

PRIMARY
INDUSTRIES
& REGIONS SA
PIRSA

Adverse Events Recovery Framework for Primary Production

A guide to preparing for and recovering from adverse events



Government
of South Australia

Primary Industries
and Regions SA

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1. PURPOSE

The Adverse Events Recovery Framework (the framework) will guide the Primary Industries and Regions SA (PIRSA) approach to preparing for and implementing recovery activities in response to adverse events that severely affect primary production, viability and profitability. Adverse events may include events such as fire, flood, severe weather and disease or other adverse events such as drought and/or sudden and unforeseen trade restrictions resulting from an adverse event.

This framework establishes a community-led¹ process to determine the recovery needs for primary production and associated communities as a result of a given event. It suggests the approach to be taken in partnership and collaboration with primary producers, industries and other agencies to **return primary industry businesses to normal operations as quickly as possible**, noting the new normal may be different.

The framework establishes a context for defining

severity of adverse events from a meteorological (rainfall) perspective, a production perspective and the socio-economic impacts.

The principles in this framework are consistent with arrangements such as the Intergovernmental Agreement (IGA) on Drought Program Reform, the National Strategy for Disaster Resilience, the Natural Disaster Relief and Recovery Arrangements (NDRRA) and South Australia's State Emergency Management Plan.

Planning and preparedness for adverse events is an ongoing endeavour through the delivery of PIRSA's core business to assist primary industries and regions to grow and innovate. Our approach to working with primary industries and primary producers ensures we have the networks and intelligence required to support effective recovery programs. This is further described in the PIRSA Modern Extension Framework (A3195743).

¹ Community-led recovery is a responsive and flexible approach used to empower and enable adverse affected communities to create and implement their own solutions and move forward. This approach puts the focus on the affected community and their needs and aspirations, uses the existing social capital and is implemented at the community's pace. Community-led recovery uses partnerships to provide an opportunity to make improvements beyond pre-disaster conditions and build capacity and resilience.

2. CONTEXT

This framework will guide PIRSA’s approach to providing a dedicated, committed and structured recovery program². The recovery program will provide the following benefits to South Australia, our regions and PIRSA. It:

1. Provides critical support for primary industries and primary producers to recover from severe impacts and hence return to ‘normal business’ as quickly as possible.
2. Assists PIRSA in mitigating an identified strategic risk: Failure to provide effective response to an emergency or adverse event³.
3. Meets the IGA objectives, and contributes to the State’s agreed role and responsibilities under the IGA.
4. Ensures that PIRSA meets its obligations under the State Emergency Management Plan, in particular supporting the economic recovery of primary industries.
5. Complements any PIRSA Emergency Response Program.

The framework covers emergency events that can occur quickly, without warning but have a defined ‘start’ and ‘end’ (fire, flood, frost, hail, severe storm) and other adverse events such as drought and significant sudden trade restrictions resulting from an adverse event which are less obvious and defined.

The principles for dealing with these events are similar; however, the insidious nature of drought and sudden significant trade restrictions require a slightly different approach. Thus, the framework is separated into two sections – one for emergencies, and one for other adverse events including drought and other events. It addresses planning/preparedness and recovery stages of adverse events.

Planning and preparedness is a key platform of the IGA for drought, and one that PIRSA is supporting through various farm business programs. This framework highlights the critical phase of preparedness, but recognises that even the most prepared agricultural businesses will endure some hardship during more severe events.

Table 1: The following summarises roles for the different events and stages of support to manage the adverse events.

		EVENT SCENARIO		
		Sudden onset SEMP events* (eg fires, floods)	Sudden onset non-SEMP events (PIRSA initiated)	Slow onset / prolonged events (eg droughts)
STAGE	Plan and prepare	PIRSA Biosecurity SA lead for Animal and Plant Disease	PIRSA lead for Research, development and Extension (RDE) and Biosecurity readiness	PIRSA lead for RDE
	Response	PIRSA Biosecurity SA Lead	Event dependent	PIRSA lead, multi-agency phased support
	Recovery	DCSI Lead PIRSA Rural Solutions support	Event dependent	PIRSA lead, multi-agency phased support

*Sudden onset SEMP events are control/support agency response events

More details are at Table 2 and in Section 6: Stages, Triggers and Governance.

Out of scope for the framework are:

- > Matters and actions relating to the **immediate response** to an emergency event that is led by Biosecurity SA under

² Recovery refers to the coordinated process of supporting affected communities in reconstruction of the physical infrastructure and restoration of emotional, social, economic and physical wellbeing. Response refers to actions taken in anticipation of, during, and immediately after an event to ensure that its effects are minimised, and that people affected are given immediate relief and support (Emergency Management Australia 1998).

³ Risk 25 - PIRSA Strategic Risk Register 2017.

direction of the State Controller Agriculture and Animal Services.

- > **Specific actions** in relation to biosecurity outbreaks and industry **specific recovery** needs and obligations under national biosecurity agreements.
- > Matters relating to water supply security from surface and ground water sources. However, where the impacts of water supply shortages have impacts commensurate to those of rainfall deficiency scenarios, the assistance responses proposed in the framework are equally applicable.

Formal responsibilities

Under the State's Emergency Management Plan, PIRSA's responsibilities are:

- > Hazard Leader for the Animal and Plant Disease Hazard – PIRSA is responsible for prevention and preparedness activities (planning).
- > Control Agency for Animal, Plant, and Marine Disease – PIRSA is responsible for response and recovery activities.
- > Support Agency – PIRSA supports the responsible control agency and is subject to their direction. The role is to provide relief and recovery assistance to primary industries and primary producers.

These roles influence PIRSA's operations and actions in the recovery phase (refer Chapter 6).

Definition of recovery

For the purposes of this framework, the term 'adverse event' is used to include natural disasters and other extraordinary events and situations whereby the primary production sector is impacted.

Recovery is defined in the Australian Emergency Management Handbook as being;

“the coordinated process of supporting affected communities in the reconstruction of the built environment and the restoration of emotional, social, economic, built and natural environment wellbeing”.

In assisting individuals and communities to manage their own recovery, activities are delivered in an integrated manner across four domains:

1. Economic
2. Social
3. Infrastructure and built
4. Natural.

The economic domain considers the impact that an adverse event may have on the local or regional economy of the area or industry. PIRSA's recovery focus is on the economic domain as it relates to primary industries and primary producers and thereby regions of South Australia.

Longer term recovery for primary producers and primary industries can involve a myriad of financial, social and personal factors that will vary between primary producers, businesses, and industries. Assistance measures often require a multi-faceted approach to meet people's needs.

Droughts are a recurrent and frequent feature of Australia's climate. Severe droughts bring sharp reductions in agricultural output and farm incomes. The effects of climate change are expected to increase the frequency and severity of droughts and intensify impacts to primary production.

Droughts have traditionally been defined by prevailing climatic conditions and measurements that define hotter and/or drier than 'normal' (or average) conditions.

However, this framework considers the impacts and effects that **characterise** 'droughts' and use these as a surrogate to define an **agricultural emergency**.

The context for defining severity of events from a production perspective and the socio-economic impacts is contained within the framework; and in the case of droughts, from a meteorological (rainfall) perspective.

Regardless of the event, standard features that guide recovery efforts are outlined in this framework as the general principles and approach will be similar.

Lead agencies delivering economic recovery functions include the Department for

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State Development, Primary Industries and Regions (PIRSA), and Local Government.

PIRSA is represented on the State Recovery Committee (SRC) and the State Public Information and Warnings Advisory Committee (SPIWAG), established under the State Emergency Management Committee. PIRSA is also represented on the Finance Sub-committee of the SRC.

PIRSA leads the State Drought Monitoring and Advisory Group.

Changes in approach to recovery

Recent experiences in South Australia with adverse events have highlighted that there is a need to clarify:

- > The different adverse event scenarios that PIRSA has responsibility for.
- > PIRSA's responsibilities and roles in recovery scenarios.
- > The difference and transition from response to recovery and then recovery to normal business.

PIRSA's recovery arrangements as outlined in this framework will be consistent with policy principles set out in State and National arrangements, and is articulated in policy principles (section 3).

³ Australian Institute for Disaster Resilience, <https://www.aidr.org.au/media/1488/handbook-2-community-recovery.pdf>



3. POLICY PRINCIPLES

The guiding principles for this framework are consistent with the National Principles for Disaster Recovery:

1. Understanding the context

- > PIRSA will ensure it is well connected with primary industries and primary producers to appreciate the risks, strengths, impacts and needs within the South Australian agricultural sector.
- > PIRSA will gather information to understand the effect of an adverse event on primary industries.
- > PIRSA's role is to lead contributions to the economic domain of recovery by supporting primary industries/primary producers to recover from the impacts of an adverse event that severely affects agricultural production, viability and profitability.

2. Recognising complexity

- > PIRSA understands the variable and changing nature of adverse events and recovery and is flexible in its approach to supporting primary industries/producers.
- > PIRSA recovery activities will be consistent with and complementary to the relevant State and/or national arrangements

3. Using community-led approaches

- > PIRSA will support the affected community to identify their own recovery needs and empower them to lead the recovery activities.
- > PIRSA recognises that community-led recovery is more effective as it encourages individuals to be more

self-determining and self-reliant.

- > PIRSA's role does not absolve primary producers of their responsibilities in times of adverse events, provide compensation, or operate as an insurer of last resort.

4. Ensuring coordination of all activities

- > PIRSA will work collaboratively with its partner agencies and industry stakeholders to ensure recovery efforts are planned, coordinated and adaptive.

5. Employing effective communication

- > PIRSA will ensure that communication about recovery is relevant and consistent, clear and accurate, timely and targeted, credible and two-way.

6. Acknowledging and building capacity

- > PIRSA will support the affected community to identify and mobilise their own capacity.
- > PIRSA strongly supports building industry skills in agricultural business resilience.
- > PIRSA recognises that acknowledging and building capacity will strengthen and build individual and community self-reliance and resilience.

7. Recovery assistance should be considered in the context of relevant national principles and complement existing ongoing assistance measures

- > Assistance should align with and not undermine national drought policy and NDRRA principles and objectives.
- > Additional assistance should only be considered after indicators highlight that producers' ability to draw on available



preparedness and risk management are diminished and existing assistance services are fully subscribed.

8. In the case of recovery support, assistance will be considered in the context of ongoing South Australian Government services that assist communities, primary producers and businesses prepare for adverse events

- > Additional assistance should only be considered after assessment of indicators highlight a severe or prolonged event.
- > Additional assistance should be implemented in a phased approach based on escalating needs.
- > Any additional assistance should build on ongoing services that may be overextended because of severe or prolonged events.
- > Any additional assistance should be

location or industry-specific, targeted to particular needs and flexible to changing circumstances.

- > Additional assistance, where relevant, should align with the IGA Drought principles and identified priorities, be underpinned by targeted objectives and outcomes, and be monitored for effectiveness and changing circumstances.
- > In relation to adverse events, other than drought, additional assistance should be considered where there is a high likelihood that severe and prolonged impacts will occur.

4. DECISION SUPPORT PROCESS

4.1 Community-led recovery

It is now well recognised by Emergency Management authorities that recovery from disaster is best led by the affected community where it takes responsibility for and drives recovery efforts, with all three tiers of Government supporting the approach. Recovery needs vary according to the scope of the adverse event and will change and evolve over time. Therefore, recovery activities will be directed by ongoing needs assessment with the community and supporting agencies.

PIRSA's response to an event will vary with the type, nature, location, duration and scale of incident. To foster community-led recovery, PIRSA will utilise its resource of regionally-based staff and people with skills in working with primary producers and rural communities (extension), to facilitate the process. The process will entail working with affected communities, assisting them to identify their needs, identifying the resources (including social capital) within communities, and identifying gaps or additional resources required in collaboration with other agencies and industry stakeholders.

During the recovery phase, planned and structured monitoring and evaluation should be undertaken. This enables key lessons to be learnt from the experience and improvements to be captured.

4.2 Agricultural emergency scenarios

There are three main scenarios in which PIRSA may be required or choose to provide recovery services. Two are formal responsibilities under the State Emergency Management Plan (SEMP), whilst the third is an agricultural specific situation in which PIRSA may choose (or be directed) to take action.

State Emergency Management Plan obligations:

1. PIRSA is the control agency in an animal, plant and marine disease emergency incident
2. PIRSA is a support agency in any other emergency effort.

Non-SEMP situations:

3. Incidents and events that predominantly have a severely adverse effect on primary industries and in which the SEM arrangements may not be activated – 'agricultural emergency' (e.g. drought, localised severe weather).

PIRSA must understand the context of each scenario in order to be clear on its responsibilities, options and support available in each.

Figure 1 outlines the decision process for PIRSA when considering the need for a recovery program in response to an adverse event.

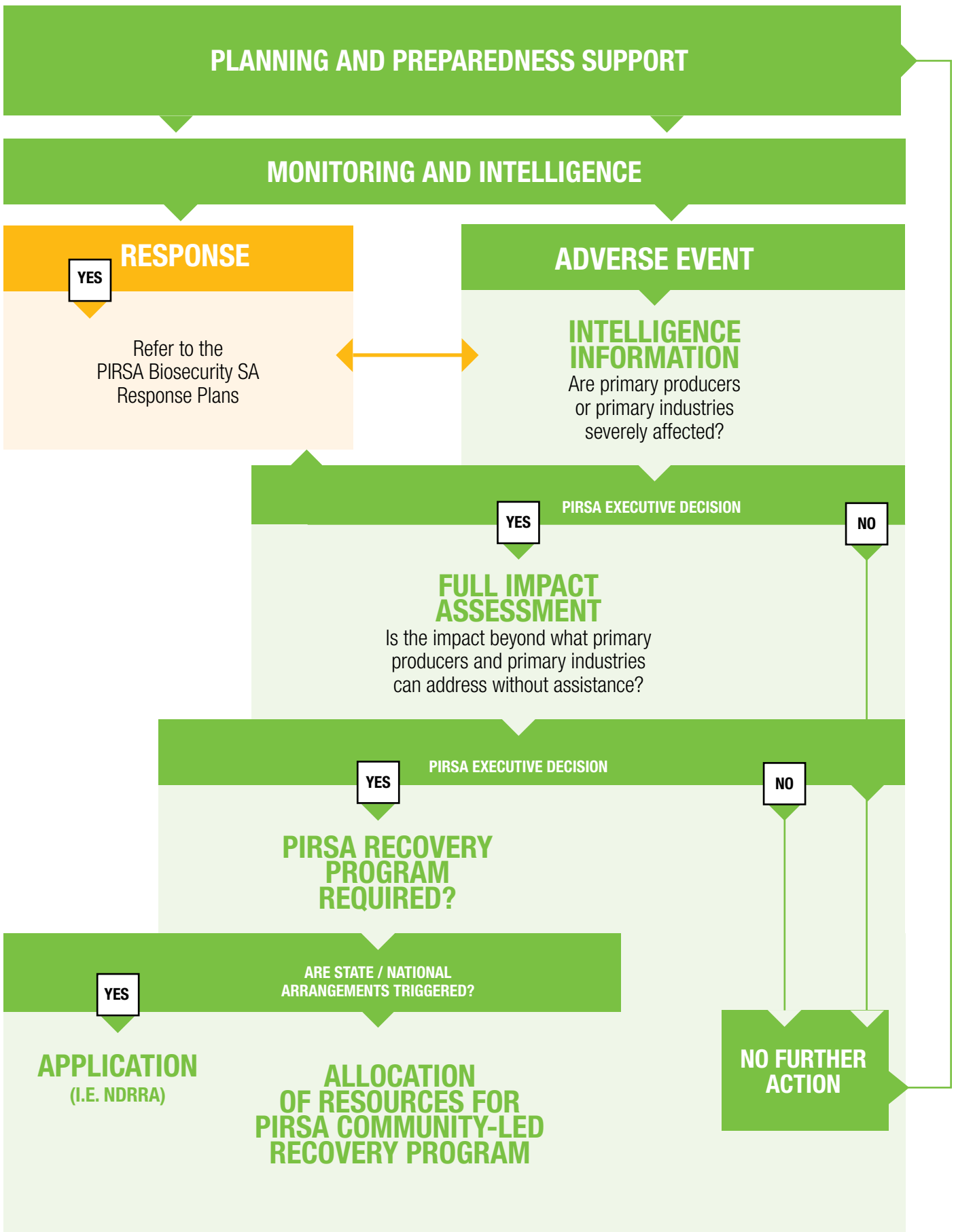


Figure 1: PIRSA decision tree for considering the need for and nature of recovery program.

Table 2: PIRSA's role in the different emergency scenarios.

SCENARIO	RESPONSIBLE AGENCY FOR RESPONSE	RESPONSIBLE AGENCY FOR RECOVERY	PIRSA RESPONSIBILITIES IN RECOVERY	PIRSA ACTIVITY IN RECOVERY	TRIGGERS FOR PIRSA RECOVERY ACTIVATION
Animal, plant and marine disease incident	PIRSA control agency	Department for Communities and Social Inclusion (DCSI).	<ul style="list-style-type: none"> • Comply with state arrangements. • Determine transition to recovery – State Controller, Agriculture and Animal Services (PIRSA). in consultation with the State Coordinator (SAPOL). • Determine and implement response and recovery programs. • Represent primary producers and industry on local and state recovery committees. • In partnership with DCSI and DTF determine the appropriate externally funded financial assistance (i.e. NDRRA). 	<ul style="list-style-type: none"> • Support recovery lead agency. • Undertake an agricultural impact assesment. • Deploy PIRSA Recovery Facilitator. • Provide technical advice if required. 	<p>State arrangement at the direction of DCSI.</p> <p>PIRSA applies a community-led approach to determining and delivering agricultural recovery activities.</p>
Natural/other disaster (e.g. fire and/or flood)	PIRSA support agency	DCSI	<ul style="list-style-type: none"> • Comply with state arrangements. • Determine and implement response and recovery programs. • Represent primary producers and industry on local and state recovery committees. • In partnership with DCSI and DTF determine the appropriate externally funded financial assistance (i.e. NDRRA). 	<ul style="list-style-type: none"> • Support recovery lead agency. • Undertake an agricultural impact assesment. • Deploy PIRSA Recovery Facilitator. • Provide technical advice if required. 	<p>State arrangement at the direction of DCSI.</p> <p>PIRSA applies a community-led approach to determining and delivering agricultural recovery activities.</p>
No control/support agency response (PIRSA initiated)	PIRSA lead	PIRSA lead	<ul style="list-style-type: none"> • Determine and implement response and recovery programs. • Consider all four domains in recovery. • PIRSA applies a community-led approach to determining and delivering agricultural recovery activities. • In partnership with DCSI and DTF determine the appropriate externally funded financial assistance. 	<ul style="list-style-type: none"> • Liaise with DCSI on recovery approach. • Negotiate with recovery agencies for additional social support and management of donations and volunteers. • Undertake an agricultural impact assesment. • Provide technical advice if required. • PIRSA Recovery Facilitator and/or Coordinator. 	<p>Economic impact on primary industries:</p> <ul style="list-style-type: none"> • Value of current production lost. • Potential impact to future production. • Jobs affected. • Geographic size of event. • Market impacts. • Multiplier effect e.g. processing, tourism, transport industries.
Drought and other adverse events	PIRSA lead	PIRSA	<ul style="list-style-type: none"> • Determine and implement response and recovery programs. • Consider all four domains in recovery. • PIRSA applies a community-led approach to determining and delivering agricultural recovery activities. • In partnership with DCSI and DTF determine the appropriate externally funded financial assistance (i.e. NDRRA). 	<ul style="list-style-type: none"> • Liaise with DCSI on recovery approach. • Negotiate with recovery agencies for additional social support and management of donations and volunteers. • Undertake an agricultural impact assesment. • Provide technical advice if required. • PIRSA Recovery Facilitator and/or Coordinator. 	<p>Economic impact on primary industries:</p> <ul style="list-style-type: none"> • Value of current production lost. • Potential impact to future production. • Jobs affected. • Geographic size of event. • Market impacts. • Multiplier effect e.g. processing, tourism, transport industries.



5. DELIVERY MODEL

When an event is predicted (poor weather, catastrophic fire danger etc), the State Controller/Commander⁴ will issue advice of the potential for an emergency event.

Recovery programs are put on standby when the incident response begins and commence when state coordination of the response event is no longer required. As response activity slows there is a transition of responsibility for the ongoing management and coordination of the emergency from the Control Agency to the recovery phase led by the State Recovery Coordinator.

Informal advice to key Executives, Ministers, the PIRSA Stakeholder Engagement Unit and other agencies will ensue. Initial advice to Cabinet may be provided via a Note that advises of PIRSA's increased awareness and activity.

Initial approval to incur costs and reallocate resources will be requested within PIRSA, allowing immediate response. Further resourcing requirements, including but not limited to the immediate response costs, plus expenditure authority, revenue adjustments and staffing resources as required (on the basis that recovery effort requires redirection of resources from core business to damage assessment, regional recovery and support activities, in addition to additional resources), will be managed through Treasury and Finance and/or Cabinet processes as required.

PIRSA has staff that are trained and experienced in 'recovery' and with strong complementary extension skills. PIRSA manages the transition from response to recovery and works in conjunction with Department of Communities and Social Inclusion (DCSI), Department of Environment, Water and Natural Resources (DEWNR) and across divisions of PIRSA to ensure effective cooperation with the state recovery arrangements.

This function provides a key pre-emptive monitoring and advisory capability for PIRSA. It also provides a readily identifiable, known and single point of entry to PIRSA for community and industry contact prior to and during an event.

This framework provides the strategic direction for implementing the proposed recovery program.

Coordinated communications will be provided by the Communications Manager, Primary Industries, throughout all stages of the response, relief and recovery efforts for a given event, with support from other staff in the Stakeholder Engagement Unit. This will ensure that there is a consistent single point of contact for the duration of the event ensuring that information is effectively and efficiently managed to high quality.

⁴ State Controller when PIRSA is the Control Agency (animal, plant and marine disease emergency incident) and in other agricultural emergency (Non SEMP e.g. drought, localised severe weather), State Commander when PIRSA is support agency (e.g. bushfire).

6. STAGES, TRIGGERS AND GOVERNANCE

6.1 EMERGENCY EVENTS

6.1.1. TRIGGERS

CORE RECOVERY CAPABILITY

Core recovery expertise and capability maintained for preparedness, intelligence gathering and activation. Representation on State Recovery Committee and Finance sub-committee, Emergency Management Executive Officers Group (EMEOG), Emergency Management Senior Officers Group (EMSOG).

Capability maintained in Rural Solutions SA (RSSA), delivered in partnership with Biosecurity SA (BSA).

▶ STATE RESPONSE ACTIVATION

CONTROL AGENCY	SUPPORT AGENCY	AGRICULTURAL EMERGENCY
Lead: PIRSA – State Controller	Lead: PIRSA – State Commander	Lead: PIRSA – State Controller

PIRSA State Controller/Commander advises CE and appoints Incident Controller (IC). IC activates the PIRSA Incident Management Team.

The State Controller/Commander will activate PIRSA recovery resources via EMEOG in the standby phase via an 'on alert' advice provided to the Deputy State Controller, Recovery.

▶ STATE RECOVERY ACTIVATION

The State Recovery Committee will be activated by DCSI when response complete.

PIRSA's Relief and Recovery Leader will be the PIRSA representative at the State Recovery Committee meetings with briefings from the PIRSA Incident Controller as required.

Lead: DCSI, with support from PIRSA – RSSA.

▶ PIRSA RECOVERY ACTIVATION

CONTROL AGENCY	SUPPORT AGENCY	AGRICULTURAL EMERGENCY
Lead: PIRSA – RSSA in collaboration with Biosecurity SA	Lead: DCSI, with support from PIRSA - RSSA	Lead: PIRSA – RSSA

▶ AGRICULTURAL IMPACT ASSESSMENT

In response to a new event, undertake an agricultural damage assessment to determine the economic impact as per triggers identified in Table 1.

Lead: PIRSA – RSSA, with support from PIRSA IMT and assistance from other divisions as required.

▶ TRANSITION FROM RESPONSE TO RECOVERY

When the response to an event is in its final stages, responsibility for recovery activities transfers from BSA to RSSA.

Lead: PIRSA – RSSA, with assistance from other divisions as required.

▶ DETERMINE THE AGRICULTURAL RECOVERY NEEDS

Determine the need for a PIRSA Recovery Facilitator.

As appropriate, work in collaboration with DCSI via the SRC Finance subcommittee to determine the need for and nature of economic assistance from state and commonwealth.

Lead: PIRSA – RSSA, coordinate with partners.

▶ CONTRIBUTING TO A COMMUNITY-LED RECOVERY PACKAGE

Work in collaboration with other involved agencies and industry stakeholders to develop recovery program.

Support primary producers and agricultural recovery activities.

Provide technical advice as required and where PIRSA is able to service.

Apply for and administer relevant externally funded financial assistance (i.e. NDRRA) for primary producers or other agricultural related assistance.

Lead: PIRSA – RSSA, coordinate with partners, with assistance from other divisions as required.

▶ TRANSITION TO NORMAL SERVICES

Restoration/normalisation of community capacity and agricultural business.

Withdrawal of extraordinary PIRSA services.

Lead: PIRSA – RSSA

▶ EVALUATION

Monitoring and evaluation consistent with the National M&E Framework for Disaster Recovery.

Lead: PIRSA – RSSA

6.1.2. GOVERNANCE ARRANGEMENTS

In adverse events where SEMP arrangements are activated, governance is according to the policies and procedures of those arrangements. The South Australian recovery arrangements are outlined in the State Emergency Management Plan – PART 3 – Guidelines and Frameworks – Annex G – Recovery Activities.

Emergency Management Council (EMC)

- > A committee of Cabinet, chaired by the Premier to ensure the adequacy of the SEMP, emergency preparedness and mitigation arrangements of government for all emergencies (natural or human-caused, including terrorism) and ensure over-arching strategic coordination of emergency management arrangements across the State.

State Emergency Management Committee (SEMC)

- > A strategic planning committee that reports to the EMC on matters related to the preparedness of the state against identified hazards or protective security matters. Comprised of CEs of relevant agencies and state organisations.

Duty Minister

- > Represents Cabinet in the affected community and facilitates government assistance.

State Recovery Coordinator

- > Ongoing responsibility for managing and coordinating recovery processes and advising government. May also be appointed as Assistant State Coordinator Recovery for declared emergencies (Department of Communities and Social Inclusion (DCSI)).

State Recovery Office

- > Ongoing assistance to the State Recovery Coordinator and coordination of recovery activities. Management and support to recovery leaders and consultative bodies at Australian Government, state and local level emergencies (Department of Communities and Social Inclusion (DCSI)).

State Recovery Committee (SRC)

- > Gathers information and facilitates liaison with other agencies. Member agencies plan and implement recovery programs pertinent to the agency.

SRC Finance Sub-committee

- > Coordinates collection of financial impacts and provides advice to the SRC on approval requirements for recovery expenditure proposals. A key point of coordination for financial assistance for recovery activities especially relating to NDRRA.

Local Recovery Coordinator

- > Establishes local recovery structures including recovery coordination and a Local Recovery Committee.

Department for Communities and Social Inclusion (DCSI)

- > Lead agency for recovery within the state arrangements.



PIRSA Recovery Governance

State Controller/Commander, Agriculture and Animal Services (AAS)

- > State Controller when PIRSA is the Control Agency (Animal, plant and marine disease emergency incident) and in other Agricultural emergency (Non SEMP e.g. drought, localised severe weather), State Commander when PIRSA is support agency (e.g. bushfire).
- > Is responsible for managing the AAS Functional Service and appointing an Incident Controller to manage the operational response to the incident and recovery activities.

Relief and Recovery Leader

- > Rural Solutions SA
- > The Relief and Recovery Leader will report to the Executive Director, Rural Solutions SA and will be responsible for program establishment and ongoing preparedness:
 - Transitioning recovery from Biosecurity SA to Rural Solutions SA,
 - Integrating the new recovery program with the existing PIRSA Emergency Response Program

- Cross agency liaison
- Industry engagement
- PIRSA representative on the State Recovery Committee
- Recovery representative on EMEOG and EMSOG
- Lead recovery in the case of an emergency event
- Recovery planning
- Departmental reporting and communication as required
- Development of recovery capability within PIRSA

State Recovery Committee

- > PIRSA Representative is RSSA Relief and Recovery Leader.

SRC Finance Subcommittee

- > PIRSA Representative is RSSA Relief and Recovery Leader.

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Recovery Facilitator Team

- > The Recovery Facilitator team will report to the Relief and Recovery Leader
- > Preparedness
 - Review and maintenance of AAS Recovery Plan
 - Maintenance of existing Recovery Facilitator Team
 - Recruitment of new team members
 - Training
 - Monitoring of emerging situations
- > Activation
 - Recovery Facilitator Team Leader function
 - Activation of Recovery Facilitator(s) in response to an event
 - Management of the Recovery Hotline

Stakeholder Engagement Unit

- > The Communications Manager, Primary Industries, will coordinate communications throughout all stages of the response, relief and recovery efforts for a given event.
- > Support from other staff in the Stakeholder Engagement Unit, including the Digital Communications Team, will be provided when required, with oversight from the Assistant Director, Strategic Communications.

Emergency Management Executive Officers Group (EMEEOG)

- > The committee reports to the PIRSA Executive on strategic emergency management issues for PIRSA as the lead agency for the delivery of Agriculture and Animal Services (AAS) Functional Service, either as the Control Agency for biosecurity incidents and the Animal and Plant Disease Hazard Leader or Support Agency for relief and recovery in response to natural disasters under the South Australian Emergency Management arrangements.
- > The committee is a governance group reporting to the Chief Executive. Identification of operational issues beyond the scope of the EM team may be directed to the PIRSA Emergency Management Senior Officers Group (EMSOG) for actioning.
- > Relief and Recovery Leader, RSSA is a member.

Emergency Management Senior Officers Group (EMSOG)

- > EMSOG is a sub-group of PIRSA's Emergency Management Executive Officers Group (EMEEOG). Its purpose is to develop, implement and review the operational aspects of emergency management in PIRSA.
- > Relief and Recovery Leader, RSSA is a member

During the development of a recovery program in SEMP activated events, PIRSA collaborates closely with the Local Recovery Coordinator, Local Recovery Committees or groups and other agencies, groups and organisations providing support services. A Recovery Facilitator is likely to be deployed as per the existing AAS Recovery Facilitation Plan.

Non SEMP incidents and events

In an incident which severely affects the primary industries sector but is not an incident activated under the SEMP arrangements, the decision to implement a recovery program rests with PIRSA. As such all governance arrangements are within PIRSA.

In these situations, the Chief Executive will direct PIRSA's Relief and Recovery Leader to gather information and intelligence on the nature and severity of the incident to commence the recovery needs analysis and guide subsequent decision making.

The Relief and Recovery Leader will be provided with appropriate resources to develop a recovery program, in which the needs of the affected community and appropriate support to address these needs will be identified as per community-led principles. The Relief and Recovery Leader will be given authority to second appropriate people from all divisions (in consultation with the relevant Executive Director) within PIRSA to gather intelligence and information and participate in recovery activities as appropriate. The recovery program will include the development of applications to source State and Commonwealth financial assistance where appropriate. The Relief and Recovery Leader will liaise with the State Recovery Office to negotiate appropriate support for recovery needs that fall outside of the economic recovery domain (eg health, welfare).



6.2. RISK ASSESSMENT PROCESS

To inform the development of this framework, PIRSA has conducted a series of risk assessment processes, using the National Emergency Risk Assessment Guidelines (NERAG) with stakeholders at a State and regional level to help identify and prioritise measures for the State government to mitigate the impacts of adverse events, particularly focussing on droughts. The risk assessment process:

- > identified the risks and consequences of a range of scenarios to community/people, the environment and the economy
- > acknowledged and evaluated the effectiveness of current measures (programs) that could mitigate the impacts
- > evaluated priorities for:
 - improving existing measures, and
 - introducing additional measures

A risk assessment using the NERAG process has also been undertaken for Pacific Oyster Mortality Syndrome (POMS), Foot and Mouth Disease and Karnal bunt.

The results of those risk assessments have been considered in this framework. The priority risks from the risk assessments vary between regions, and the recommendations from each assessment should be considered in developing specific additional adverse event response measures.

6.2.1. DROUGHT AND OTHER ADVERSE EVENTS

The following diagram summarises actions in responding to the varying levels of drought and other adverse conditions. In the case of a rapid onset event, such as a fire or severe weather event, there may be limited forewarning or early signals.

However, in the case of a slow onset event, like drought, there will be time to monitor and work with stakeholders to increase levels of preparedness.

The diagram is a guide to decision making about when a response is appropriate, who should be involved in the response and what role they have at various phases. More details on each phase of the process are set out in the following pages.



PREPARE This phase is the most important in terms of ongoing government effort and resources and will better prepare for any future event.

Range of measures in support of business, community and environmental resilience: e.g. farm business training; Farm Management Deposits (FMD); research, development and extension; climate change and NRM planning; and wellbeing support programs

▶ **MONITOR**

Adverse Events Monitoring Advisory Group - Primary Industries convened bi-monthly **Lead:** PIRSA - Rural Solutions SA (RSSA)
 Monitor seasonal and associated impacts; rainfall, production, markets, community wellbeing

▶ **PHASE 1 RESPONSE**

Advise Minister, nominate Regional Coordinator and convene Regional Intelligence Group
Lead: PIRSA – RSSA in partnership with Regions SA, Agriculture Food and Wine.
 Regional intelligence gathering, including industry advice on impacts and potential responses

▶ Advise Minister and Alert Cabinet **Lead:** PIRSA – RSSA
 Provide leadership and instigate communication with Commonwealth and other jurisdictions

▶ **PHASE 2 RESPONSE**

Lead: PIRSA – RSSA
 Plan and coordinate response programs

▶ Seek Cabinet Response Program Funding **Lead:** PIRSA CE
 Establish Task Force and Appoint State Coordinator

▶ **PHASE 3 RESPONSE**

Implement Programs based on Cabinet support

▶ **RECOVERY** (Implemented after any phase, once conditions return to normal, and impacts lessen)

Evaluate and Report **Lead:** PIRSA - RSSA

The following sections set out, in a staged approach according to the severity of drought, assistance measures to be considered by South Australia to mitigate impacts. The design of any assistance package will depend upon the specific needs of a region, as guided by indicators, regional intelligence and policy decisions. The summary below provides indicative examples of increasingly severe conditions and the impacts on farm businesses, communities and business, the environment and natural resources and on the economy.

Stage	PREPARE *	MONITOR	PHASE 1 – ‘MILD’ ADVERSE EVENT
IMPACTS ON:			
AGRIBUSINESS	Primary producers plan and prepare for adverse events (particularly for drought but could include any other climate related events- e.g. frost).	Farms, businesses, and communities alert to potential onset of drought or other slow onset event.	Options available. Early decision making allows management of the conditions. Majority of primary producers managing conditions. Commodity prices, input costs, fodder availability, high water allocations can mitigate impact. Regional businesses may see reduced spending, but considered manageable.
COMMUNITY AND BUSINESSES	Small business plan and prepare for adverse events (particularly for drought but could include any other climate related events- e.g. frost).		Local government and community/ social services begin to see increase in demand.
ENVIRONMENT AND NATURAL RESOURCES	Regional NRM Programs building resilient landscapes.		Able to be managed within sustainable limits.
ECONOMY	None.		Limited.
GOVERNMENT RESPONSE	Support preparedness programs and encourage primary producers, business and communities to anticipate and prepare.	Farm technical and planning advice. Preliminary mobilising of support structures.	Highlight available assistance. Target assistance to areas of need.

* Note: The emphasis on preparedness is important to prepare for a dry scenario, whether rapid or slow onset

ADVERSE EVENTS RECOVERY FRAMEWORK FOR PRIMARY PRODUCTION

PHASE 2 – ‘MODERATE’ ADVERSE EVENT	PHASE 3 – ‘SEVERE’ ADVERSE EVENT	RECOVERY
<p>The majority of primary producers continue to manage within available farm management options. Increased number of primary producers in stress. Compounding factors: commodity prices, input costs, fodder availability, water allocations, etc.</p>	<p>Practical options become less for farms. Increased number of primary producers under stress. Compounding factors: commodity prices, input costs, fodder availability, water allocations, etc.</p>	<p>Recovery phase may occur at any point along the continuum of adverse event scenarios. Conditions returned to ‘normal’ but with residual impacts.</p>
<p>Farm reliant businesses pressured. Water dependent businesses (e.g. tourism) may experience low demand. Increased pressure on local government and community/social services. Community functioning reduced (e.g. sport and community clubs). Some water restrictions in place.</p>	<p>Farm reliant businesses pressured. Water dependant businesses (e.g. tourism) experience low demand. Some small business closures. Increased pressure on local government and community/social services. Community functioning severely restricted. Significant water restrictions.</p>	
<p>Decline in vegetation condition. Soil erosion in discrete locations. Reduced water resources.</p>	<p>Landscape scale erosion. Vulnerable species at risk. Water resources under extreme stress.</p>	
<p>2% impact on Gross State Product (GSP); 8% on Gross Regional Product (GRP).</p>	<p>High impact. 4% on GSP; 15% on GRP.</p>	
<p>Highlight available assistance. Target assistance to areas of need. Check service capacity and increase if needed. Options for lower cost social and community assistance support.</p>	<p>Significant additional measures required. Target assistance to areas of need and increase services capability. Options for greater government assistance to stimulate local economies and employment.</p>	

Phase 1: 'Mild' Adverse event (or Drought)

A description of the circumstances which may define a 'mild adverse event or drought' and the commensurate response measures. An event may be defined by any or all of the circumstances below.

The Circumstances

Production: two years of less than 65% of the long term average farm production⁵.

**Socio economic/
Environment Impacts:** In the region, a **10% increase** in the:

1. % of farm businesses that are clients of the Rural Financial Counselling Service.
2. % of farm businesses in receipt of the Farm Household Allowance
3. increasing rate of FMD draw down.
4. numbers of referrals for mental health counselling from GPs and Community health NGOs.
5. number of days soils exposed to wind erosion (for drought only).

**Meteorological:
(drought indicator)** a 1 in 10 year, 2 growing seasons rainfall deficiency.
e.g. a second year of < decile 3 growing season rainfall.

The impacts will be determined from intelligence through the AEMAG – Primary Industries and may also consider other metrics indicative of the impact on a region or community.

The Measures

OVERVIEW OF RESPONSE

Strategies will be considered to address the additional demand for targeted and flexible support to assist early decision making. Including:

- Focused **regional intelligence** on production impacts, land condition impacts, and demand on financial and health and wellbeing services
- Implementation of a **communications and information** strategy appropriate to the circumstances.

Specific Measures for:

AGRI-BUSINESS	REGIONAL DEVELOPMENT	RURAL FAMILIES AND COMMUNITIES	ENVIRONMENT/NATURAL RESOURCES
Preparedness and Resilience Support Programs (see previous page)			

PLUS:

Nomination of Regional Coordinator and Convene Regional Intelligence Group			
Additional SDMAG to guide response. Technical advice.		Consideration of rebates on Government fees and charges.	Irrigation efficiency extension program. Environmental watering / wetland management.

NB: Indicative activities only.

⁵Production is best defined using average yields, as profits/ income may not be a reliable definition due to factors outside of drought events, e.g. market access, commodity prices etc.

ADVERSE EVENTS RECOVERY FRAMEWORK FOR PRIMARY PRODUCTION

Phase 2: 'Moderate' Adverse event (or Drought)

A description of the circumstances which may define a 'moderate adverse event or drought' and the commensurate response measures. An event may be defined by any or all of the circumstances below.

The Circumstances

Production: three years of less than 65% of the long term average farm production.

Socio economic/

Environment Impacts: In the region, a **30% increase** in the:

1. % of farm businesses that are clients of the Rural Financial Counselling Service
2. % of farm businesses in receipt of the Farm Household Allowance
3. increasing rate of FMD draw down
4. numbers of referrals for mental health counselling from GPs and Community health NGOs
5. number of days soils exposed to wind erosion (for drought only).

Meteorological: (drought indicator) a 1 in 20 year, 3 growing seasons rainfall deficiency.
e.g. a third year of < decile 3 growing season rainfall.

The impacts will be determined from intelligence through the AEMAG - Primary Industries and may also consider other metrics indicative of the impact on a region or community.

The Measures

OVERVIEW OF RESPONSE

Strategies will be considered to **boost services** that can provide additional support to:

- focus **regional intelligence** on production, demand on financial and health and wellbeing services and land condition
- implementation of a **communications and information** strategy
- business and production technology extension to assist farms to manage and recover
- support retention of people and skills in the regions
- regional leadership, coordination and community health and wellbeing, and
- priority environmental concerns.

Specific Measures for:

AGRI-BUSINESS	REGIONAL DEVELOPMENT	RURAL FAMILIES AND COMMUNITIES	ENVIRONMENT/NATURAL RESOURCES
Preparedness and Resilience Support Programs			

PLUS:

Phase 1: Mild assistance (already implemented)
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PLUS:

Planning for recovery workshops. Technical/extension workshops. Additional Rural Financial Counselling.	Apprenticeship retention support. Upskilling and re-skilling training support.	Regional drought coordinator. State and regional task groups. Farmer mental health outreach. Additional drug and alcohol abuse support. Men and women's leadership and peer support. Community events. Schools as community hubs. Teacher mental health training. Water supply programs for communities.	Targeted pest and weed control programs. Drought land management support workshops. Small grants for NRM related activities. Livestock containment feeding. Re-assess irrigation schedules and water allocations.
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NB: Indicative activities only.

Phase 3: 'Severe' Adverse event (or Drought)

A description of the circumstances which may define a 'severe adverse event or drought' and the commensurate response measures. An event may be defined by any or all of the circumstances below.

The Circumstances

Production: four years of less than 65% of the long term average production.

Socio economic/
environment impacts: In the region, a **50% increase** in the:

1. % of farm businesses that are clients of the Rural Financial Counselling
2. % of farm businesses in receipt of the Farm Household Allowance
3. increasing rate of FMD draw down
4. numbers of referrals for mental health counselling from GPs and Community health NGOs
5. number of days soils exposed to wind erosion (for drought only).

Meteorological:
(drought indicator) a 1 in 100 years, 4 growing seasons rainfall deficiency.
e.g. a 4th year of < decile 3 growing season rainfall.

The impacts will be determined from intelligence through the AEMAG - Primary Industries and may also consider other metrics indicative of the impact on a region or community.

The Measures

OVERVIEW OF RESPONSE

Strategies will be considered to **address and mitigate disruption** of rural and regional communities, economies and environments. Additional support to:

- focus **regional intelligence** on production, demand on financial and health and wellbeing services and land condition
- implementation of a **communications and information** strategy
- business and production technology extension to assist farms to manage and recover
- support retention of people and skills in the regions
- regional leadership, coordination and community health and wellbeing, and
- priority environmental concerns.
- maintaining services infrastructure for primary producers, the social fabric and communities, regional populations and infrastructure.

Specific Measures for:

AGRI-BUSINESS	REGIONAL DEVELOPMENT	RURAL FAMILIES AND COMMUNITIES	ENVIRONMENT/NATURAL RESOURCES
Preparedness and Resilience Support Programs			

PLUS:

Phase 1: Mild assistance (already implemented)
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PLUS:

Phase 2: Mild assistance (already implemented)
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PLUS:

Subject to approval the waiving of certain state government fees and charges.	Regional employment programs <ul style="list-style-type: none"> • Infrastructure • environment Local government infrastructure grants.	One-stop shop health and community service centres. Violence/suicide crisis response teams. Suicide prevention and post-vention support. School costs support programs.	Habitat refugia measures.
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NB: Indicative activities only.

Recovery Phase

The end of a drought or other adverse event can be difficult to define, and can occur at any point in time along the continuum of scenarios.

For example, it is important for assistance measures to recognise that there is uncertainty and a time difference between the end of a meteorological drought and the associated financial, social and environmental impacts that have occurred as a result of drought.

Assistance measures may be required in some form (particularly health and wellbeing programs), and for a significant period of time, even when the meteorological or production indicators signal the adverse event is over.

The relevant governance arrangements enacted within each phase will have responsibility for determining when and how assistance measures should be terminated or reduced.

Funding for the recovery phase needs to be included as a critical component of budgets for response measures.

The recovery phase should evaluate, document and learn from the experience. The recovery phase is the time to reflect upon longer terms considerations like the prospects of climate change impacts on seasonal variability and to adjust risk management approaches.

6.2.2. GOVERNANCE ARRANGEMENTS FOR RECOVERY EVENTS/PROGRAMS

Roles and responsibilities in relation to preparedness and recovery in South Australia.
Note different governance arrangements will need to be established for other adverse events.

TITLE	ROLE	MEMBERSHIP
Adverse Events Monitoring and Advisory Group - Primary Industries (AEMAG - Primary Industries)	<ul style="list-style-type: none"> > Key decision making body for enacting response, based on impact data from each sector > Contribute critical information for conditions monitoring and impact assessment > Make recommendations on when and how drought conditions are adversely impacting communities > Advise on potential responses: timing of introduction and withdrawal > Whole of Government and key industry representation > Coordination, design and implementation of preparedness and response initiatives > Monitor and review government response > Group will officially become State Drought Taskforce if phase 2 response required 	Pivotal agencies include: <ul style="list-style-type: none"> > PIRSA > BOM Bureau of Meteorology > PPSA Primary Producers SA > DCSI Dept Communities and Social Inclusion > SA Health > DEWNR Dept Environment Water and Natural Resources > DECD Dept Education and Child Development > DPC Dept Premier and Cabinet > RBS Rural Business Support
State Coordinator and/or State Drought Taskforce	As above, and in addition: <ul style="list-style-type: none"> > Drive development and delivery of response programs > Advise Cabinet on response program priorities 	Same membership as above. Group officially appointed if phase 2 response required
Regional Coordinator and Intelligence Group	<ul style="list-style-type: none"> > Provide regional leadership and coordination > Collate regional intelligence on the impacts of adverse conditions > Propose assistance measures commensurate to impacts and needs > Provide an information conduit between regional community and Government 	Industry, NRM, LGA, RDA and Social Sector leaders facilitated by Regions SA and convened on an as needs basis, based on seasonal conditions
Primary Industries and Regions SA (PIRSA)	<ul style="list-style-type: none"> > The coordinating Department for whole of government responses and recovery phase > Lead submissions prepared for the South Australian Government > Chair, and provide AEMAG - Primary Industries' secretariat support > Coordinate whole of government communications about preparedness and response policy and activities > Link with Australian Government on drought preparedness and response > Undertake Seasonal Conditions Reporting to compile seasonal, economic and social conditions data as a monitoring tool. 	
Cabinet (or sub-committee of Cabinet)	<ul style="list-style-type: none"> > Endorse timing of response > Endorse additional assistance > Direct government departments 	
Minister for Agriculture, Food and Fisheries	<ul style="list-style-type: none"> > Lead Minister to instigate response programs and Cabinet submissions 	

6.2.3 SEASONAL, ECONOMIC AND SOCIAL CONDITIONS REPORTING

A key government action during the Monitor phase (one growing season of <decile 3 rainfall) is to collate information to inform potential response measures if conditions worsen. PIRSA will prepare reports on indicators of seasonal conditions and any associated impacts under the following categories. It is recommended that information is collected at least every six months and possibly more frequently as conditions require.

Resources are required for PIRSA staff to engage with other government agencies. Information can also be sourced from PIRSA's regional staff, and PIRSA presence in existing regional networks (e.g. Grower Groups, Pastoral Board, NRM Boards etc). Data will be shared with the AEMAG - Primary Industries, and used to inform the Minister of current and potential risks.

The reports will collate data on factors impacting on production, primary producer and rural community wellbeing, business finances and the economy:

Seasonal Conditions

Bioclimatic factors that affect production and profits, and in turn, rural community wellbeing:

- > Rainfall totals, deciles and seasonal distribution
- > River Murray flows, storages and allocations
- > Soil moisture levels

Farm Production

Factors indicating the seasonal impacts, and in turn profits and rural community wellbeing:

- > Mid-season crop forecast estimates
- > Annual crop yields
- > Stock numbers and conditions

Economic Conditions

Financial factors that affect farm profitability, and in turn primary producer wellbeing:

- > Commodity sale prices
- > Farm input costs
- > Recent farm financial performance
- > % of farm businesses that are clients of the Rural Financial Counselling Service
- > % of farm businesses in receipt of the Farm Household Allowance
- > % of farm businesses in receipt of the State (DCSI) Government Concessions
- > Impacts on Gross Regional (State) Product

Social Conditions

Factors that may signify an impact upon producer and rural community health and wellbeing:

- > Referrals by GPs and CHSA to mental health counselling and care services
- > Anecdotal intelligence from Suicide Prevention Networks
- > Demand on Community Health NGO services
- > School attendance and student behaviour
- > Community organisation, participation and morale

Environmental Conditions

Resource condition monitoring indicators such as:

- > Vegetation condition, e.g. pastoral lease assessments and other monitoring programs
- > Susceptibility to soil erosion
- > River Murray flows, storages and allocations
- > Mean annual water level (m AHD) of the lower lakes under the Water Management Plan; and
- > Habitat availability in the Coorong based on:
 - (i) outputs from the Coorong hydrodynamic model and
 - (ii) salinity tolerance of key species.

