







# NSW GOVERNMENT RESPONSE: STATE-WIDE REVIEW OF PEST ANIMAL MANAGEMENT

Natural Resources Commission





## MINISTER'S FOREWORD

I am pleased to present the NSW Government response to the Natural Resources Commission State-wide review of pest animal management.

The Natural Resources Commission has provided a comprehensive final report that outlines the significant risks posed by pest animals. The NSW Government understands the crucial need to protect the environment, economy and community from these risks and is committed to an effective and coordinated approach to pest animal management across the State.

Pest animals can impose a variety of negative impacts on the NSW environment, economy and community. They can compete with native wildlife for food and habitat, prey on livestock, contribute to erosion and waterway degradation, and spread human and animal diseases. The cost of pest animals alone to the Australian economy is estimated at more than \$1 billion annually, mostly through impacts to agriculture.

The NSW Government is adopting a more risk based, strategic and people centric approach to securing the State's biosecurity. The approach is based on the principle that biosecurity is a shared responsibility between Government, industry and the community.

Biosecurity reforms currently underway will ensure that NSW continues to have a robust biosecurity framework that enables economic, environmental and community issues to be jointly considered when determining management arrangements.

A regional approach to pest animal management will also ensure that tools, actions and investments target regional needs. We will work with industry and the community to undertake comprehensive regional pest animal management planning that identifies the priorities specific to each region of the State.

Regional pest animal management plans, strategies and best practice guidelines will clearly establish expectations with respect to pest management and the actions that should be undertaken to reduce pest animal impacts.

NSW has a modern, strong and integrated biosecurity system. By working together, we can protect the environment, economy and community from the risks posed by pest animals.

The Hon, Niall Blair, MLC

Minister for Primary Industries Minister for Regional Water, and Minister for Trade and Industry





## INTRODUCTION

The Natural Resources Commission (NRC) has provided a comprehensive final report to the NSW Government that sets out the significant risks posed by pest animals in our environment. The NRC identifies key areas of major concern and makes 33 recommendations to address pest management in the context of a more urbanised and globally-connected NSW.

The NSW Government recognises the crucial need to protect our economy, environment and the community from the risks posed by pest animals, and is committed to delivering effective pest animal management in NSW into the future. This commitment is reflected in the far-reaching biosecurity reforms that are currently underway. The reforms acknowledge that as our biosecurity risk exposure increases, the need to safeguard our State becomes more vital.

#### **BIOSECURITY REFORMS**

The NSW biosecurity reforms present an excellent opportunity to address the range of stakeholder and community concerns with pest animal management in NSW. The reforms are based on the principle that biosecurity is a shared responsibility between governments, industries and individuals. The enhanced framework will strengthen our State's biosecurity measures and provide flexibility for industry to self-regulate and innovate.

The *Biosecurity Act 2015* (the Act) and its supporting regulations will give NSW the essential regulatory tools and powers to manage pests, diseases, weeds and contaminants and minimise biosecurity threats on the NSW economy, environment and community.

The general biosecurity duty established under the Act operationalises this strengthened and flexible, risk-based approach. It requires any person who deals with biosecurity matter to ensure that as far as reasonably practicable, the biosecurity risk is prevented, eliminated or minimised.

It is intended that under this risk-based approach, there will no longer be a need to specifically declare particular pest animal species in legislation. Whether or not something is declared a pest will have no species impact on the management tools that can be applied. The NRC recommendations to add deer and feral cats to the lists of pest species under legislation (*Recommendation 16* and 20), in addition to existing listed species (*Recommendation 15*), will not be relevant under the new biosecurity framework.

Another important tenet of the Act is that it is tenure neutral. The obligations under the Act apply equally regardless of whose land they are on. The Act binds Government, public land managers, private land holders and the broader community equally.

# COMPREHENSIVE GOVERNANCE FRAMEWORK

The governance framework for managing pest animals is also under reform.

At a national level, arrangements remain guided by NSW's commitments under the Intergovernmental Agreement on Biosecurity (IGAB). This agreement provides the framework for setting biosecurity priorities at the national level. NSW must take these priorities into consideration when developing pest management strategies and arrangements in NSW.

At a state level, a number of policies and strategies provide guidance on how NSW will meet its national obligations under the IGAB, including the NSW Biosecurity Strategy 2013–2021, the Invasive Species Plan and the Local Land Services (LLS) State Strategic Plan 2016–26.

The NSW Biosecurity Strategy sets the overall direction for managing the risks of pests, diseases and weeds with a shared responsibility, and comprehensive and responsive risk management approach.

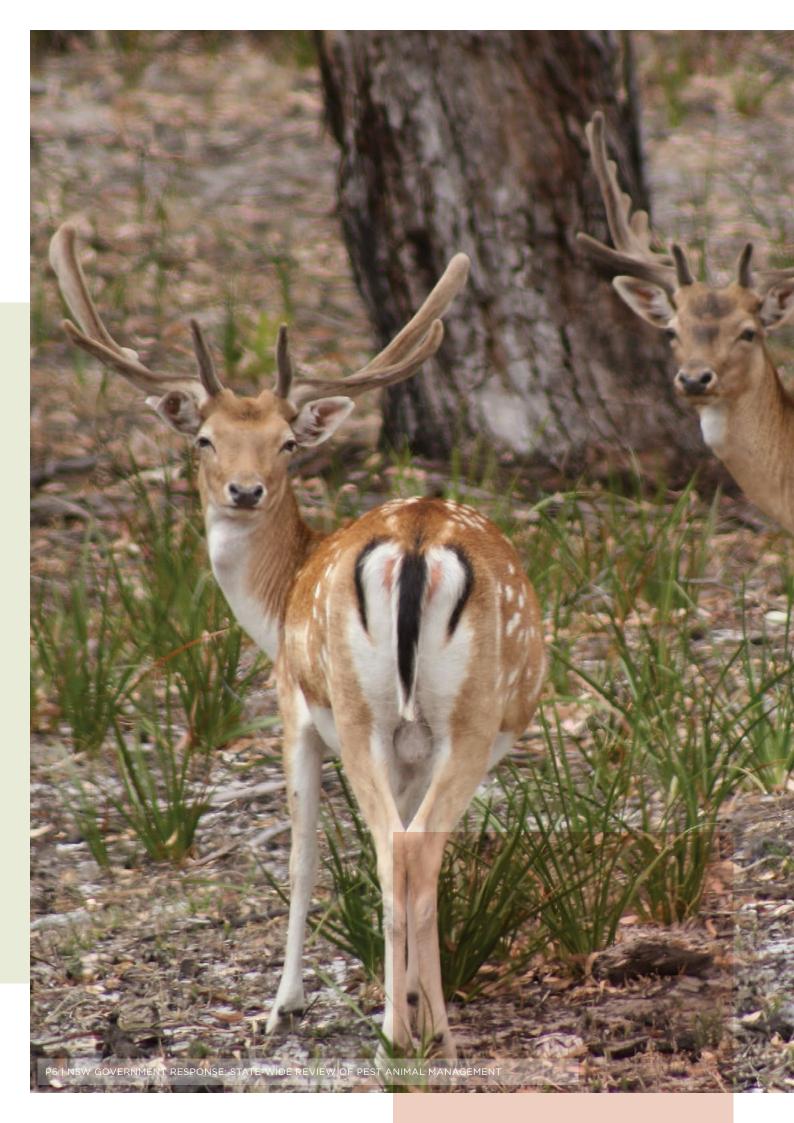
The Invasive Species Plan will set out actions at a regional level to manage invasive species and protect agricultural assets.

The LLS State Strategic Plan defines organisational priorities and outlines the way services will be delivered to build resilient, productive, profitable and sustainable communities.

Each LLS region has developed a Local Strategic Plan that identifies local priorities and specific actions to deliver on the LLS State Strategic Plan. Regional pest animal management plans will be developed and incorporated into LLS Local Strategic Plans.

Sectoral committees such as the State Pest Animal Committee and the State Weeds Committee will guide the delivery of NSW's biosecurity objectives for invasive species across LLS regions. Importantly, these bodies will have representation and engagement from across the spectrum of biosecurity stakeholders.

The NSW Department of Primary Industries (DPI) and LLS will continue to work together to coordinate and deliver pest animal management across NSW. DPI has primary responsibility for administering invasive species and biosecurity legislation, policy, training, research and education. LLS will lead on the delivery of regional pest animal management plans and assist land managers with on-ground detection and control of pests.



## NSW BIOSECURITY FRAMEWORK

the management of such native species

economic and social benefits.

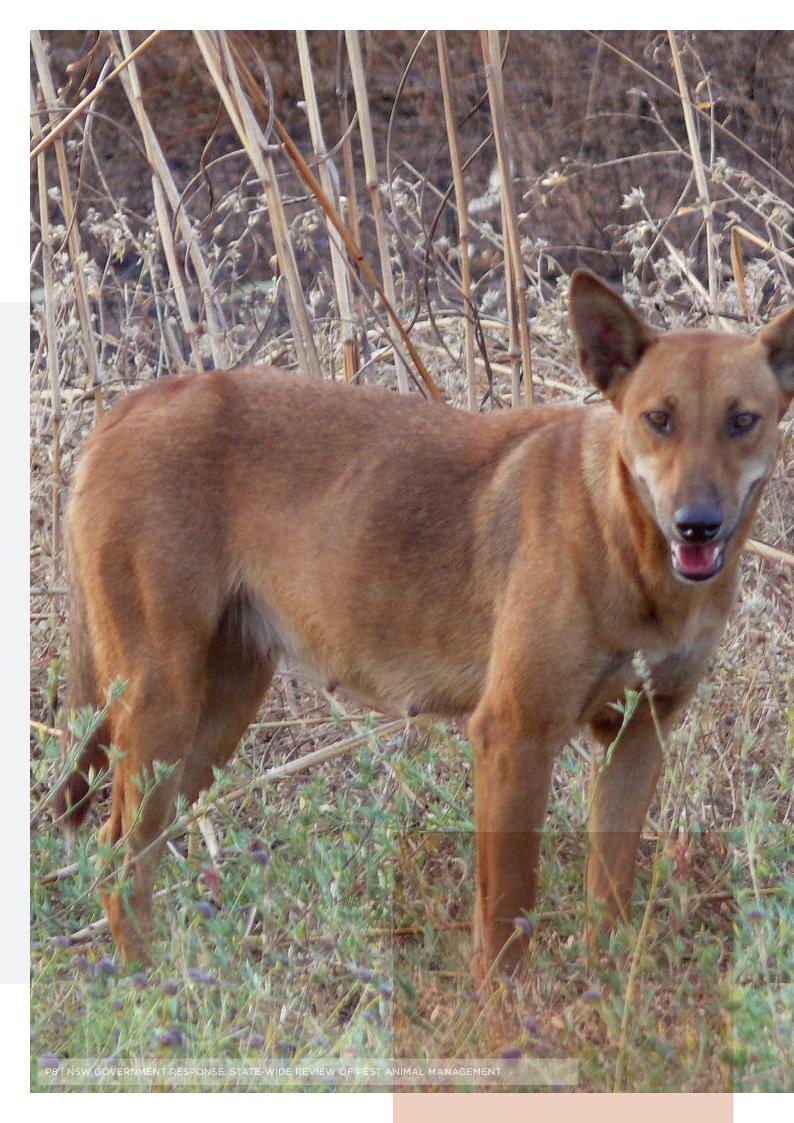
across all land tenures for environmental.



#### STRENGTHENED GOVERNANCE AND PLANNING Improve the management of native Supported in-principle animals in NSW. The NSW Government should: The NSW Government is currently undertaking a review of wildlife management as part of i. Undertake an independent review of native the biodiversity reform process. Under the animal management in NSW. The review Biodiversity Conservation Act 2016, a new, should consider terrestrial native species risk-based approach to regulating human that have an adverse impact on the State's interactions with wildlife will ensure regulation is production and environmental assets, and more efficient and effective. should identify opportunities to improve

Kangaroos have been identified as a native animal that can have adverse impacts on the State's production and environment. DPI and OEH have established a working group which will provide input into the wildlife review and discuss kangaroo impacts and management actions in response to heightened concerns in the community.

A Kangaroo Management Advisory Panel that includes members from DPI and NSW Farmers also provide advice to OEH on matters relating to the NSW Commercial Kangaroo Harvest Management Plan.



#### STRENGTHENED GOVERNANCE AND PLANNING

Provide transparent state level leadership and accountability.

The NSW Government should:

- i. Redraft the draft NSW Invasive Species Plan 2015-2022 to:
  - a. Specify that the lead agency for new terrestrial and freshwater incursions is the NSW Department of Primary Industries.
  - b. Specify that the lead agency for managing established terrestrial pest animals is Local Land Services.
  - c. Specify the lead agency for managing established freshwater pest animals is the NSW Department of Primary Industries.
  - d. Specify clear objectives and priorities, measurable targets, roles and responsibilities and timeframes for delivering prevention and control of pest animals.
  - e. Commission an independent body to prepare a monitoring, evaluation and reporting framework for the *NSW Invasive Species Plan 2015-2022* and to conduct a mid-term and final review of the *NSW Invasive Species Plan 2015-2022*.
- ii. Establish an invasive species advisory structure with two tiers: strategic and technical, with:
  - a. the Biosecurity Advisory Committee established as a standing committee (after completing its current obligations regarding implementation of the NSW *Biosecurity Act 2015*).
  - b. the Pest Animal Council and State Weeds Committee established as the technical committees reporting to the Biosecurity Advisory Committee.
- Revise and confirm the role of the Pest Animal Council as a technical committee responsible for both terrestrial and freshwater pest animal management in NSW.
- iv. Integrate the functions of the Pest Animal Council and the State Weeds Committee to create an invasive species technical committee within two years or sooner.

## Supported in part

The Invasive Species Plan will be finalised in 2017, account for key stakeholder feedback and incorporate more specific and measurable actions and timeframes. The Plan will set out roles and responsibilities, specifying that DPI is the lead agency for new terrestrial and freshwater incursions, and LLS is the lead agency for managing established terrestrial pest animals

The State Pest Animal and Weeds Committees will monitor progress against the Plan, provide progress summaries, and escalate significant issues as required. It is unnecessary to commission an independent body to assess progress against the Plan.

Once the Biosecurity Act commences in 2017, the State Pest Animal Committee will adopt the functions of the Non-Indigenous Animals Advisory Committee (once this Committee is dissolved) and will also function as a technical committee.

Integration of the functions of the State Pest Animal Committee and the State Weeds Committee will be considered, subject to confirmation that the benefits of integration outweigh any possible negative outcomes.

## STRENGTHENED GOVERNANCE AND PLANNING

## 3. Hold public land managers accountable.

The NSW Government should:

- Commit to the provision of independent and external oversight of public authorities' invasive species management performance.
- Consider the options available for providing independent and external oversight, and implement the most appropriate mechanism to provide public confidence and ensure effective implementation of the NSW *Biosecurity* Act 2015.

## Supported in-principle

The pest animal management planning framework allows for public and private land manager performance to be measured.

Public land managers, as part of their Government agency roles, are responsible and accountable to their respective portfolio Ministers, and are subject to the General Biosecurity Duty. The Biosecurity Act provides two tiers of offences for failing to discharge a General Biosecurity Duty and it is anticipated that an enforceable General Biosecurity Duty will raise awareness through education, advisory material and attain long term outcomes.

The General Biosecurity Duty exists regardless of whether the risk, or actions to prevent, eliminate or minimise risk are specifically addressed elsewhere in the Act, regulations or other subordinate instruments.

LLS is also a major land manager and subject to regular audits under the Local Land Services Act. The State and Local Strategic Plans are to be independently audited within five and three years (respectively) of approval to ensure accountability and delivery against priorities.

These arrangements provide for adequate and effective oversight.

#### STRENGTHENED GOVERNANCE AND PLANNING

4. Provide regional leadership and local delivery of pest management.

The NSW Government should:

- Require Local Land Services, the NSW Office of Environment and Heritage, and the NSW Department of Primary Industries to collaboratively develop a regional invasive species plan template, informed by the regional weed management planning process.
- ii. Ensure the regional invasive species plans are:
  - c. cross-tenure plans to reduce impacts from pests.
  - d. based on the prioritisation and risk assessment framework.
  - e. promote an integrated management approach.
- iii. Require Local Land Services to consult the Pest Animal Council in developing the regional invasive species plans.
- iv. Ensure the actions in regional invasive species plans are binding on agencies by seeking approval from the Minister for Primary Industries and concurrence from the Minister for the Environment.
- v. Establish regional pest animal management committees that will plan for terrestrial pest animals and include representation from stakeholder groups.
- vi. Ensure that the regional pest animal management committees report to Local Land Services regional boards and ultimately to the Minister for Primary Industries.
- vii. Establish a staged approach to integrate pest plant and animal management with parallel committees merging within a three-year period to realise efficiencies.
- viii. Require that regional invasive species plans define areas of Local Land Services and Local Government responsibility at the urban rural interface with the aim of maximising pest animal control effectiveness.
- ix. Require Local Land Services, as part of the regional planning process, to develop practical standards and templates for local work plans and reporting. Standards will ensure alignment with the regional plan and across programs.

## Supported in-principle

Development of regional pest animal management plans will begin in 2017 and be led by LLS, in consultation with the State Pest Animal Committee, Regional Pest Animal Committees and other key stakeholders. These committees will also be established in 2017.

Planning will be informed by the recent regional weeds planning process, species specific management plans and LLS State and Local Strategic Plans. The LLS Act already requires State and Local Strategic Plans to be approved by the Minister for Primary Industries, with concurrence from the Minister for the Environment on issues relating to natural resource management.

Regional pest animal plans will have an integrated management approach and consider all control options available to target the risks identified in each region. Regional pest animal plans will provide guidance on how both public and private land managers can meet their General Biosecurity Duty and identify the key commitments for pest animal management over the course of the period of the plans.

The integration of weed and pest animal management will be considered if the potential for efficiencies outweighs any possible negative outcomes that may result from a loss of technical expertise and focus.

	ENDATION

## **GOVERNMENT RESPONSE**

#### BETTER RISK MANAGEMENT

# Ensure state and regional priorities are risk-based.

#### The NSW Government should:

- i. Develop a risk based prioritisation framework and process for NSW pest animal management.
- Ensure that the management priorities in the NSW Invasive Species Plan 2015-2022 and regional invasive species plans are informed by transparent, defensible and consistently applied risk assessment frameworks.
- iii. Ensure the regulations supporting the NSW *Biosecurity Act 2015* are consistent with the Invasive Plants and Animals Committee risk assessments. If for any reason there is a state variation, this should be publically reported and justified.
- iv. Amend the NSW Game and Feral Animal Control Act 2002 to remove non-indigenous game birds that have been assessed by the Invasive Plants and Animals Committee as posing an extreme threat.

# 6. Implement cost-effective surveillance to enable timely detection of new pest animal incursions.

## The NSW Government should:

- Include active and passive biosecurity surveillance activities in regional invasive species plans and the NSW Invasive Species Plan 2015-2022, including detail on roles and responsibilities at the state, regional and local scales.
- ii. Improve online surveillance systems to track and enforce online and illegal trade of exotic and pest animals.
- iii. Clarify the role of fisheries compliance officers and conservation officers as authorised officers under the NSW Biosecurity Act 2015. This includes undertaking surveillance and monitoring of freshwater pest animal issues.

## Supported in part

Commencement of the new Biosecurity Act and supporting regulation in 2017 will provide a robust risk-based categorisation of non-indigenous terrestrial vertebrates.

The Invasive Species Plan will identify the need for species and pathway risk assessment processes to focus surveillance and regulation effort. These processes will be informed by the work of the national Invasive Plants and Animals Committee (IPAC).

Non-indigenous game birds will be retained in Schedule 3 of the *Game and Feral Animal Control Act 2002*. The *Game and Feral Animal Control Act 2002* includes an offence for anyone releasing game animals for the purpose of hunting them in NSW.

The Biodiversity Conservation Act 2016 also prohibits the liberation of any non-native animal, including those listed under the Game and Feral Animal Control Act 2002. The Biosecurity Act also provides for action to be taken where any deliberate release of a species is considered to pose a biosecurity threat.

## Supported

Prevention of new pest problems will be a key component of regional management plans and this will include guidance on surveillance and responses to new incursions.

NSW is improving online surveillance systems through active participation in the cross-jurisdictional IPAC. A nationally consistent approach to surveillance systems will improve the effectiveness of tracking and enforcing the trade of exotic and pest animals, particularly as they are often traded across jurisdictional borders.

The NSW Government aims to improve pest animal surveillance in NSW and support targeted pest control by landowners. Innovative approaches, such the use of infra-red tracking devices to identify and monitor pest animal activity and abundance are being implemented.

DPI Fisheries Compliance officers will be appointed as authorised officers under the Biosecurity Act. DPI Fisheries Conservation staff who have not received highly specialised compliance officer training will also be able to participate in surveillance and monitoring without being authorised officers.

## **GOVERNMENT RESPONSE**

#### **BETTER RISK MANAGEMENT**

# 7. Ensure pest animal management is informed by the best available information.

## Supported

The NSW Government should:

 Prioritise the integration of the Biosecurity Information System with pest animal surveillance programs, both active and passive. DPI and LLS recently signed a memorandum of understanding to facilitate greater sharing of invasive species information. DPI will continue to look at options for LLS pest animal data to be incorporated into the Biosecurity Information System.

# 8. Ensure that resources are made available to address the risks posed by new incursions.

## Supported

The NSW Government should:

- Clarify and formalise the roles and responsibilities and cost-sharing arrangements for NSW government agencies eradicating new pest animal incursions. Arrangements for NSW government agency funding should ensure the economic, social and environmental risks of pest animals are equally considered.
- ii. Maintain funding for emergency response to new incursions.

The Government is committed to ensuring that resources are available to protect the environment and the primary industries sector from pest animal species.

The National Environmental Biosecurity Response Agreement (NEBRA), which sits under the IGAB, sets out emergency response arrangements including cost-sharing arrangements, for responding to biosecurity incidents. It includes marine pest and other incidents which are not covered under the Emergency Animal Disease Response Agreement or Emergency Plant Pest Response Deed. The Commonwealth and all states and territories are signatories to NEBRA.

Preventing the establishment of new pests is more cost-effective than ongoing management if pests do become established and widespread. Eradication of new incursions is supported by the Government's commitments under the national agreements and by incursion response plan guidelines. This framework allows for the prompt development and implementation of response plans and agreed understanding of roles and responsibilities.

# 9. Expedite action on critical freshwater pest animal issues.

## Supported in part

The NSW Government should:

- i. Work with other jurisdictions, including the Australian Government, to finalise the 2006 strategy, A strategic approach to the management of ornamental fish in Australia.
- Regulate aquariums and pet shops selling aquatic species that pose an unacceptable risk under the NSW *Biosecurity Act 2015*.

The national strategy, A strategic approach to the management of ornamental fish in Australia has been finalised. NSW has made good progress with implementation of the Strategy compared with other jurisdictions.

Recommendation 9ii is not supported as it would add an unnecessary and unreasonable regulatory burden on the aquarium and pet shop industry and on Government. This position is consistent with the national approach, as Tasmania is currently the only jurisdiction to regulate the freshwater aquarium industry in this way.

However, as noted in response to Recommendation 12ii, the Government will work with industry to improve community education around the risks of freshwater pests. Activities and species that are considered to pose an unacceptable biosecurity risk can be managed effectively under the provisions of the Biosecurity Act.

#### GOVERNMENT RESPONSE

#### **BETTER RISK MANAGEMENT**

# 10. Support and coordinate local on-ground action.

## The NSW Government should:

- Establish one regional pest management coordinator in each Local Land Services region to work with local groups and set up new groups to:
  - a. coordinate collective control action on-ground across tenure
  - b. build capacity and awareness.
- ii. Establish a staged approach within three years for coordinators to have a broader invasive species role.

## Supported in-principle

LLS will help to facilitate pest management in each region as per regional pest management plans. Establishing an exclusive regional pest management coordinator role would be an additional role for LLS, which currently does not have dedicated funding. Options to introduce such positions, may be subject to future resourcing decisions.

#### NRC RECOMMENDATION

#### GOVEDNMENT DESDONSE

## PROMOTE PARTICIPATION

## Promote shared responsibility for pest management across the community, industry and government

## Supported

#### The NSW Government should:

- Build community-wide shared responsibility for pest animal management through improved education and capacity building programs. Community engagement should cover both established pests and risks from new incursions, be based on best practice and be delivered by Local Land Services and other government agencies.
- ii. Deliver targeted and broad-scale state-wide education and engagement campaigns to ensure landholders, stakeholders and the community are aware of and have capacity to act on their responsibilities under the NSW Biosecurity Act 2015.
- iii. Appropriately resource and work with exotic animal keepers and trade industry to develop targeted education products that raise awareness of the risks of exotic animals, the penalties for illegal trade and suggest safe alternatives.

The Government is providing support, and developing materials to increase knowledge about the measures required to discharge the General Biosecurity Duty, as part of implementation of the Biosecurity Act. This includes public consultation on the proposed supporting regulation in late 2016, and finalisation of supporting documents in early 2017.

The Government is seeking advice from industry and stakeholders more broadly about the type of information they require to engage with the biosecurity reforms and to ensure compliance with the Act.

Community engagement materials will build on information already available about pest animal risks and best practice management on NSW Government and PestSmart Connect websites.

#### GOVERNMENT RESPONSE

#### PROMOTE PARTICIPATION

# 12. Provide state-wide community education programs about freshwater pest animals.

## The NSW Government should:

- Work with industry to develop a community engagement strategy to educate freshwater fishing groups and community networks on freshwater pest animal management and the new general biosecurity duty.
- ii. Resource and work with industry to develop educational products for businesses selling aquarium and pond fish, ensuring they display signs warning against the disposal of fish, snails and plants in waterways, and suggesting safe alternatives

## Supported

Consistent with the response to Recommendation 11, as part of implementing the Biosecurity Act, the Government is seeking advice about the type of information industry and stakeholders require to ensure compliance with the Act and discharge of their General Biosecurity Duty.

For example, the Government will work with industry to improve community education around the risks of freshwater pests and will provide support and training and develop communication materials accordingly.

# 13. Promote vocational education and training in pest management

## The NSW Government should:

- i. Encourage the development and implementation of training courses based on the new vocational education and training qualifications.
- ii. Encourage pest management agencies and industry organisations to train their officers under the new qualifications to the appropriate level.

#### Supported

DPI is the lead provider of pest animal management training for authorised officers in NSW through a formal one-week course at Tocal College. Course content is continually reviewed to account for industry needs and national accreditation standards.

# 14. Promote Aboriginal community involvement.

## The NSW Government should:

- i. Co-design with Aboriginal groups a state-wide approach to Aboriginal involvement in invasive species management.
- ii. Encourage training and contracting opportunities for Aboriginal community members to control pests, in line with government preferred procurement policy.

## Supported

As part of the establishment of the State Pest Animal Committee, designing a state-wide approach to Aboriginal involvement in invasive species management will be considered.

LLS is well placed to improve the involvement of the Aboriginal community in the planning and development of pest programs via the arrangements all regions have in place to utilise Community Advisory Groups and Aboriginal Reference Advisory Groups. There are also Aboriginal community roles operating in a number of LLS regions.

Training opportunities, such as the Far West Aboriginal Land Management Trainee Program based in Broken Hill, are being explored with community and LLS input.

The National Parks and Wildlife Service actively promotes Aboriginal involvement in a range of park management activities, including pest management, particularly in reserves under a joint management arrangement.

## **GOVERNMENT RESPONSE**

#### TREAT PESTS AS PESTS

15. Improve enforcement and compliance through consistent and streamlined regulation.

## Supported in-principle

The NSW Government should:

 Develop regulations addressing pest animals under the NSW *Biosecurity Act* 2015 framework.

The regulation should:

- a. list all currently declared pest animal species, including freshwater pests
- b. include mandatory measures for the keeping and movement of all declared pest animals, as required
- c. address the management of all pest animals in the State's strategic planning framework including the NSW Invasive Species Plan 2015-2022 and the regional invasive species plans.

As previously noted, a significant advantage of the new Biosecurity Act is that it removes the need to declare pest species, and to rely on or amend lists within legislation. Once regional pest animal committees are fully operational, prioritising pest species will occur at the regional level.

The use of the most appropriate pest management tools will be determined based on risk. Existing pest control orders will remain in place until the necessary regulations to support the Biosecurity Act and pest animal management plans are finalised. Mandatory measures will also apply to certain pest animals regardless of whether they are declared as pests under the Biosecurity Act.

The Invasive Species Plan will provide overarching guidance on the activities that need to occur at the State level to support regional pest animal committees. While there is State-level prioritisation to protect priority conservation assets, it is appropriate to prioritise the management of established pest animals to protect agricultural assets via targeted regional level plans.

## **GOVERNMENT RESPONSE**

## TREAT PESTS AS PESTS [CONT'D]

## 16. Manage wild deer as a pest animal.

The NSW Government should:

- Remove all species of deer from Schedule 3 Part 1 of the NSW Game and Feral Animal Control Act 2002 and include all species of deer in Schedule 3 Part 2 of the Act
- Declare all species of wild deer as a pest by including them in the regulation addressing pest animals under the NSW Biosecurity Act 2015.

## Supported in part

DPI currently enables hunters to assist landholders manage the impacts of wild deer by suspending requirements to abide by some game licence conditions. The procedure for the suspension of deer hunting regulations involves an application to DPI by the owner, or other authorised person, accompanied by a proposed management plan. DPI is currently working with a number of Local Government Areas to prepare deer management plans.

There are currently 6 locations in NSW where suspensions are active, allowing game hunting licence holders to hunt in ways that would otherwise be prohibited. This includes changes to the hunting season; use of spotlights or electronic devices; hunting of game fleeing fire or smoke; use of aircraft, watercraft or motor vehicles; use of baits, lures or decoys; or hunting at night.

A NSW Deer Management Strategy is also being developed to provide guidance to all stakeholders about the impacts of wild deer and the management of impacts throughout the State. The Strategy will identify knowledge gaps for wild deer management in NSW and describe best practice management techniques. Importantly the Strategy will also inform the development of targeted approaches within regional pest plans.

Deer will be identified as pests in Regional Pest Animal Plans where they are having adverse impacts on the economy, environment and community. Regional Pest Plans will identify options available to mitigate the risks and impacts posed by deer, including potential suspension of game hunting licence conditions, to satisfy the General Biosecurity Duty regarding these animals.

Updated materials to support the NSW Ecological Deer Management (EDM) Program will be released in conjunction with this response to provide specific advice on deer management tools and hunting regulations, and includes the EDM Policy, EDM Manual, Primefacts and Procedures.

Deer will be retained in Schedule 3 Part 1 of the NSW Game and Feral Animal Control Act 2002. Hunters will continue to require a licence to hunt deer on private land, with DPI and NSW Police continuing to oversee compliance.

## **GOVERNMENT RESPONSE**

#### TREAT PESTS AS PESTS

## 17. Engage recreational hunting groups.

#### The NSW Government should:

- Engage recreational hunting groups in regional pest management planning.
- Include recreational hunting as a complementary control tool in management programs, where appropriate.

## Supported in-principle

The Government recognises that ground shooting is a legitimate control technique for some pest species in some situations in NSW.

For many pest animal species, ground shooting alone is unlikely to achieve a sufficient level of pest animal population suppression to discharge a landholder's General Biosecurity Duty. Ground shooting should be included as part of integrated pest management where appropriate. It will be a matter for Regional Pest Animal Committees to determine the role that ground shooting may play in the management of particular species in different areas in consultation with the NSW Police Force where necessary when this management plan involves firearms.

The existing, nationally consistent, firearms framework, has provided appropriate and successful management of firearms licensing for recreational hunting and formal vertebrate pest animal control.

# 18. Simplify regulations surrounding recreational hunting on private land.

## The NSW Government should:

- Remove the requirement for hunters to obtain a G-licence to target non-indigenous species on private land.
- ii. Require hunters to hold an R-licence to target native game bird species on private land.
- iii. Promote the use of approved hunting organisation membership and programs to link hunters with landholders.

### Supported in part

The NSW Government will continue to provide for responsible and accountable hunting of game and feral animals on public and private land. Regulatory oversight over hunting non-indigenous and native game species on private land through licensing requirements is necessary to protect private landholders from unethical, dangerous and/or illegal hunting practices.

Any potential changes to the regulation of recreational hunting on private land should not be considered until stakeholder consultation has been completed.

The Government supports the use of approved hunting organisation membership and programs to link hunters with landholders.

## 19. Clarify the need for category D firearms.

### The NSW Government should:

 Determine whether category D firearms are necessary for pest animal management, and if so, outline the policy and conditions for their use.

## Supported in-principle

Agencies with experts in pest control, animal welfare, firearms and ballistics will determine which firearms are best suited for pest management and outline the policy and conditions for their use. DPI will work with the NSW Police Firearms Registry, in consultation with NPWS and LLS to clearly identify the circumstances for when it is necessary to use a category D firearm for pest management operations.

## **GOVERNMENT RESPONSE**

## TREAT PESTS AS PESTS

## 20. Manage feral cats as a pest animal.

The NSW Government should:

- i. Declare feral cats as a pest by including them in the regulation addressing pest animals under the NSW *Biosecurity Act* 2015.
- ii. Support continued research into the scale, efficiency, cost-effectiveness, welfare and risk of cat control methods.
- iii. Align the draft NSW Invasive Species Plan 2015-2022 with the Federal Threat abatement plan for predation by feral cats.

## Supported in-principle

As noted above, it is not necessary to list feral cats as a pest animal under the Biosecurity Act to effectively manage them.

The NSW Government will continue to identify feral cats as a key pest animal in policy documents, including the NSW Invasive Species Plan and the Saving or Species program. OEH will prioritise the management of feral cats for the conservation of threatened species across NSW. Regional Pest Animal Committees will also consider where feral cat management is required to meet the General Biosecurity Duty.

NSW agencies will continue to liaise with the Invasive Animals CRC and other jurisdictions to progress research into monitoring and management tools for feral cats.

The general principles of the Invasive Species Plan and a number of the actions are consistent with the Federal Threat Abatement Plan for predation by feral cats, even though the Plan does not include species specific objectives or management arrangements.

#### TREAT PESTS AS PESTS

#### 21. Improve responsible cat ownership.

The NSW Government should:

- Partner with the Royal Society for the Prevention of Cruelty to Animals and other relevant organisations to deliver a targeted education campaign raising the awareness of the risks posed by stray and feral cats, and promoting responsible pet ownership.
- ii. Evaluate the outcomes of the Responsible Pet Ownership Grants Program and renew the program for another three years. The renewed program should prioritise responsible cat ownership and the management of stray cats.
- iii. Amend the NSW Companion Animals Act 1998 to:
  - a. Define 'cats' as being:
    - i. registered or owner identifiable, and
    - ii. outside an area identified within a regional invasive species plan as a cat exclusion area.
  - b. Require owners of entire cats older than four months to be registered as a breeder.
  - c. Require all entire cats to be registered annually.
  - Allow local government to issue orders for owners to stop their cat trespassing and penalties for non-compliance.
  - e. Give property owners and occupiers the right to humanely seize or trap cats when they trespass on their properties.
  - f. Clarify that abandoning or releasing into the wild any cat that has been seized is an offence, unless as part of an endorsed pest animal research program.
- iv. Revise the current regulatory arrangements to make the declaration and enforcement of cat containment areas by local government more effective.
- v. Consider the regulatory impact of requiring all cats are desexed prior to the transfer of ownership unless exempted for breeding purposes.

## Supported in-principle

The NSW Government remains committed to improving responsible pet ownership and is investing in better outcomes for cats, their owners, and the community. A new online NSW Pet Registry was launched publicly in August 2016, and functionality will continue to be developed, which:

- » makes it easier for cat owners to microchip, register and transfer pets;
- » helps track cat breeders and litters; and
- » enables local councils to better identify cat owners to support responsible cat ownership.

The Government has also stopped breeders selling cats and dogs without microchips to pet shops, and delivered \$900,000 in grants for councils to target micro-chipping, registration and de-sexing over three years.

These measures help deliver on the Government's responses to the Companion Animals Taskforce and the report of the Joint Select Committee on Companion Animals Breeding Practices in NSW.

The Ministerial Reference Group on Responsible Pet Ownership, which was established by the Government in response to the recommendations of the Companion Animals Taskforce, has led to the Cat Protection Society developing and promoting a suite of advisory materials on responsible cat ownership. These materials are publicly available at catprotection.org.au

Given the importance of de-sexing in achieving better outcomes, the Government will create stronger incentives to promote de-sexing of cats not kept for breeding to drive improved registration rates.

Specific elements of this recommendation will be referred to the Ministerial Reference Group on Responsible Pet Ownership to provide advice to the Minister for Local Government.

## **GOVERNMENT RESPONSE**

#### **SMARTER MANAGEMENT PRACTICES**

# 22. Prioritise the implementation of biocontrol options for carp.

#### The NSW Government should:

- Acknowledge that carp are a significant pest animal and prioritise their removal from freshwater environments.
- ii. Appropriately resource research into the clean-up process for the carp CyHV-3 virus (should it be introduced), including implementation issues, cost recovery options and follow-up control.
- Appropriately resource carp clean-up and seek shared funding arrangements and transitional arrangements where possible.
- iv. Acknowledge that biocontrol viruses have an effective span of control of about 15 years, based on the experience with terrestrial myxoma and RHD and that research capacity in this area should not be diminished.

## Supported in-principle

Bio-controls for carp are a national research priority and the Government is participating in the national process, subject to Commonwealth Government approvals. Recent Commonwealth Government financial support and legislative changes are facilitating this work. The release of the virus is subject to environmental impact assessments and public consultation.

#### 23. Improve management of wild dogs.

#### The NSW Government should:

- Include an objective within the redrafted *NSW Invasive Species Plan 2015-2022* to: 'Conserve the ecological function wild dogs provide in areas where the risk of negative impacts can be minimised'.
- ii. In the next iteration of the *Wild Dog Management Strategy*, provide guidance on how to determine acceptable risk and specify appropriate risk management techniques.
- iii. Request the Australian Pesticides and Veterinary and Medicines Authority to:
  - a. to support efforts to establish a maximum baiting rate for aerial control of wild dogs of up to 40 baits per kilometre
  - b. allow the continuation of the temporary off-label permit to allow the use of up to 40 baits per kilometre in specific areas of NSW until a maximum baiting rate is established.

#### Supported in-principle

The Wild Dog Management Strategy will be finalised in 2017. Recommendation 23i will be included, which aligns with the Biosecurity Act and focuses on ensuring control efforts are targeted to addressing impacts.

It is noted that the NSW Invasive Species Plan will not include species specific objectives or management arrangements.

The Australian Pesticides and Veterinary and Medicines Authority has also granted an extension to the existing off-label permit for a further two years. This allows the higher baiting rate to continue, and time for DPI to put together an information package for an environmental risk assessment to potentially allow the ongoing use of this higher baiting rate.

### **GOVERNMENT RESPONSE**

## **SMARTER MANAGEMENT PRACTICES**

## 24. Reduce the impact of wild horses.

#### The NSW Government should:

- Prioritise the removal of wild horses in ecologically sensitive protected areas using best practice control techniques, including aerial and ground shooting.
- Recognise the heritage value of wild horses within management programs and maintain an acceptable population outside of ecologically sensitive protected areas.
- iii. Ensure the Kosciuszko National Park draft wild horse management plan 2016 aligns with regional pest management priorities, reflects integrated use of control techniques including aerial and ground shooting, and provides for independent transparent evaluation.

## Supported in-principle

The Government has recognised the heritage value of wild horses in Kosciusko National Park, and will prioritise the removal of wild horses from ecologically sensitive protected areas using best practice control techniques. Alignment with regional pest management priorities is supported.

The Government has committed to not using aerial shooting as one of the techniques to be utilised in the upcoming Kosciusko National Park Wild Horse Management Plan. This was ruled out due to the lack of stakeholder acceptance for the control method.

# 25. Adopt a strategic risk-based approach to managing pest birds.

### The NSW Government should:

 Work with local government to provide cost recovery and practical techniques to manage Indian myna birds, and other priority pest bird species.

### Supported in part

DPI will provide advice to councils that wish to develop Indian Myna or other pest bird trapping programs in urban areas committees. A number of local governments in NSW have already put in place programs for managing Indian Myna birds. The Canberra Indian Myna Action Group also provides a model for providing traps and coordinating Myna monitoring and trapping efforts that local governments in NSW can adopt.

# 26. Maintain access to markets for pest animals.

## The NSW Government should:

 Work with the Australian Government to allow the development of markets, both export and domestic, for pest animals such as wild boar and deer, while minimising regulatory impediments.

## Supported

The NSW Government provides support for exporters to assist them in accessing markets, including export education and market intelligence. The Government is committed to minimising regulatory impediments to the development of export and domestic markets where possible, noting the need to meet animal welfare and food safety standards.

The Government also works closely with the Commonwealth to support exporters through Austrade, which provides a range of advisory services both in Australia and overseas.

It is noted that domestic and international market forces ultimately determine the viability of these industries.

# 27. Clarify use of kangaroo carcasses as pest animal baits.

#### The NSW Government should:

 Improve communication about the circumstances in which kangaroos culled under non-commercial licensing can be used to prepare pest animal baits.

## Supported

Opportunities to better communicate these circumstances will be explored by the interagency kangaroo management working group.

#### IMPROVED KNOWLEDGE BASE

## 28. Expand and target research capabilities.

The NSW Government should:

- Invest in the creation of a Centre for Invasive Species Solutions, the proposed successor to the Invasive Animals Cooperative Research Centre.
- ii. Collaborate with the Australian Government and other states and territories to enhance research opportunities and outcomes.
- iii. Establish a small Invasive Species Risk Research Unit to build early detection and foresight capability and monitor pest trends, risks and invasion pathways in order to support NSW decision-making priorities. The Unit would utilise the expert scientists from the NSW Department of Primary Industries and the NSW Office of Environment and Heritage and would establish research partnerships with the proposed new Centre for Invasive Species Solutions and other relevant research bodies.
- iv. Commit long-term funding to maintain pest animal research capacity into developing and evaluating cost-effective and humane control techniques prioritising:
  - a. biological control of rabbits
  - b. improved early detection mechanisms
  - c. feral cat control
  - d. deer control.
- v. Periodically review the humaneness of pest animal control programs to improve techniques and ensure welfare standards are met. Reviews should be conducted by independent experts and results made publically available.
- vi. Ensure any revisions to the Codes of Practice and Standard Operating Procedures include advancements in technology and research. For pest species where codes and procedures do not exist, developing the relevant codes should be prioritised.
- vii. Support and expand the PestSmart portal as a centralised, accessible, web-based portal for collating research outcomes, data, information and results.
- viii. Continue to support and promote national and state community-based reporting systems, such as FeralScan.
- ix. Conduct five-yearly surveys of invasive species incursions, distribution, abundance and impacts.
- x. Transparently share results and analysis of these surveys with the community as part of State of Biosecurity reporting.

## Supported in-principle

NSW has been a strong collaborator in the Invasive Animals CRC and will continue this involvement under the Centre for Invasive Species Solutions, recognising the leverage of limited resources that such collaboration provides.

The NSW Government supports a national approach to building early detection and foresight capability rather than establishing a stand-alone capability in NSW. The Centre for Invasive Species Solutions is likely to have a strong focus on detection and prevention strategies.

The Government, through DPI, OEH and LLS, has significant research capacity to undertake applied vertebrate pest research in priority areas such as those identified under Recommendation 28iv a, b, c. Core funding of approximately \$700,000 per annum for the DPI Vertebrate Pest Research Unit provides a base to leverage significant external funding.

NSW also took the lead in developing national model Standard Operating Procedures to promote best practice implementation of pest animal control. NSW has also been closely involved in the assessment of the humaneness of pest animal control techniques. The Government will support national reviews of programs and techniques, but will also ensure that techniques and Standard Operating Procedures are tailored to suit NSW situations. National consistency provides simplified compliance requirements for industry to enable contractors to work across jurisdictional boundaries.

The PestSmart portal and FeralScan are the property of the Invasive Animals Co-operative Research Centre. The Government supports a national approach to supporting and expanding the PestSmart portal and supporting FeralScan. The NSW Government will participate in relevant work in a collaborative manner with other jurisdictions, the Australian Government, and industry partners. This will ensure that the Government investment in both systems is cost-effective.

DPI is currently in the process of updating the existing 2009 pest animal distribution maps with 2016 versions and intends to continue the mapping series on a five-yearly basis to determine population trends over time, particularly for species that are still spreading. Updated state-level pest animal distribution and density maps will be publicly available once finalised.

## **GOVERNMENT RESPONSE**

#### IMPROVED KNOWLEDGE BASE

## 29. Adopt standardised data collection.

#### The NSW Government should:

- Adopt standard data protocols and record keeping requirements, which are mandatory for anybody receiving funding for pest animal management.
- ii. Establish a metadata standard for collection of pest animal information.
- Develop and maintain a state-wide data sharing system for tracking pest animal distribution, density and impacts. This system would incorporate current data from all Local Land Services.
- iv. Ensure data is readily available to stakeholders and regional managers for use in adapting management plans and actions.

## Supported

DPI is currently working with LLS and NPWS to develop agreed standards for reporting pest animal impacts and management. Where possible, data will be reported through existing systems but will be collated on a state-wide basis through the Biosecurity Information System.

# 30. Support aquatic pest research and development.

## The NSW Government should:

- i. Appropriately resource the NSW Department of Primary Industries for research funding. In particular:
  - a. biological and genetic control of tilapia and other freshwater pest animals
  - b. complementary measures for carp biocontrol and removal.
- Fast track use of tools such as environmental DNA and NextGen (for monitoring and surveillance).

### Supported in-principle

The Government supports a national approach to aquatic pest research and development. It will participate in relevant projects in a collaborative manner with other jurisdictions, the Australian Government, and industry partners.

NSW participation will be led by DPI, which has significant research capacity in aquatic pest research and development. The national approach ensures that limited funds are combined to address common problems. This will ensure that NSW Government investment in aquatic pest research and development is cost-effective, aligned with national priorities, and minimises inefficiencies that can arise from duplication.

Improved monitoring tools will be employed as soon as possible once their utility in practice is demonstrated.

## NRC RECOMMENDATION

## **GOVERNMENT RESPONSE**

### TARGETED FUNDING

# 31. Provide adequate resources to public land managers.

## The NSW Government should:

 Provide adequate resources to public land managers to assist them in meeting their general biosecurity duty and deliver effective pest animal management.

## Supported in-principle

Public land managers will be subject to and required to comply with their General Biosecurity Duty under the Biosecurity Act, in relation to effective pest animal management. This will be achieved through the use of existing resources and in a collaborative context, under the regional planning process led by LLS.

## **GOVERNMENT RESPONSE**

## TARGETED FUNDING

# 32. Provide adequate resources to deliver effective pest animal management.

## The NSW Government should:

- Implement the Independent Pricing and Regulatory Tribunal recommendation to decrease the Local Land Services minimum rateable area from 10 hectares to 2 hectares (40 hectares to 10 hectares in Western region) to increase the rate base.
- ii. Replace the Special Purpose Pest Insect Rate with a new Special Purpose Pest Rate. This rate will be used to fund:
  - a. the continuation of current State-wide pest locust management including:
    - i. NSW contribution to the Australian Plague Locust Commission
    - ii. contributions to the NSW Pest Insect Destruction Fund
    - iii. annual pest locust surveillance costs.
  - b. new investment in Local Land Services regional priorities including:
    - i. co-contribution to fund the Local Land Services regional coordinators
    - ii. the Local Land Services Regional Rapid Response Fund.
- iii. With the replacement of the Special Purpose Pest Insect Rate with a new Special Purpose Pest Rate, review arrangements for distribution of funds between the NSW Department of Primary Industries (locust activities) and the Local Land Services (rapid response and coordinators). This review is to be undertaken by the existing steering group comprising the NSW Department of Primary Industries, Local Land Services and NSW Farmers Association.
- iv. Establish regional coordinators within each Local Land Services region. Coordinators are to be funded 50:50 by new money from the NSW Government and from landholders who would provide their contribution via the new Special Purpose Pest Rate.
- v. Establish a Rapid Response Trust Fund in each Local Land Services region by providing initial funds of \$3.3 million (\$300,000 per Local Land Services region). Ongoing funding to be funded from the new Special Purpose Pest Rate. The fund would be managed and used by regional Local Land Services Boards to fund locally emerging risks and attend to pest management opportunities as they arise.

# 32i Not supported

## 32ii, iii, iv, v Supported

Repurposing or replacing the Special Purpose Pest Insect Rate while maintaining the current rate level, is supported. Funds will continue to be used to support State-wide pest locust management, with any additional funds to be proposed for investment in other pest management activities. DPI, LLS and industry are working together to develop a framework to determine how this funding will be distributed.

The Government also supports retaining LLS minimum rateable area at the current areas. It is noted that the General Biosecurity Duty applies equally to all persons regardless of the size of their landholding or their role in pest animal management.

NRC RECOMMENDATION	GOVERNMENT RESPONSE		
TRANSITIONING TO NEW ARRANGEMENTS			
33. Ensure effective implementation of new arrangements.	Supported in-principle		
<ul> <li>The NSW Government should:</li> <li>i. Establish a working group of relevant agencies to detail the regulatory and administrative arrangements for implementing the recommendations, oversee the transition and ensure government timeframes are met.</li> <li>ii. Commission independent annual reviews of the implementation of the recommendations.</li> </ul>	The NSW Government has the in-house technical knowledge and expertise to implement the recommendations supported in this Government response. There are also opportunities for public scrutiny of annual progress through, for example, the annual reports produced by Government departments.  The NSW Government will commission an independent review of implementation within five years of the release of this response.		

#### KEY ACTIONS AND TIMING

### **SHORT TERM (WITHIN 3 MONTHS)**

- » 2017 Finalisation of Biosecurity Act, Regulations, Supporting Documentation
- » 2017 Training for Authorised Officers under the Biosecurity Act
- » 2017 Finalisation of the Invasive Species Plan
- » 2017 Finalisation of the Wild Dog Management Strategy

- » 2017 Establishment of State Pest Animal Committee
- » 2017 Establishment of Regional Pest Animal Committees
- » 2017 Begin streamlining process and community education in preparation for release of the NSW Deer Management Strategy

#### **MEDIUM TERM (2017 AND 2018)**

- » 2017 Completion of review into wildlife management, including kangaroos
- » 2017 Implementation of risk-based approach to regulating human interactions with wildlife
- » 2017 Update of pest animal distribution and density maps
- » 2017 Contribution to review of the Intergovernmental Agreement on Biosecurity
- » 2017 Finalisation of Deer Management Strategy and supporting documentation

- » 2017 18 Finalisation of standards for reporting pest animal impacts and management
- » 2017 18 Development of framework to repurpose of the Special Purpose Pest Insect Rate
- » 2017 18 Development of functionality of online NSW Pet Registry
- » 2017 18 Finalisation of Kosciusko National Park Wild Horse Management Plan
- » 2018 Finalisation of regional pest animal management plans

## LONG TERM (2018 ONWARDS)

» Audit of LLS State Strategic Plan 2016 - 26

» Audit of LLS Local Strategic Plans 2016 - 21

## **ONGOING**

- » Incorporation of pest animal data in the NSW Biosecurity Information System
- » Collaboration across jurisdictions through the Centre for Invasive Species Solutions (CISS)
- » Provision of pest animal product market export education and market intelligence
- » Supporting and promoting PestSmart and FeralScan systems to provide guidance on best-practice management and improve levels of pest animal surveillance in NSW
- » Continuation of funding for DPI Vertebrate Pest Research Unit
- » LLS support to improve coordination of pest animal management on the ground

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The information contained in this publication is based on knowledge and understanding at the time of writing (April 2017). However, because of advances in knowledge, users are reminded of the need to ensure that the information upon which they rely is up to date and to check the currency of the information with the appropriate officer of the NSW Department of Primary Industries or the user's independent adviser.

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