisdictions.

This initial Business Case provides the case for change and is being made available to industry stakeholders and key bodies for comment. Stakeholders to be consulted for the final Business Case will include:

- members of the Public Safety Industry Reference Committee
- Department of Agriculture and Water Resources
- Australian Skills Quality Authority
- Western Australian and Victorian Vocational Education and Training regulators
- RTOs with Biosecurity Response qualifications on their scope of registration
- a cross section of enterprises with occupations covered by the Public Safety Training Package.

Once comments are received, AIS will present the feedback to the Public Safety IRC for discussion and direction.

The final Business Case will be updated by AIS based on the IRC's advice and then presented to the IRC for final comment and sign-off. The Business Case will then be submitted to the Australian Industry and Skills Committee for its decision. If approved, the final Business Case will be uploaded onto the AIS website. Stakeholders may choose to register for project updates to keep in touch with progress and provide feedback on draft materials as they become available for comment.

C. OUTCOME OF THE REVIEW

Consultation Questions

Question 1.

Are there additional stakeholders that the Public Safety IRC should invite to comment on the initial Business Case?

Question 2.

Are there additional issues that should be covered under the review and development of PUA12 Public Safety Training Package products related to Biosecurity Response qualifications?

Industry use of Public Safety Training Package

Public Safety Training Package qualifications and units of competency are used by federal, state and territory government departments and agencies to provide the required skills and knowledge for a dedicated Biosecurity Response capability. The Department of Agriculture and Water Resources³ leads the Australian Government in minimising the impact of pests, diseases and contaminants on Australian agriculture, the environment, and people's health.

³ <http://www.agriculture.gov.au/biosecurity/emergency>

These outcomes are achieved by working with the state and territories, and industry stakeholders in peace time to develop and test emergency response plans and arrangements. During real-life pest and disease outbreaks, the department coordinates national resources, operational and technical support as well as public information.

A national biosecurity response capability is required to be maintained as a result of federal Biosecurity legislative instruments, including Biosecurity Acts, Regulations and Determinations.

Australian Apprenticeship and Traineeship suitability

Biosecurity response stakeholders consider that the occupations, functions and roles described within this Business Case are unsuitable for delivery through Australian Apprenticeship or Traineeship arrangements, due to the specific nature of industry roles, task complexity, and practices unique to the control and management of biosecurity risks and threats.

Nationally recognised training product

There is an ever increasing need for biosecurity response personnel to work in cross-border environments in cooperation with the States, Territories and the Commonwealth. With increasing biosecurity risk and limited resources, there is a need for national consistency and an agile, flexible biosecurity emergency response workforce.

This is reflected in IGAB Schedule 7 which defines the following priority areas for enhancement; national emergency preparedness and response arrangements that allow for nationally consistent response arrangements; access to appropriately trained people between jurisdictions; and a coordinated national approach to capability and infrastructure for biosecurity emergency responses.

Further, IGAB Schedule 7 commits signatories to:

- The sharing of resources and capabilities between jurisdictions to train and prepare for, and respond to, emergencies.
- Developing and implementing nationally accredited training and approved biosecurity exercise programs and simulations.
- Developing and implementing standard processes to facilitate the exchange of information between jurisdictions during a biosecurity emergency response.
- Maintaining clearly defined and consistent emergency response arrangements that are recognised and practiced by all jurisdictions across each level of government.

National recognition of the updated biosecurity related qualifications will provide the foundation upon which industry and jurisdictions can build capacity and capability to achieve these goals.

Training delivery advice

The majority of learners seek to undertake these qualifications to enhance individual skilling needs, and to actively participate in a biosecurity response environment - undertaking the functions of planning, logistics, finance, administration and public information functions in a control centre or operational activities in the field.

Many of the skills and knowledge covered by these qualifications are developed and gained 'on the job' within related government departments and industries. Learners will also seek to obtain skill sets or qualifications (or part thereof) via recognition of prior learning (RPL) pathways.

It is expected that training delivery and assessment will include blended strategies including face to face training, eLearning/multimedia and practical application and experience within organised simulations and exercises, and real-time biosecurity responses. The training may be completed through the relevant units of competency, and in modular blocks of training and assessment periods.

Learners are primarily from agriculture, horticulture, conservation and land management industries, and includes state and federal government departments where they apply broader emergency management skills and/or highly specific biosecurity response expertise.

The majority of learners are adult learners with varying levels of workplace experience, and a varied range of generalist skills in the use of computer technology and language, literacy and numeracy. Potential learners may encompass workers with limited generalist skills to managers with high level qualifications and generalist skills.

The expectations of industry are:

- Public Safety Training Package products will reflect legislative and regulatory requirements and the skills needs of the Public Safety sector.
- The training provided by RTOs will address these needs, and individuals should graduate with skills that are relevant and transferable across state and federal government agencies, commercial enterprises and broader emergency management environments.
- RTOs delivering Public Safety Training Package products will provide high-quality training and assessment that meets the outcomes identified in the units of competency.

Overview of the issues identified in the review

The IGAB Schedules identify the national priority areas for collaboration. Schedule 7 entitled 'National Biosecurity Emergency Preparedness and Response Arrangements' aims to strengthen and build the national capability and capacity to prepare for and respond to biosecurity incidents. The National Biosecurity Committee (NBC) is the governing body tasked with identifying and implementing collaborative projects to meet the national priorities identified under IGAB.

Prior to 2012, the PUA00 Public Safety Training Package did not contain any biosecurity-specific qualifications. To meet the needs of IGAB, Commonwealth and jurisdictional representatives of the Biosecurity Emergency Trainers Working Group (now known as the Training Specialist Task Group (TSTG))⁴ worked in collaboration with Government Skills Australia as the former Public Safety Training Package developer, to define three qualifications for inclusion in the revised PUA12 Public Safety Training Package:

- PUA33112 Certificate III in Public Safety (Biosecurity Response Operations)
- PUA42912 Certificate IV in Public Safety (Biosecurity Response Leadership)

⁴ The TSTG is a working group convened by the National Biosecurity Emergency Preparedness Expert Group (NBPEPEG) which is in turn an expert group reporting to the National Biosecurity Committee.

- PUA52412 Diploma of Public Safety (Biosecurity Response Management)

These qualifications within the Public Safety Training Package provide the only Vocational Education and Training (VET) qualifications for occupations involved in biosecurity response operations in Australia. Units of competency for these qualifications were sourced from the following interdependent training packages:

- PUA Public Safety
- AHC Agriculture, Horticulture and Conservation and Land Management
- PSP Public Sector
- BSB Business Services
- TLI Transport and Logistics

The use of these qualifications is to support personnel that are developing their individual capabilities to work in specific functional teams within a biosecurity emergency response, including public information, response planning, operations, logistics, finance and administration. These functional sectors are consistent with those defined in the Biosecurity Incident Management System (BIMS) and the Australian Veterinary Emergency Plan (AUSVETPLAN). A range of Biosecurity Response Skill Sets were also proposed but not included within the PUA12 Public Safety Training Package at that point in time.

Since 2012, amendments have been made to the AUSVETPLAN Control Centres Management Manual Parts 1 and 2 (Version 4.1/4.0 respectively, 2015)⁵. Ongoing work by the TSTG has identified the need to fill gaps in the current qualifications to align with BIMS and AUSVETPLAN, including the need to define industry skill sets and ensure that core and elective units of competency are appropriate, relevant to industry needs, and cover the full scope of emergency response content needed.

At present, the majority of training and assessment of biosecurity qualifications is undertaken by, or on behalf of jurisdictions to increase federal, state and territory government capabilities, and improve the capacity to prepare for and respond to a biosecurity emergency and incident response. There is also a need to improve capability in wider industry stakeholder groups, as many functional activities within a biosecurity incident response relate to skills and knowledge that may be sourced from allied industries, the private/commercial sector and the wider Australian community.

The capacity to respond effectively to a significant multi-state biosecurity emergency or incident response may require thousands of people. These people may apply skills from the broader response skills base, thus an understanding of biosecurity response functions is required to support the skills already available within industry.

Effective biosecurity risk minimisation is a shared responsibility between government and industry. Development and maintenance of suitable biosecurity response capabilities will minimise the social and economic impacts of biosecurity incursions on agricultural and the wider Australian communities.

⁵ Animal Health Australia (2015). Control centres management manual and Part 2: Operational centres: functions and linkages (Version 4.0). Australian Veterinary Emergency Plan (AUSVETPLAN), Edition 4, Australian Agriculture Ministers' Forum.

Industry therefore contributes to biosecurity preparedness and response capability by training their members, enabling them to minimise biosecurity risk as part of their industry role and to contribute their expertise within a biosecurity incident response. At present, collaboration between jurisdictions and industry enables training and assessment to be undertaken via joint initiatives.

Biosecurity response planning

Planning skills are essential to an effective biosecurity incident response. Industry and government personnel develop some planning skills as part of their normal role. However, in the high stress, rapidly changing working environment of a biosecurity incident response, personnel need to apply these skills within the Biosecurity Incident Management System functional structure, and require training and assessment that is contextualised to relevant scenarios.

Biosecurity response stakeholders have not identified suitable unit(s) of competency within the National Register of VET that adequately addresses the required skills and knowledge to conduct operational planning within a biosecurity response environment. Biosecurity stakeholders have identified an urgent training need to address this identified skills gap. As such, a new unit of competency is proposed to be developed and included in the Public Safety Training Package, and potentially included within a range of Biosecurity Response qualifications and skill sets.

This unit of competency is proposed to be applicable to all potential biosecurity response incident planners, and provides the opportunity for skills transferability from other emergency management sectors, agriculture, horticulture, conservation and land management sectors. It is considered feasible for the unit of competency to be utilised across any occupation or role that may potentially be required to provide operational planning capabilities to a biosecurity incident response, of varying magnitudes.

Skill Sets

A large proportion of personnel employed within a biosecurity incident response, particularly where those employed to undertake field operations or public information roles primarily use their everyday skills in a response environment, and may not have the opportunity, or requirement to obtain the Certificate III in Public Safety (Biosecurity Response Operations).

Increased engagement with the core units of competency of biosecurity response qualifications by industry and the agricultural community will enhance national biosecurity incident response preparedness. It is considered that formal recognition of Biosecurity Response Skill Sets will increase engagement opportunities, and thereby the number of potential learners who may undertake the relevant qualification training pathways.

Attainment of skills and knowledge relating to how a biosecurity incident response is managed and coordinated will significantly enhance an individual's ability to contribute effectively and safely within a response operation. To enable such learners to gain the core skills and knowledge and have this recognised by attainment of a skill set, a range of skill sets relating to various biosecurity incident response functional activities are proposed.

National biosecurity agencies have identified the need to develop new skill sets aligned to biosecurity incident management functions including:

- Planning
- Logistics
- Finance
- Administration
- Public information
- Incident control

Skill sets addressing these functions are expected to be applicable to all facets of a biosecurity incident response, and suitable to any occupation or role that may potentially be required to provide support or operational capabilities to a biosecurity incident response, of varying magnitudes.

Occupations to which the training products map

Occupations covered by existing and new training package products include:

- Incident Responder
- Biosecurity Officer
- Response Leader
- Response Manager

In most cases, skill sets and qualifications will build on an individual's broader emergency response skills and knowledge, enabling them to apply their expertise to work effectively within a biosecurity response environment. Many learners have attained other vocational or higher education qualifications within their area of expertise, and the completion of a biosecurity response qualification complements these existing skills, and enhancing their overall capability to work effectively in a biosecurity incident response. Attainment of a biosecurity response skill set or qualification also improves the learner's chances of gaining employment in a relevant federal, state or territory government department as a Biosecurity Officer.

Industry personnel working within allied industries and/or with relevant qualifications may apply their skills to contribute to a biosecurity incident response. Areas of expertise include a wide range of agriculturally-related fields, including pest management, pork production, agriculture and production nurseries.

Such personnel may be employed within a biosecurity response to undertake operational activities in the field or in control centres. To this end, attainment of the Certificate III in Public Safety (Biosecurity Response Operations) enhances their capability and employability within a response, as well as their employability in the wider emergency management workforce.

Personnel with team leadership skills are a vital part of any coordinated response activity, and these skills are also applicable in the day-to-day workplace. Experienced individuals with leadership skills and aspirations may seek to apply these skills via attainment of the Certificate IV in Public Safety (Biosecurity Response Leadership), whilst also enhancing their broader employability and career development within emergency management supervisory roles.

High level management skills are required to undertake specific functional management activities within a coordinated response. Industry and government personnel who seek to develop their management skills within the context of biosecurity response functions (including the vital industry

liaison function) will benefit from attainment of the Diploma of Public Safety (Biosecurity Response Management), both in their employability within a response and their career development within emergency management managerial roles.

Training products where the IRC recommends change

The proposed changes to the Public Safety Training Package responds to vocational skilling issues identified through national Biosecurity capability, legislative and operational requirements.

The changes are based on quantifiable benefits including:

- implementing revised skills and knowledge related to operational planning and applying appropriate industry and regulatory response procedures for a biosecurity response operation
- sharing of resources and capabilities between jurisdictions to train and prepare for, and respond to, emergencies
- developing and implementing nationally accredited training and approved biosecurity exercise programs and simulations
- developing and implementing standard processes to facilitate the exchange of information between jurisdictions during a biosecurity incident response
- maintaining clearly defined and consistent emergency response arrangements that are recognised and practiced by all jurisdictions across each level of government

Evidence of industry support for the proposed change

This Business Case is supported by the:

- Department of Agriculture and Water Resources
- National Biosecurity Committee and its subsidiary Biosecurity stakeholder groups
- Public Safety IRC

Support for the proposed changes is being sought through consultation on this Business Case from:

- Agricultural and environmental industries with biosecurity response obligations
- Employer associations
- Unions
- RTOs with Public Safety qualifications on scope
- State and Territory Training Authorities
- Other interested parties through public consultation and feedback

Critical timeframes associated with the proposed change

The Public Safety Industry Reference Committee has endorsed a transition strategy that encompasses two new releases of the PUA Public Safety Training Package over the period 2016-2018. This strategy is outlined within the Public Safety IRC Four-Year Workplan submitted to the AISC in September 2016.

It is proposed to align the Biosecurity qualification review and development activities within this Business Case to the PUA Public Safety Training Package Release 1.0 activities. The IRC intends to submit a Case for Endorsement to the AISC recommending the approval and release of the PUA Public Safety Training Package Release 1.0 by no later than the end of 2016-17.

New training products required

Consultation Questions

Question 3.

Are the **proposed changes** sufficient to ensure that the training products adequately address the skilling needs of individuals undertaking Biosecurity Response functions and roles?

Question 4.

Are there other **quantifiable benefits** to reviewing and developing the Public Safety Training Package other than those listed above?

Question 5.

Do you support the **proposed changes** as described in this initial Business Case?

If not, please give reasons for your opposition which will be considered by the Public Safety Industry Reference Committee.

D. ESTIMATED IMPACTS OF PROPOSED CHANGE

Biosecurity Workforce

There are currently 288 Registered Training Organisations (RTOs) who have the some or all components of the PUA12 Public Safety Training Package on scope of registration. Training delivery of Biosecurity qualifications is undertaken by the following numbers of RTOs:

- PUA33112 Certificate III in Public Safety (Biosecurity Response Operations) – Two (2) RTOs
- PUA42912 Certificate IV in Public Safety (Biosecurity Response Leadership) – Two (2) RTOs
- PUA52412 Diploma of Public Safety (Biosecurity Response Management) – Two (2) RTOs

Impact of the proposed changes

Biosecurity stakeholder consultation to date has identified that the proposed changes to Public Safety training package products will result in:

- Implementation of skills and knowledge related to operational planning and the application of appropriate industry and regulatory response procedures for a biosecurity response operation
- Enhanced sharing of resources and capabilities between jurisdictions to train and prepare for, and respond to, emergencies
- The ongoing development and implementation of nationally accredited training and approved biosecurity exercise programs and simulations
- The ongoing development and implementation of standard processes to facilitate the exchange of information between jurisdictions during a biosecurity incident response
- Maintaining clearly defined and consistent emergency response arrangements that are recognised and practiced by all jurisdictions across each level of government

Consultation Question

Question 6.

Are there impacts to the proposed changes of the Public Safety Training Package other than those listed above?

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