

**Report to the Australian and Tasmanian  
Governments on the Second Five Yearly Review  
of Progress with Implementation of the  
Tasmanian Regional Forest Agreement**

**February 2008**

# CONTENTS

Acronyms .....	iii
Foreword .....	1
Executive Summary.....	2
Chapter 1 Introduction .....	10
1.1 Background to the Review .....	10
1.2 Review Terms of Reference .....	11
1.3 Review Process.....	12
1.4 Submissions to the Review.....	13
1.5 Structure of the Report .....	13
Chapter 2 Recommendations .....	15
Chapter 3 Findings of the Review.....	22
3.1 Land Use.....	22
3.1.1 Public Reserves .....	22
3.1.2 Private Reserves .....	28
3.1.3 World Heritage .....	34
3.2 Ecologically Sustainable Forest Management.....	36
3.2.1 Forest Practices System .....	36
3.2.2 Management Planning .....	42
3.2.3 Reserve Management .....	45
3.2.4 Threatened Species and Communities.....	49
3.2.5 Research .....	58
3.2.6 Integrated Catchment Management.....	59
3.2.7 Environmental Management Systems and Forest Certification .....	64
3.2.8 Wildlife Management (1080) .....	66
3.2.9 Fire and Smoke Management.....	67
3.2.10 Management of Harvest Residue.....	69
3.2.11 Plantations .....	71
3.2.12 Climate Change .....	74
3.2.13 Old Growth Forest Management .....	78
3.2.14 Private Land Management.....	80
3.2.15 Land Clearing .....	81
3.2.16 National Estate.....	84
3.3 Wood Resource .....	86
3.3.1 Sustainable yield.....	86
3.3.2 Special species.....	89
3.4 Industry Development .....	91
3.4.1 Resource Security.....	91
3.4.2 Employment and Industries Development Strategy .....	93
3.4.3 Value Adding.....	97
3.4.4 Information and Education .....	100
3.4.5 Industry Research and Development.....	103
3.4.6 Intensive Forest Management.....	105
3.4.7 Certification.....	107
3.4.8 Pulp Mill.....	109
3.4.9 Skills and Training .....	110
3.4.10 Infrastructure .....	113
3.5 Other Forest Uses .....	114

3.5.1	Tourism and Recreation .....	114
3.5.2	Apiculture .....	117
3.5.3	Mining and Mineral Exploration .....	119
3.6	Data, Reporting and Legislation .....	121
3.6.1	Data Use and Availability .....	121
3.6.2	Financial Assistance .....	122
3.6.3	Monitoring and Reporting .....	126
3.6.4	Legislation .....	128
Appendix 1	Scoping Agreement .....	131
Appendix 2	Submissions to the Review .....	160
Appendix 3	Summary of issues raised in written submissions to the Review .....	162
Appendix 4	Table 1 A preliminary review of Attachment 12 commitments .....	190

## Acronyms

ABS	Australian Bureau of Statistics
AFCS	Australian Forest Certification Scheme
AFS	Australian Forestry Standard
AGO	Australian Greenhouse Office (Cwth)
CAR	Comprehensive, Adequate and Representative
CLAC	Crown Land Assessment and Classification project
CRA	Comprehensive Regional Assessment
CRC	Cooperative Research Centre
CSIRO	Commonwealth Scientific and Industrial Research Organisation
DEDT	Department of Economic Development and Tourism (Tas)
DPIW	Department of Primary Industries and Water (Tas)
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999 (Cwth)</i>
ESFM	Ecologically Sustainable Forest Management
FAFPESC	Forest and Forest Products Employment Skills Company
FCF	Forest Conservation Fund
FFIC	Forests and Forest Industry Council of Tasmania
FIAT	Forest Industries Association of Tasmania
FISAP	Forest Industry Structural Adjustment Program
FOI	Freedom of Information
FPP	Forest Practices Plan
FWPRDC	Forest and Wood Products Research and Development Corporation
GPS	Global positioning system
ICOMOS	International Council on Monuments and Sites
IFA	Institute of Foresters of Australia
IFM	Intensive forest management
ISO	International Standards Organization
IST	Island Specialty Timbers
IUCN	International Union for the Conservation of Nature
LIST	Land Information System Tasmania
MDC	Management Decision Classification system
MIS	Managed investment scheme
NCAS	National Carbon Accounting System
NFPS	National Forest Policy Statement
NHT	Natural Heritage Trust
NRM Act	<i>Natural Resource Management Act 2002 (Tas)</i>
NRM	Natural Resource Management
NWI	National Water Initiative
PEFC	Programme for the Endorsement of Forest Certification Schemes
PFRP	Private Forest Reserves Program
PLCP	Private Land Conservation Program
PTR	Private Timber Reserve
RFA	Regional Forest Agreement
RPDC	Resource Planning and Development Commission (Tas)
SFM	Sustainable forest management

STMU	Special species management unit
TCFA	Tasmanian Community Forest Agreement (Supplementary Tasmanian RFA)
TCSAP	Tasmanian Country Sawmillers Assistance Program
TFIDP	Tasmanian Forest Industry Development Program
TSIDP	Tasmanian Softwood Industry Development Program
TWWHA	Tasmanian Wilderness World Heritage Area
UNESCO	United Nations Education, Scientific and Cultural Organization
WAPIS	Wood and Paper Industry Strategy
WHA	World Heritage Area

## **Foreword**

This Report is submitted to the Tasmanian and Australian Governments in accordance with the Terms of Reference issued to me by the Tasmanian Government on 7 June 2007.

My task was to review progress against the agreed milestones and commitments contained in the 1997 Tasmanian Regional Forest Agreement, the 2005 Tasmanian Community Forest Agreement and the recommendations arising from the first Review conducted by the Tasmanian Resource Planning and Development Commission in 2002.

This Review was conducted in accordance the requirements of clause 46 of the Regional Forest Agreement. This Report is the report specified in clauses 46(vii) and 47 of that Agreement.

John Ramsay  
29 February 2008

## Executive Summary

In early 2007, the Tasmanian and Australian Governments (the Parties) established the process for the second five-yearly Review of Tasmanian Regional Forest Agreement (RFA).

The RFA, signed in 1997, established a framework for the management and use of Tasmanian forests to implement effective forest conservation, forest management, forest industry practices and forest and associated industry development.

As well as undertaking a review of any ongoing RFA commitments, the second Review has considered the recommendations from the initial five yearly Review conducted in 2002 by the Tasmanian Resource Planning and Development Commission (RPDC) and the commitments in the Tasmanian Community Forest Agreement (TCFA), a supplement to the RFA which was signed by the Parties in May 2005.

Under the RFA, the Parties made 100 commitments of which 37 were completed or reported on in the 2002 Review. The 2002 Review made 30 recommendations and there are 66 new commitments contained in the TCFA. Thus the 2007 Review considered progress in relation to 159 commitments or recommendations.

Progress was reported in two documents produced by the Parties that were made available for public comment - these were a report entitled *Implementation of the Tasmanian Regional Forest Agreement 2002-2007* (the RFA Report) and a report entitled *Sustainability Indicators for Tasmanian Forests 2001-2006* (the Sustainability Indicators Report).

The RFA Report detailed all the commitments and recorded the progress identified by the Parties. The companion report, the Sustainability Indicators Report, provided the best available data that the Parties were able to assemble on meeting seven nationally agreed criteria as applied to the sustainability of Tasmania's forests.

Public comment on these documents was sought from 19 May to 23 July 2007. Twenty seven submissions were received from the public on the two reports.

The simple accounting for the 159 commitments in the RFA Report indicated that 41 had been completed in the Review period, 44 were being implemented but were not completed, 61 were ongoing commitments that had been met during the Review period, eight were no longer required, four were not yet required to commence and one had not commenced.

In many areas the Parties have continued to make significant progress in implementing the RFA obligations.

However, at the half way point of the implementation of the framework for the sustainable management and use of Tasmania's forests, a number of commitments that underpin systemic change have not been fully completed or cannot be reported on.

Further, there are a number of matters that were referred to in the RFA which have assumed a greater significance over the past ten years and now require consideration and action by the Parties.

An overview of the progress achieved and the matters requiring further consideration is set out below.

## **The Forest Reserve System**

During the Review period, there has been ongoing development and further expansion of the Comprehensive, Adequate and Representative (CAR) forest reserve system on public and private land.

As a result of the TCFA, there were commitments for further reservation of areas of a range of forest communities on public land and these have been substantially implemented.

As at 30 June 2006, an extended reserve system (both formal and informal) protects 3,030,000 hectares of public and private land, an increase of 320,000 hectares or 4 per cent since 2001.

On private land, during the nine years of the Private Forest Reserves Program, 38,400 hectares of forests were protected.

In 2007, the Australian Government established the Forest Conservation Fund (FCF) with an objective to protect up to 45,000 hectares of forested private land in Tasmania, including at least 25,000 hectares of old growth forest.

## **Ecologically sustainable forest management**

### **Strategic policy and planning relating to Natural Resource Management**

The Natural Resource Management (NRM) framework for Tasmania has been established, including the proclamation of the *Natural Resource Management Act 2002*, and the establishment of regional NRM Committees and Strategies.

Tasmania's Nature Conservation Strategy has been completed and implementation is ongoing.

The State completed documenting state-wide fire management, nature based tourism and recreational management, cultural heritage and forest pest and disease management policy frameworks.

### **Native vegetation management**

Tasmania's native forest estate has been maintained above the agreed minimum level of 95 per cent of the 1996 area.

The Permanent Native Forest Estate Policy has been reviewed and revised to incorporate commitments in the TCFA to phase out the clearing and conversion of native forest to other land uses. The Permanent Native Forest Estate Policy continues to be implemented and monitored through the Tasmanian *Forest Practices Act 1985* (Forest Practices Act). Threatened forest and non-forest vegetation have been given statutory protection under new legislation. The Permanent Native Forest Estate



Policy was revised to prevent clearing and conversion of all threatened (rare, vulnerable and endangered) forest communities.

### **Management of threatened species**

During the Review period, some progress has been made in relation to threatened species. Five new single-species and four new multiple-species Recovery Plans have been developed and implementation has commenced on eight. Tasmania is contributing plans to the development of national Recovery Plans for the swift parrot and the orange-bellied parrot. The Australian Government has adopted nine Tasmanian Recovery Plans as meeting the requirements of the Commonwealth *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act).

The Tasmanian Threatened Species Strategy continues to be implemented and the Threatened Species lists have been reviewed.

### **Management of the CAR reserve system**

The Reserve Management Code of Practice has been completed and implementation has commenced for all formal reserves managed by the Tasmanian Parks and Wildlife Service and Forestry Tasmania.

Additional management plans were prepared for formal reserves. All Forest Reserves are covered, but statutory management plans remain to be prepared for three of the 19 national parks and many other reserves.

### **Management of production forests**

The clearfelling of old growth forest on public land is reducing through the implementation of alternative harvesting techniques funded under the TCFA.

The use of 1080 on State forests ceased at the end of 2005, with alternative methods of browsing control now being used. New research information funded under the TCFA is contributing to a substantial reduction in 1080 use on private forest and agricultural land.

Areas of special species-rich forest have been identified and are being managed using long-rotation silviculture to maintain sustainable supplies of special species timber to industry. Additional roads are being constructed to improve access to special species rich stands and leatherwood stands for apiary industry.

TCFA funding is being applied to establish additional areas of eucalypt plantation and in an endeavour to improve the productivity of existing plantations and native forest regrowth in order to maintain high quality sawlog supplies to industry at sustainable levels.

### **Sustainability of wood supply**

Forestry Tasmania completed and published an interim review of sustainable eucalypt sawlog supply from public forest in 2005. In a report released at the end of the

Review period, Forestry Tasmania has reported on the full review, which projects that the statutory supply of high quality eucalypt sawlog can be maintained.

### **Forest Practices System**

In 2005, the Forest Practices Act and *Forest Practices Regulations 1997* were amended to further improve the:

- independence and transparency of the governance arrangements for the administration of the forest practices system;
- certification, monitoring, reporting and enforcement of forest practices plans prepared in accordance with the Forest Practices Code; and
- resources for training, education, monitoring and enforcement of the Forest Practices Code and to provide improved information to the public on forestry operations.

While improved access to information in Forest Practices Plans has added to the transparency of the Forest Practices System, concerns were raised in the Review about the timeliness of the availability of the information.

### **Public reporting and consultation mechanisms**

Results of annual forest practices audits have been published in relevant annual reports. Forestry Tasmania produced annual Sustainable Forest Management reports and placed annual reports on the implementation of District Forest Management Plans on its website.

The Forest Practices Authority's annual reports and audits provide information on all aspects of the forest practices system.

The RFA required the development of a set of appropriate, practical and cost-effective sustainability indicators. The Parties have developed a set of indicators, with public input. These indicators were the basis of the Sustainability Indicators Report prepared for the 2007 Review.

While there was some comment about the nature of some of the indicators and the data available to enable effective monitoring and reporting, the Sustainability Indicators Report provides an informative and structured quantification of the sustainability of Tasmanian forests.

### **Environmental management systems and forest certification**

Forestry Tasmania, Gunns Ltd and Forest Enterprises Australia have been externally certified as complying with the international standard for environmental management systems (ISO 14001) and have also been externally certified against the Australian Forestry Standard (AS 4708), which supports the sustainable management of forests for wood production.

While an environmental management system for reserves on State forest is in place, a system that is consistent with the RFA principles for environmental management in other conservation reserves still remains under development.

## **Research**

Over 500 forest research publications have been prepared and published since 2002. The Parties have also supported additional research on alternatives to clear-felling of public old growth forests, alternatives to the use of 1080 on private land, Tasmanian Devil Facial Tumour Disease and the impact of chemical usage on water catchments.

## **Industry development**

In the Review period, a range of initiatives and commitments to facilitate the wood and wood products industry and other forest-based industries has been progressed.

There was a 35 per cent or 41,000 hectares increase in the area of hardwood plantations in Tasmania from 2001 to 2006. Concurrently there was a decrease of 8,900 hectares in the area of softwood plantation, due partly to areas being converted to hardwood plantation. The total area of plantation in Tasmania now exceeds 230,000 hectares. As at June 2007, Forestry Tasmania had established approximately 26,400 hectares of new eucalypt plantation, pruned over 15,600 hectares of existing eucalypt plantation and thinned over 6,800 hectares of regrowth native forest under programs funded through the RFA and the TCFA, to expand the level of intensively managed forest. Approximately 900 hectares of State forest have been fenced to establish new blackwood resources.

The Forests and Forest Industry Council (FFIC) has continued its research into the development of improved sawing and seasoning methods for young wood from Tasmanian forests.

A wide range of initiatives has been undertaken by the Parties to facilitate improved industry employment, training, information, marketing, export facilitation, networking and research.

Programs have been established to support the development of the wood and wood products industry through industry retooling and new plant investment. As at 1 October 2007, \$42.7 million in funding to support 87 projects with a total value of \$159.1 million has been approved under the programs.

Significant industry development projects were the construction of new integrated processing sites in the Huon Valley and Smithton. At the Huon site, a new regrowth eucalypt sawmill, rotary-peeled veneer mill and wood merchandiser were constructed and opened. A new veneer mill is under construction at the Smithton site.

Assessment of the proposal to construct and operate a new pulp mill in northern Tasmania was progressed by both Governments and approvals granted.

Improved management of the State's forest apiary resource was achieved through extensive consultation between the apiary industry and Forestry Tasmania, facilitated by the FFIC.

A \$4 million forest industry skills enhancement and training project has commenced under the ForestWorks program.

### **Development of forest-based tourism and recreational opportunities**

Construction of a new visitor centre at Coles Bay (Freycinet National Park) and a range of visitor projects in the Great Western Tiers were completed with the assistance of RFA funding.

Forestry Tasmania has pursued a state-wide tourism strategy. New facilities have been completed at Dismal Swamp in the north-west of the State, and facilities expanded at the Tahune Airwalk. In the Derwent Valley a project at Maydena is under development and visitor facilities at the Styx River reserve are being upgraded.

Walking tracks have been upgraded as part of the Tasmanian Walking Track Strategy. A program to improve tourism and visitor facilities focussing on new reserves, including bushwalking in the Tarkine has been established.

### **Certainty of resource access to the forest industry**

The RFA remains in force until 2017. While the RFA provides that the Parties will agree on the process for its extension as part of the third review due in 2012, particular concern was expressed that if possible extension is not addressed until then, industry investment confidence will be affected.

In response to doubts raised about resource security as a result of the decision in *Brown v. Forestry Tasmania* (the Wielangta Case), the Parties amended the RFA in 2007 to re-establish what they considered was the original intent of the RFA in relation to the security provided by the RFA under the Commonwealth's *Regional Forest Agreements Act 2002* and the EPBC Act.

### **Certainty of resource access to the mining industry**

Access to land for exploration and mining was provided under the Tasmanian *Mineral Resources Development Act 1995* and the Tasmanian *Mining (Strategic Prospectivity Zone) Act 1993*. All new reserves established as a result of the TCFA are available for mineral exploration and mining. One hundred and four exploration work proposals in CAR reserves were assessed for their potential impact on CAR values between 2001 and 2006. The area disturbed was 5.9 hectares.

## **Achieving Systemic Change and Measuring Change and Outcomes**

### **Measuring the success of the RFA**

The RFA continues to be a significant forest conservation management and forest industry restructuring and development program for Tasmania. Since the Parties

signed the RFA in 1997 and the TCFA in 2005, funding in excess of \$350 million of approximately has been committed by the Parties to achieve the RFA outcomes.

While the Review was able to undertake a general overall assessment of progress in achieving the RFA milestones and commitments, there has not been a comprehensive financial and performance audit of whether or not the objectives of the RFA and the subsequent commitments have been achieved.

In light of the fact that the next Review must consider the question of whether the RFA should be extended, it is appropriate that the Parties establish and progressively implement an audit program so that an assessment can be made of the measure of success achieved in meeting the overall objectives.

### **Forest conservation management**

The reservation of land for conservation purposes has been substantially completed, but not all of the commitments for systemic improvements outlined in the RFA that were designed to support effective land management of those conservation values on reserved lands have been completed.

Management plans are not yet in place for all national parks and reserves, an environmental management system consistent with the principles outlined in the RFA is not yet in place for all reserves established under the *Nature Conservation Act 2002*, and while the Reserve Management Code of Practice was completed in 2003, there has been no publication of compliance auditing undertaken by the two principal reserved land managers in Tasmania.

### **Threatened species**

Preparation and publication of documentation on threatened species has not been completed for many threatened species, even at the level of listing statements. As a result, land managers and others whose decisions may result in impacts on the habitat for threatened species may not always be in a position to make a fully informed decision about protection of that habitat or the appropriate management prescription for a species.

It would appear that the availability of resources has contributed to limited progress on these matters.

### **Tasmanian Aboriginal Cultural Heritage**

Limited progress has also been made in relation to matters concerning the management of lands and Aboriginal cultural heritage, which remain the subject of ongoing negotiations between the Tasmanian Aboriginal community and the State.

### **Forest sector restructuring and development**

Underlying the commitment to the RFA by the Parties is the value to the Tasmanian and Australian economies and Tasmanian communities of the forest sector. Notwithstanding a recommendation in the 2002 Review on the need to establish data

to measure the social and economic aspects of the forest sector for the community and the performance of forest based industries, this matter has not progressed.

## **Changing Circumstances**

As with most areas of conservation, land use and management, circumstances change.

Ten years into the implementation of the RFA, some matters mentioned in the RFA and not solely confined to, or the responsibility of the forest sector, (ie climate change and catchment management), have assumed significant importance and are the subject of debate, policy development and action nationally and internationally. Related to these matters are issues associated with the impacts of drought and fire management.

Progress on the original RFA commitment on integrated catchment management has been limited over the past ten years, but has become, in the latter part of the Review period, the focus of greater investment and action by the State.

Similarly, climate change issues have been recognised by decision makers in Australia in the latter part of the Review period as having major importance. As with many other sectors of the Australian economy, there are issues that need to be addressed by the forest sector. The conservation and sustainable management of forests is of key importance to future action on the management of climate change issues. Again in the latter part of the Review period, the Parties have increased their focus and activity in relation to these matters.

During the next Review period, and indeed into the future, there will need to be continuing research, data collection and reporting, policy development and decision making on how these matters are addressed in relation to the management and use of Tasmania's forests, including any impact on the sustainable yield predictions.

While increased knowledge and awareness of the above matters necessitates change, there have also been a number of legislative, policy and practice developments that should be reflected in amendments to the RFA.

There have been changes over the past ten years to the nature of the available forest resource, and harvesting and processing practices have changed. Obtaining data on the quality of high quality saw logs to meet the sustainable yield objective of the RFA and obtaining social and economic data on the value of the forest sector and its future sustainability will be essential information in any consideration of extending the RFA past 2017.

Finally, changes to Commonwealth legislation in relation to the statutory listing of properties to protect their values have resulted in the need to review and amend the RFA in relation to references to national estate properties and their values.

Similarly, while there is a clear case for additional action, changes in relation to threatened species legislation and practice, require amendments to the RFA so that its requirements are consistent with current legislation and practice.

## Chapter 1 Introduction

This Report is submitted to the Tasmanian and Australian Governments in accordance with the Terms of Reference provided to the Reviewer (see Section 1.2 of this Report), and in accordance with requirements under the Tasmanian Regional Forest Agreement 1997 (RFA).

### 1.1 Background to the Review

On 8 November 1997, the RFA was signed by the Prime Minister and Premier of Tasmania, the “Parties” to the Agreement. The RFA established a framework for the management and use of Tasmanian forests.

The duration of the RFA is twenty years - from 1997 to 2017. It can be extended with the agreement of both Parties under clause 8 of the RFA, following the third five year Review, which is due in 2012, as specified in clause 45.

The RFA specifies that:

45. *A review of the performance of this Agreement is to be undertaken during the last year of each five year period to assess the progress of the Agreement against its specified milestones and commitments:*

*The review is to be conducted:*

- (i) by a person or body jointly appointed by the Parties; and*
- (ii) in accordance with agreed priorities, procedures and funding arrangements which are to be agreed no later than six months before the end of each five year period of this Agreement.*

*The review will also:*

- (iii) invite and take account of public comments; and*
  - (iv) use and take account of the Sustainability Indicators including trends; and*
  - (v) be sufficient to satisfy the requirements for a State of the Forests Report as required by Section 59D of the Forestry Act 1920 (Tas.); and*
  - (vi) be completed within three months of its commencement; and*
  - (vii) develop a report detailing the review process and its findings.*
46. *The report prepared for the Review process described above will be published and made publicly available within three months of it having been received by both Parties.*
47. *The purpose of the review process under this Agreement is not to renegotiate the Agreement.*

This is the second five year Review of the performance of the RFA specified in clause 45. The first Review, completed in 2002, was conducted by the Tasmanian Resource Planning and Development Commission (RPDC). The RPDC provided a

Final Recommendations Report to the Parties in December 2002. The RPDC's Report and associated Review documents are available at [http://www.rpdc.tas.gov.au/plu/inquiries/progress\\_implementation\\_of\\_tas\\_rfa\\_1997](http://www.rpdc.tas.gov.au/plu/inquiries/progress_implementation_of_tas_rfa_1997).

On 13 May 2005, the Parties signed the Supplementary Tasmanian RFA, known as the Tasmanian Community Forest Agreement (TCFA).

The TCFA is consistent with, and builds on, the RFA and has the intent of enhancing conservation values while encouraging the development of forest industries. Under the TCFA, the Parties are providing significant resources to achieve the additional conservation outcomes identified in the TCFA, and are supporting necessary industry restructuring in order to maximise the economic and social benefits provided to Tasmania by this sector.

The Parties' response to the first five year Review was finalised under clauses 3 and 4 of the TCFA.

In December 2006, the Tasmanian and Australian Governments signed a Scoping Agreement (Appendix 1) that defined the agreed process for the conduct of the 2007 Review. In June 2007 the Governments appointed Mr John Ramsay to conduct the Review and prepare this report. Mr Ramsay is a lawyer, and a former Secretary of the Tasmanian Departments of Justice, Health and Human Services, Environment and Land Management and a former Director-General of Lands.

## **1.2 Review Terms of Reference**

The Terms of Reference, as provided to the Reviewer, set out the requirements for the Review.

The Reviewer is required to undertake a review of the progress with implementation of the RFA to assess progress against its specified milestones and commitments as required in clauses 45, 46 and 47 of the RFA. The "commitments" and "milestones" are detailed in the "Scoping Agreement for the Tasmanian Regional Forest Agreement Ten Year Review of Progress with Implementation of the Tasmanian Regional Forest Agreement," December 2006, (Appendix 1) and include recommendations arising from the 2002 Review of the RFA and the commitments made in the 2005 TCFA.

The Australian and Tasmanian Governments have invited public comment on the report entitled *Implementation of the Tasmanian Regional Forest Agreement 2002-2007* (the RFA Report) and the report entitled *Sustainability Indicators for Tasmanian Forests 2001-06* (the Sustainability Indicators Report).

In particular the Reviewer is required to:

- adhere to the principles that are detailed in the Scoping Agreement
- review the *Report on the Sustainability Indicators for Tasmanian Forests* and the *Report on Implementation of Tasmanian Regional Forest Agreement*



- consider and take account of the public comment on those Reports
- as necessary, address queries to government agencies, to people or to organisations who have provided comment on the Reports to clarify outstanding issues; and
- provide a Report to the Australian and Tasmanian Governments detailing the Review process and its findings no later than three months from commencement of the Review.

The Scoping Agreement details the commitments and milestones to be reviewed. Attachment 2 to the Scoping Agreement lists those RFA commitments remaining after the 2002 Review. Those that were completed prior to the 2002 Review have not been reviewed in this 2007 Review. Attachment 3 of the Scoping Agreement lists the recommendations of the RPDC. The Parties agreed in clause 3 of the TCFA to fully implement the recommended actions, except for recommendation 4.5. The Parties also agreed in clause 4 of the TCFA that the TCFA represents “a full and final response” to the recommendations. Attachment 4 of the Scoping Agreement is a list of commitments agreed to under the TCFA.

### **1.3 Review Process**

In accordance with the Scoping Agreement for the Review, the Australian and Tasmanian Governments prepared and released two reports for the review:

- *Implementation of the Tasmanian Regional Forest Agreement 2002-2007* containing details of progress by the Parties against each of the specified milestones and commitments in the Scoping Agreement for the Review; and
- *Sustainability Indicators for Tasmanian Forests 2001-2006* providing information and data on a range of environmental, social and economic indicators as required by clause 45(iv) of the RFA.

Both reports were released for public comment on 28 May 2007 for a period until 23 July 2007. The reports are available at <http://www.dpac.tas.gov.au/divisions/policy/rfa/>

Advertisements were placed in the *Mercury*, *Examiner* and *Advocate* newspapers notifying the public of the release of the reports and inviting written submissions.

The Reviewer met with those persons who in their submissions requested a meeting. He also requested meetings with various government agencies to gain further information about aspects of the reports and issues raised in submissions.

In accordance with the Scoping Agreement for the Review, a team of senior officials from both Governments assisted the Reviewer in carrying out his functions. These were:

- Mr Andrew Blakesley and Ms Fiona Abercrombie-Howroyd (Tasmanian Government Department of Infrastructure, Energy and Resources);
- Mr Karl Heiden and Mr Tim Bull (Australian Government Department of Agriculture, Fisheries and Forestry); and

- Ms Elizabeth Oliver and Ms Annette Bloys (Australian Government Department of the Environment, Water Resources, Heritage and the Arts).

In preparing this Report, the Reviewer has taken account of the Review Terms of Reference, information contained in the two reports prepared by the Governments, submissions received on the reports and subsequent meetings with submitters, and additional information sought from relevant government agencies and the Review Team.

A draft of the recommendations contained in this Report was provided to relevant agencies of both Governments for comment. The Reviewer considered these comments and further information in finalising this Report.

#### **1.4 Submissions to the Review**

Twenty-seven written submissions were received. A list of submitters is provided in Appendix 2. Appendix 3 provides a summary of the major points provided in each written submission. The Reviewer heard further representations from four submitters in support of their written submissions. These are indicated in Appendix 2.

Some submissions were on issues outside the Terms of Reference of this Review. This Review has only dealt with those issues covered by the Terms of Reference.

#### **1.5 Structure of the Report**

The following chapter of this Report (Chapter 2) sets out the Reviewer's recommendations to both Governments for their consideration.

Subsequent chapters of this Report have been written to address the RFA and TCFA commitments that are subject to this Review and, where appropriate, their associated Sustainability Indicators. These have been grouped into the main subjects relating to the key elements of the RFA and TCFA. This differs from the approach taken in the Governments' reports, which sequentially followed the order of the commitments as presented in the RFA, the 2002 Review and the TCFA.

The subjects are:

- land use, including the reserve system on public and private lands
- ecologically sustainable forest management
- wood resource
- industry development
- other forest uses, including mining and mineral exploration, tourism and beekeeping; and
- legislation, data and reporting.

For each subject, the relevant commitments in the RFA, the TCFA, the 2002 Review recommendations, and, where appropriate, the Sustainability Indicators are identified. A summary of relevant comments in submissions to this Review are noted, as well as

progress as reported by both Governments in the RFA Report. This information is analysed, including the noting of any additional information provided to the Reviewer. Relevant comment is made on achieving the commitments and milestones contained in the Agreements. Where considered necessary, a recommendation has been made for additional work to be undertaken to either meet the agreed commitments or address issues raised in the Review.

Financial reporting in this Report includes funds that have been committed under both Agreements and/or funding that has been expended thus far. Many programs, especially those funded under the TCFA, are still in progress and in line with the terms of the TCFA, funds are allocated through to 2010. Additionally, where it has been provided, information on additional funds committed and expended outside the Agreements has also been included.

The Report frequently refers to specific clauses and attachments in the RFA and TCFA. The full text of both Agreements is not repeated in this Report but can be accessed at either <http://www.daff.gov.au/rfa/regions/tasmania> or <http://www.dpac.tas.gov.au/divisions/policy/rfa/>.

The use of acronyms has been avoided wherever possible in order to improve readability of the Report. However, a list of those acronyms used in this Report has been provided.

## **Chapter 2        Recommendations**

### **Forest Practices System**

#### **Monitoring activities**

1. That the State requests the Forest Practices Authority to review and report to the Parties on the procedures and practices the Forest Practices Authority follows to guarantee the independence and integrity of its monitoring and compliance functions and activities and any change that it proposes to those procedures and practices.

#### **Availability of Forest Practices Plans**

2. That the State further progresses improvements to the Forest Practices System by requesting the Forest Practices Authority to ensure that information is available from the forest practices planning process as follows:
  - (a) Subject to appropriate non disclosure of personal or sensitive information such as any confidential location of protected sites (although the values to be protected should be identified), the content or draft content (if a request is made prior to the certification of the plan) of forest practices plans, should be disclosed to immediate neighbours as soon as possible after a request is made, at a location agreed between the applicant for the Forest Practices Plan and the neighbour concerned; and
  - (b) Recognising the wider public interest in the ecologically sustainable management of Tasmania's forests, and subject to the non disclosure of the matters identified in (a) above, information on the values protected in any certified Forest Practices Plan and the manner of that protection, should be made available on request to any interested person, by ordinary mail or electronically.

#### **Relationship between the forest sector and its neighbours**

3. That the Parties note the potential benefits that may follow from the review and implementation of the Good Neighbour Charter for commercial tree farming and implementation of a Good Neighbour Charter of wider scope and encourage the proposed signatories to the Charter to conclude the review as soon as possible, execute the charter and release it publicly.
4. That the State consults with the signatories to the proposed Good Neighbour Charter with a view to encouraging the Charter signatories to establish a process for documenting and reporting on the effectiveness of the operational implementation of the Charter.

## **Management Planning**

5. That the State establishes a program, by 30 June 2008, to complete the preparation of management plans or a management regime for all national parks and other formal reserves managed under the *National Parks and Reserves Management Act 2002*, including identifying the cost of the preparation of such plans.
6. That the State resources the program to enable all the management plans or the management plan regime for all national parks and other formal reserves managed under the *National Parks and Reserves Management Act 2002*, to be in place by 30 June 2010.
7. That where management plans are to be prepared for national parks or other formal reserves which involve matters to be resolved in negotiations with the Tasmanian Aboriginal community, those negotiations should be subject to an appropriate timetable to achieve resolution prior to 30 June 2009.
8. That any matters covered by the management plan for those national parks or other formal reserves that can be progressed concurrently with negotiations with the Tasmanian Aboriginal community should be progressed in accordance with the program referred to above.

## **Reserve Management**

9. That the Parties, as a minimum, maintain annual funding in real terms for management of all the values of the reserve system in Tasmania and consider increasing the resources available to meet the management needs resulting from the expansion to the reserve system directly resulting from the RFA and the TCFA.
10. That the State ensures the conduct of audits of compliance with the Tasmanian Reserve Management Code of Practice 2003 and the publication of the outcomes of those audits for financial year 2008-09 and thereafter.
11. That the Parties request the Forest Practices Authority to include, as part of the current review of the Forest Practices Code, a review of current mechanisms for ensuring that forest harvesting operations do not impact on the integrity of the boundaries of formal reserves.

## **Threatened Species and Communities**

12. That the Parties progressively prepare and publish Listing Statements or Advice, including conservation advice, for all forest-related threatened species. Priority should be given to completing Listing Statements for all endangered forest-related species by no later than the end of 2008. Listing Statements or Advice should also be prepared for all newly listed species at the time of listing.

13. That the Parties make the Listing Statements or Advice publicly available on an appropriate internet site as each is completed.
14. That the Parties continue to complete Recovery Plans for forest-related endangered species, in accordance with the requirements of the *Environment Protection and Biodiversity Conservation Act 1999* and the *Threatened Species Protection Act 1995*, but that priority in terms of time and resources should be given to the Recovery Plans already in preparation and the Listing Statement or Advice process referred to above.
15. That the Parties review the commitments under the RFA for lists of Priority Species with a view to removing duplication and ensuring consistency with lists required under the *Environment Protection and Biodiversity Conservation Act 1999* and the *Threatened Species Protection Act 1995*. An up-to-date list of forest-related threatened species and communities that include the RFA commitments should be publicly available on an appropriate internet site.
16. That the State, in consultation with the Australian Government, reviews the processes used within the forest practices system for the protection and recovery of threatened species, in particular the annual independent monitoring and reporting of the application of management prescriptions for threatened species in the development and implementation of Forest Practices Plans.
17. That the Parties continue to improve knowledge of threatened species and threatened communities and the efficacy of existing management prescriptions in protecting those species. This should include explicit monitoring programs, which might be general or for specific species or a combination of both. Priorities for monitoring should be reviewed annually, taking into account the regular threatened species and communities monitoring process undertaken in the forest practices system, with priorities being determined cognisant of current threatening processes, development pressures and relevant government policies.
18. That the Parties consider the need to amend the RFA to reflect the 2006 amendments to the *Environment Protection and Biodiversity Conservation Act 1999* which require the existence of conservation advice for all threatened species and communities and which enables the exercise of Ministerial discretion in relation to the preparation of recovery plans.

## **Integrated Catchment Management**

19. That the State completes Water Management Plans under the *Water Management Act 1999* in accordance with its commitments under the National Water Initiative Implementation Plan.
20. That the State, as a matter of priority, continues to invest in research into the impacts of forestry practices on hydrological cycles in Tasmanian catchments, including improved models at catchment levels, as well as improved data and catchment planning processes. The research should be undertaken in

collaboration with other research organisations and independent experts and the State should put measures in place to ensure that relevant data on current and proposed plantation establishment and operations is readily available for the work.

21. That the State completes the development of its computer model for impacts of forestry practices on hydrological cycles in Tasmanian catchments that includes prediction of the impact of forest-based activities on catchment water availability.
22. That the State ensures that the wider community is able to access information on the methodology that supports the operation of the model, that there are public opportunities for exchange of information and sharing of opinions in relation to the operation of the model, and that the outcomes of the application of the model to catchments are disclosed and reported on a regular basis.
23. That the State ensures that its Water Management Planning framework appropriately provides for a risk-based approach to management of water interception and extraction activities in accordance with the requirements of the National Water Initiative.
24. That the State requests the Forest Practices Authority to consider, in the current review of the Forest Practices Code, the inclusion of measures to enable the management of the impacts of forest practices on the yield of water in catchments, so as to meet objectives of Water Management Plans.

### **Environmental Management Systems and Forest Certification**

25. That the State completes the development of an environmental management system for all reserves under the *Nature Conservation Act 2002* by 30 June 2009 and that the resources required to achieve implementation be allocated to enable implementation as soon as possible thereafter.

### **Fire and Smoke Management**

26. That the State ensures that the state-wide fire management policy framework that applies to all tenures across the State, takes account of the increase in the area of forest plantations since the last Review, the effect of drought and the potential impacts of climate change.
27. That the State ensures that policies in the fire management policy framework on all tenures are made publicly available as the policies are confirmed or revised.

### **Climate Change**

28. That the Parties improve the collection and public reporting of relevant data to ensure that there is an improved understanding of the contribution, both positive and negative, that Tasmania's forests, forest management practices

and the forestry sector generally, make to the global carbon balance and climate change issues.

## **Private Land Management**

29. That the State recognises the importance of providing public information on the success or otherwise of forest regeneration, and requests the Forest Practices Authority to:
  - (a) prepare a report on the success or otherwise of forest regeneration on private land on which native forest was harvested since the 2002 Review;
  - (b) provide a comprehensive report on regeneration success or otherwise of forests on public and private land in its annual report; and
  - (c) provide a consolidated report for consideration as part of the next five year Review.

## **National Estate**

30. That, notwithstanding changes in Commonwealth legislation, the Parties confirm their commitment to management of the national estate values as set out in Attachment 1 of the RFA for the duration of the RFA.
31. That the Parties consider amending the RFA to reflect the changes in the Commonwealth legislation related to the cessation of the national estate listing process. The Parties should consider including appropriate commitments to protect the values of any places listed on the National Heritage List in accordance with the Commonwealth legislation.
32. That, given that the Register of the National Estate will not exist after 31 December 2011, the State examines the current places on the Register and determines whether any properties or values listed should be accorded any ongoing status and the nature of that status.
33. That the State requests the Forest Practices Authority to revise the Forest Practices Archaeological Manual as soon as possible to address all matters other than Tasmanian Aboriginal heritage, and further revise that Manual, as required, to take account of the proposed Tasmanian Aboriginal Heritage legislation when it is enacted.

## **Sustainable Yield**

34. That the State ensures that Forestry Tasmania prepares and makes available its report on the review of sustainable high quality sawlog supply from State forests as part of the documentation released for public comment as part of the third RFA Review.
35. That the State, in consultation with the forest processing industry, reviews and identifies appropriate and measurable indicators that show the quality of



sawlogs supplied to the processing sector, and determines the data to be reported and the responsibilities for collecting and reporting on the data.

### **Special Species**

36. That the State completes the special timber species supply strategy by 30 September 2008, which should include information on the resource that remains available by species and the rate at which that resource will be available.

### **Resource Security**

37. That the Parties commence the process of identifying the key issues relevant to considering the extension of the RFA in advance of the next RFA Review in 2012, so that an assessment of all the factors concerning desirability or otherwise of extending the RFA is available to the Review and is published as part of the next Review process. In particular, the progressive shortening of the period of industry resource security provided by the current RFA should be taken into account, together with operational and policy matters that were not prominent at the commencement of the RFA, such as catchment management and climate change.

### **RFA Attachment 12**

38. That the Parties facilitate the preparation by industry of an updated development strategy for the industry, taking account of stakeholder views and the Forest and Forest Industry Strategy (1990), the RFA Employment and Industries Development Strategy, existing and future resource availability and industry developments, and emerging opportunities for new products and services.
39. That the Parties review Attachment 12 of the RFA with the following objectives:
  - (a) to maintain the original focus and intent of enhancing employment and industry development in the forest and forest related sectors as is set out in Clause 72 and Attachment 12 of the RFA and the commitments in the Tasmanian Community Forest Agreement;
  - (b) to take account of current policies, available programs and potential opportunities with a view to making further appropriate commitments for the next ten years of the RFA; and
  - (c) to remove commitments already discharged or no longer relevant having regard to the preliminary examination of these matters as set out in Appendix 4 Table 1.

### **Information and Education**

40. That the Parties continue a program, in collaboration with industry stakeholders, of community education, information and awareness on the value of forests, the management of forests and the operation of the Forest Practices System in the pursuit of the ecologically sustainable management of forests, to assist the community to understand the issues associated with the management of forests for all values, particularly in light of climate change, biodiversity, catchment management and the domestic processing of wood products.

## **Apiculture**

41. That the State completes the plan for the future of the Tasmanian apiary industry in consultation with the Tasmanian Beekeepers Association and forest industry sector.

## **RFA and TCFA Financial and Performance Auditing**

42. That the Parties should identify the major financial commitments established by the RFA, TCFA and any related financial commitments, to establish a program of independent financial and performance audits of the discharge of those commitments (which may include separate program evaluation) and the achievement of the outcomes sought as a result of those commitments. The Parties should prioritise the audits as considered appropriate. In particular, the audits should address the effectiveness of the programs for (i) protection of forest communities on private land, (ii) intensive forest management, and (iii) industry development and restructuring. Reports produced as a result of audits or evaluations should be published on their completion.

## **Monitoring and Reporting**

43. That, given that Recommendation 5.1 of the 2002 Review stated “[T]hat the Parties, as a priority, develop a process, to obtain reliable data to inform social and economic indicators for the community, and the performance of forest based industries relevant to Attachment 12 of the RFA. The sustainability indicators relevant to the social and economic aspects of the industry need to be reviewed when such reliable data becomes available.”,

Recommendation 5.1 of the 2002 Review should be implemented by the Parties as a matter of high priority. The process should engage all relevant stakeholders in the identification of the data to be collected. This stage of the process should be completed by 30 September 2008. These data should be available to the next five year Review, and form part of the matters taken into account in the decision whether or not to extend the RFA.

## Chapter 3 Findings of the Review

### 3.1 Land Use

A key element of the Tasmanian Regional Forest Agreement (RFA) and the Tasmanian Community Forest Agreement (TCFA) was the establishment of a Comprehensive, Adequate and Representative (CAR) forest reserve system. This reserve system is designed to protect forest communities, old growth forest and wilderness values in accordance with the national criteria for a CAR reserve system. The CAR reserve system has four components: (i) and (ii) formal and informal reserves on public land; (iii) areas of public land managed by prescription; and (iv) private land where the values are managed under secure arrangements by agreement with the land owner.

#### 3.1.1 Public Reserves

##### Background

The RFA contains specific commitments about the management and protection of CAR values on public land. Those that are subject to this Review are:

- 24(a) *The State undertakes to manage the areas in the Comprehensive, Adequate and Representative (CAR) Reserve System identified in Attachment 6, with the exception of Commonwealth owned or leased land, on the basis outlined in that Attachment and in accordance with the relevant objectives set out in Attachment 7.*
48. *The Parties agree that the CAR Reserve System is to be established for the purpose of ensuring the long-term conservation and protection of the values defined by the JANIS Reserve Criteria and the land required to achieve this specified in Attachments 6 and 8.*
50. *The Parties agree that they will each take appropriate action:*
- *To establish the CAR Reserve System on the Public Land described in Attachment 6 and, where appropriate, shown on Map 1:*
55. *The Parties agree that:*
- (c) *the further management of the Savage River Pipeline corridor will be considered by the State prior to the first five yearly review of this Agreement in the light of the report and the audit described at subclauses (a) and (b) above;*
  - (d) *if the resource review and audit confirm the availability, outside the Savage River Pipeline corridor, of adequate resource of acceptable quality and economic accessibility, to maintain a supply of at least 4,500 cubic metres per year of deep red myrtle, for the remainder of the term of the Agreement, then harvesting and associated forest roading within the area will be further postponed for that period; and*

*(e) in the alternative, the area will be further considered by the State to ensure the availability of deep red myrtle for the period.*

57. *The Parties agree that any changes to those elements of the CAR Reserve System in Informal Reserves:*

- will only occur in Accordance with this Agreement; and*
- will maintain the level of protection identified at the regional scale; and*
- that information on all such changes will be publicly available and provided to the person or body conducting the five-yearly review described in clause 45 for incorporation into the review process.*

Attachment 6.21 *The following Forest Communities, where they occur outside existing and new Formal and Informal Reserves, will be protected on Public land wherever prudent and feasible, to protect those values at a regional level:*

*Eucalyptus risdonii forest*

*E. ovata Shrubby forest*

*E. viminalis wet forest on basalt*

*Notelaea ligustrina/Pomaderris apetala forest*

*Banksia serrata woodland*

*Furneaux E. viminalis forest*

*E. amygdalina inland forest*

*E. globulus grassy forest*

*E. viminalis grassy forest*

*E. viminalis/E. globulus forest*

*E. tenuiramis inland forest*

*E. rodwayi forest*

*E. brookeriana forest*

*King Island E. globulus/ E. brookeriana/ E. viminalis forest*

*Callitris rhomboidea forest*

*Melaleuca ericifolia coastal swamp forest*

*E. pauciflora old growth forest on dolerite*

*E. sieberi old growth forest on granite*

*E. sieberi old growth forest on other substrates*

*E. viminalis/ E. ovata/ E. amygdalina/ E. obliqua old growth damp sclerophyll forest*

These commitments were reviewed by the RPDC in 2002. The RPDC recommended:

- 3.2 *That the State reserves areas currently vested in the Hydro-Electric Corporation and identified in the RFA as indicative reserves.*
- 3.6 *That the State makes known its decision on future access to the deep red myrtle resource in the Savage River Pipeline Corridor by February 2003.*

As part of the TCFA the Governments made further commitments for additional public reserves.

6. *The Parties agree to the protection of one million hectares of Old Growth forest. This Supplementary Agreement provides for additional protection of Old Growth forest, resulting in a total of 977,000 hectares of Old Growth forest reserved on public land. From private land, the Commonwealth will protect a minimum additional area of 25,000 hectares of Old Growth forest, adding to the 5000 hectares of Old Growth forest already protected under the RFA Private Forest Reserves Program.*
7. *Further to Clauses 48, 49, 50 and 51 of the RFA, the Parties undertake to add approximately 141,000 hectares to the CAR Reserve System, including 1300 hectares of Hydro Tasmania freehold land, and provide interim protection for approximately a further 7400 hectares pending further consideration for reservation, as outlined in Attachment 1 and shown indicatively on Maps 1, 2 and 3. The new reserves include proposals for approximately 58,000 hectares of Formal Reserves in the Tarkine, Styx Valley and eastern Tasmania.*
8. *The Parties agree that all additional protected areas on public land will remain available for mineral exploration and mining under the Mineral Resources Development Act 1995 in accordance with Clause 79 of the RFA and subject to any requirements under the Environment Protection and Biodiversity Conservation Act 1999.*
9. *The State undertakes to finalise the boundaries of the new reserves, with the exception of Commonwealth owned land, at a scale of 1:25,000 by June 2006, identifying the best management boundaries to protect the identified values and taking account of field verification of values being protected.*
10. *The State will, by June 2006, submit proposals for all new Formal Reserves outlined in Attachment 1 to the Tasmanian Parliament for approval, in accordance with legislative requirements, and use its best endeavours to secure the enactment of the proposals.*
11. *The State will identify those Informal Reserve areas, as indicated in Attachment 1 on State forest on Management Decision Classification maps as Protection Zones and manage the areas for the protection of the CAR values of that land, subject to field verification of the existence and extent of those values.*
13. *The Commonwealth agrees that approximately 500 hectares of Commonwealth owned land, specified in Attachment 1 and shown indicatively on Map 3, will form part of the CAR Reserve System as Informal Reserves. These Informal Reserves will be included in new and revised Management Plans prepared for the areas, with public participation, by 30 June 2008.*
14. *The State agrees that approximately 3900 hectares of Old Growth forest on unallocated Crown land and shown indicatively on Maps 1, 2 and 3 will not be available for timber harvesting and shall be managed for protection of the*

*Old Growth forest pending completion of the current Crown Land Assessment and Classification Project process.*

15. *The State agrees that approximately 3500 hectares of forest on public land vested in Hydro Tasmania and shown indicatively on Maps 1 and 2 will not be available for timber harvesting and shall be managed for protection of the Old Growth forest values pending a review by Hydro Tasmania of land required for management of their infrastructure. The State further agrees that, subject to further consultation with the Commonwealth, those lands containing Old Growth forests not required by Hydro Tasmania for infrastructure will be protected under appropriate land tenure arrangements. Hydro Tasmania has agreed to covenant approximately 1300 hectares of sub-alpine eucalypt forest (identified on Maps 2 and 3) on freehold land it owns and that this land will be protected as part of the CAR reserve system.*
16. *Consistent with Clause 57 of the RFA, the parties agree that any changes to those elements of the CAR Reserve System in Informal Reserves:*
  - *will only occur in accordance with the RFA; and*
  - *will maintain the level of protection of identified values at the regional scale; and*
  - *that information on all such changes will be publicly available.*
17. *The State undertakes to maintain records indicating the location, extent and purpose of any amendment to the Informal Reserve system and the net impact that any amendments have on CAR values.*

Sustainability Indicators 1.1.a, 1.1.b and 1.1.e provide information on the areas of forest and old growth forest in various categories of public reserved land.

## **Issues**

A number of submissions were received on public reserves. The submissions were nearly evenly split between concern over the effect of reserves on the available timber resource and views that more reservation should occur. One submission suggested that some reserve areas may have been selected based upon their unsuitableness for logging, and that the Styx and Tarkine reserves failed to recognise new scientific knowledge - that contiguous connected conservation reserves represent the most valuable form of conservation.

The level of protection of old growth forest in the Styx and Florentine Valleys was raised in one submission. One submission suggested that the Reviewer should comment on action on the Federal election commitments made in 2004.

## **Analysis**

The RFA and TCFA contain commitments on the area of forest and old growth forest to be reserved on public land. In the 2002 Review, the RPDC found that the RFA public reserve commitments had been met or exceeded for most forest communities. However, a number of areas of land managed by Hydro Tasmania had not been reserved as agreed. Consequently, the RPDC made recommendation 3.2 - that reservation of these areas be completed. This recommendation was incorporated into the TCFA commitments concerning additional reservation of Hydro Tasmania's land.

The TCFA contained commitments to reserve additional areas of various categories of public land – State forest as new formal and informal Reserves, Hydro Tasmania land (both vested and freehold), unallocated Crown land and Commonwealth land.

Commitments made for the identification and creation of all new formal reserves and informal reserves on State forest have been met (TCFA clauses 9, 10 and 11). The commitments for reserving State forest have been exceeded. The State has added 146,800 hectares of State forest to the CAR reserve system arising from the TCFA as at 30 June 2006. This consists of all new formal reserves and State forest informal reserves and is a net increase of 7,800 hectares on the provisional area of these reserves in the TCFA. All new formal reserves have been made subject to the *Mineral Resources Development Act 1995*, meeting the commitment of clause 8.

The implementation of the 2002 Review and TCFA commitments for reservation of Hydro Tasmania land have progressed but are not yet complete. Hydro Tasmania has finalised plans for all areas to be reserved. Formal approval from the Board of Hydro Tasmania for revocation of the vested lands and covenanting of the freehold lands is expected soon. Parliamentary approval is expected to be sought in 2008 for the new public land reserves. Hydro Tasmania has advised that discussions are continuing with the Tasmanian Department of Primary Industries and Water (DPIW) in relation to covenanting the identified areas under the *Nature Conservation Act 2002* (Nature Conservation Act). A draft covenant agreement has been drafted. It is expected that this will be finalised in 2008.

The State has identified all areas of old growth forest on unallocated Crown land and these are being managed for protection pending implementation of the outcomes of the Crown Land Assessment and Classification project (CLAC) being undertaken by DPIW. This project has assessed nearly 6,000 separate parcels of unallocated Crown land covering more than 107,000 hectares throughout the State and produced reports with recommendations on the future tenure of these lands. Some 78,600 hectares have been recommended for reservation under the Nature Conservation Act and a further 14,200 hectares recommended to be reserved (or retained) as Public Reserves under the *Crown Lands Act 1976*. These reserves contain 4,300 hectares of old growth forest compared with the TCFA target of 3,900 hectares.

The Commonwealth Department of Defence has agreed that approximately 500 hectares of Commonwealth-owned land in the Buckland Military Training Area identified in clause 13 of the TCFA will form part of the CAR reserve system as informal reserves. A Management Plan for all of the informal reserve areas in the Buckland Military Training Area will be prepared by the Department of Defence by 30 June 2008.

### **Forest communities**

The Governments reported in Table 13 of the RFA Report the level of reservation of forest communities on public land against the RFA and TCFA commitments. This information shows that the RFA reservation targets have been met or exceeded in all but two of the 50 forest communities. Both of these shortfalls are due to errors in RFA mapping through incorrectly identifying forest types. All occurrences of these

communities on public land outside of reserves are protected by virtue of RFA Attachment 6, clause 21. Seventeen of the 50 forest communities were below the TCFA targets for public land, though mostly by small amounts. Completion of the reservation program for unallocated Crown land and Hydro Tasmania land is expected to bring all of these communities up to the target levels.

### **Old growth forest**

The TCFA commitment for the reservation of 977,000 hectares of old growth forest to public land mistakenly included approximately 4,400 hectares of privately owned land that was already protected as part of the CAR reserve system. As a result, the correct target for reservation of old growth forest on public land is 973,600 hectares. As at 30 June 2006, this target was met almost in its entirety, with 964,000 hectares of old growth forest within formal and informal reserves on public land. A further 9,200 hectares of old growth forest are presently protected on unallocated Crown land, Hydro Tasmania land and Commonwealth land pending reservation.

The Governments have reported in Table 14 of the RFA Report the level of reservation of old growth forest communities on public land against the RFA and TCFA commitments. This information shows that the RFA reservation targets have been met or exceeded in all but one of the 43 old growth forest communities. This shortfall of 130 hectares is due to errors in RFA mapping through incorrectly identifying forest types. All old growth occurrences of this community on public land outside of reserves are protected by virtue of Attachment 6, clause 21. Twenty-two of the 43 forest communities were below the TCFA targets for public land, though mostly by small amounts. Completion of the reservation program for unallocated Crown land and Hydro Tasmania land is expected to bring all of these communities up to the target levels.

All the necessary actions to complete the TCFA commitments for the reservation of additional forest and old growth forest on public land are under way. Minor reservation additions from land managed by the Commonwealth, the State and Hydro Tasmania are in progress. Work to complete the reservation of Hydro Tasmania land agreed under the RFA and TCFA has progressed slowly, but is expected to be completed in 2008.

### **Changes to informal reserves**

The State committed to keeping records of all changes to the informal reserves, which form a part of the CAR reserve system, and the State and Commonwealth agreed conditions where such changes could be made (RFA clause 7 and TCFA clause 17). These commitments have been met during the Review period. Information summarising the changes during the Review period and their net effect on CAR values has been provided for this Review. Minor changes to the boundaries of informal reserves on State forest have been made for operational or conservation reasons since the last Review. These changes are evaluated by Forestry Tasmania for the level of protection afforded to identified values at the regional scale. Changes were made in accordance with the requirements detailed in Forestry Tasmania's Management Decision Classification (MDC) system manual. MDC maps are available for public viewing through Forestry Tasmania District Offices and are



published in District Forest Management Plans. The public can view the CAR reserves spatial layer on the Land Information System Tasmania (LIST), which is updated annually. The Reviewer was provided with the information being kept by Forestry Tasmania and documentation relevant to the process.

### **Special species timber – Savage River pipeline**

The Governments made commitments in the RFA (clause 55) for the management of special species timber in the Savage River Pipeline corridor which were incomplete at the time of the 2002 Review. The RPDC recommended (3.6) that the State makes known its decision on the future of the myrtle resource in the Savage River corridor area. The Tasmanian Government's decision on future access to the Savage River Pipeline corridor was announced on 4 June 2003. That decision, to allow continued access to the corridor forests for timber harvesting, but at a reduced harvest level, was superseded by the TCFA. The whole of the corridor is now part of the CAR reserve system and is no longer available for timber harvesting. The commitments in clause 55 and Recommendation 3.6 do not require any further review.

### **Extent and location of reserves**

Differing views and concerns about the extent and placement of reserves reflect strongly held community views and values. The RFA and TCFA contained specific commitments for reserving forests and maintaining access to timber resources. This Review addresses progress on meeting only those commitments in the Agreements. It is not within the scope of this Review to assess the competing claims over the adequacy of the commitments, or to comment on policy statements made in the 2004 Federal election campaign.

## **3.1.2 Private Reserves**

### **Background**

The Tasmanian RFA recognises the important contribution to conservation of well managed privately held reserves, and commits to actions to assist landowners to participate in the CAR reserve system:

59. *The Parties recognise the importance of the CAR Reserve System of Environment and Heritage Values on Private Land and the State agrees to implement a process which will facilitate the voluntary participation by private landowners to protect those values specified in Attachment 8.*

Attachment 8 contains details of the process to be established to implement clause 59. The Tasmanian Private Forest Reserves Program (PFRP) was established in 1998 to implement this commitment. The Australian Government provided \$30 million (\$20 million from the National Heritage Trust [NHT]) under clause 100 to support the PFRP.

In the 2002 Review, the RPDC found “that the PFRP had generally been implemented in accord with the RFA commitments”. However, in response to concerns that the

program reservation targets would not be fully met within the program timeframes and budgets, the RPDC recommended (3.3) *that the Parties commit to designing a program that provides for the long term future of the Private Forest Reserves Program and in particular provides for the future financial resources for management, monitoring and reporting of properties conserved under the RFA Private Forest Reserves Program.*

The RPDC also recommended (3.4) *that the State reinforces and makes more effective the mechanism for providing the RFA Private Forest Reserve Program with basic forest type and coverage information for areas being assessed under the Private Timber Reserve approval process.*

In the TCFA the Governments addressed this recommendation with a number of commitments to finalise the PFRP and establish a new Commonwealth program for the protection of old growth and under reserved forest communities and establish new initiatives with the unspent PFRP funding:

6. *The Parties agree to the protection of one million hectares of Old Growth forest. This Supplementary Agreement provides for additional protection of Old Growth forest, resulting in a total of 977,000 hectares of Old Growth forest reserved on public land. From private land, the Commonwealth will protect a minimum additional area of 25,000 hectares of Old Growth forest, adding to the 5000 hectares of Old Growth forest already protected under the RFA Private Forest Reserves Program.*
20. *The Parties agree to co-operate to improve the protection of Old Growth forest on private land, particularly for forest communities that complement the new reserves on public land.*
21. *The Commonwealth will establish, administer and fund a new market-based program to protect and manage up to 45,600 hectares of forested private land, additional to that secured under the Private Forest Reserves Program, targeting Old Growth forest and under-reserved forest communities. This program will include a specific component, capped at \$3.6 million, to protect up to 2400 hectares of forest land in the Mole Creek area.*
23. *The new program will be developed and managed jointly with the State through a steering committee. The Parties will consult with Tasmanian private forest owner representatives and representatives of other non-government interests on the design and implementation of the program.*
24. *The program will be administered in accordance with a strategic plan to be agreed between the Parties within four months from the date of this Supplementary Agreement. Overall responsibility for the administration of the program will reside with the Commonwealth.*
25. *The State will establish conservation covenants on land titles under the Tasmanian Nature Conservation Act 2002 on lands protected by covenant*

*under this program. The Commonwealth will reimburse the State all costs associated with covenanting the land.*

26. *The State will provide ongoing monitoring and management support services to owners of the covenanted land. The Commonwealth will provide one-off funding to the State of \$5.5 million in 2005-06 from program funding to cover the costs of these services.*
27. *The Parties agree that the Private Forest Reserves Program established under Clause 59 of the RFA will continue to operate using the remaining funds provided under Clause 100 of the RFA until 30 June 2006, at which time the Program shall cease.*
28. *The Parties agree to negotiate a new financial agreement, subject to the provisions of the Natural Heritage Trust of Australia Act 1997, that will provide for the use of Private Forest Reserve Program Natural Heritage Trust funds held by the State at the date of this Supplementary Agreement and the transfer of any of those funds remaining at June 2006, to the new program outlined in Clause 21 above.*
29. *The State agrees to use the balance, at 30 June 2006, of the State Trust Fund established with Commonwealth funding under Clause 101(iv) (excluding any amount provided from the Natural Heritage Trust) of the RFA to fund a State Private Property Vegetation Conservation Program.*

Sustainability Indicators 1.1.a, 1.1.b and 1.1.e provide information on the areas of forest and old growth forest on private land including private reserves.

## **Issues**

Submissions commenting on the private reserves and the PFRP were supportive of the initiatives, although some expressed reservations about the adequacy of the funds committed to the PFRP, the achievement of the PFRP goals and the speed of the roll out of the new initiatives.

One submission also suggested that the tax incentives for plantation managed investment schemes inflated land values, making the PFRP less effective than it otherwise might have been. Another submission suggested that incentives should be used to allow conservation uses to compete with forestry uses. One submission expressed support for private land conservation initiatives being voluntary schemes and stated that the concept of one-off payments should be replaced with ongoing stewardship payments.

## **Analysis**

### **Private Forest Reserves Program**

The TCFA provided for the PFRP, established by the RFA, to cease as from 30 June 2006 and be replaced by a new Australian Government funded and

administered program - the Forest Conservation Fund (FCF). This addressed the RPDC's recommendation 3.3.

The Governments have reported on the progress with meeting the commitments of RFA clause 59 and Attachment 8 during the Review period. The administration and implementation of the PFRP continued in accordance with those commitments. The improvements to the process recommended by the RPDC (3.4) were commenced, but as a result of the cessation of the PFRP, are no longer relevant.

The PFRP achieved significant improvements for the conservation of CAR values on private land, enhancing the CAR reserve system on public land. The PFRP provided private landowners with assistance and financial incentives to protect the forests on their lands, resulting in 246 properties being secured for conservation, covering more than 38,400 hectares of land.

The length of time taken to finalise outstanding negotiations with private landowners that were underway at the time of signing the TCFA has delayed the finalisation and acquittal of the PFRP. This has in turn delayed the transfer of funds under TCFA clauses 28 and 29. The State transferred just over \$7.6 million of Commonwealth funds in September 2007, with a further transfer of outstanding interest occurring in January 2008. Any additional outstanding funds will be transferred at a later date. The new financial agreement has been completed in accordance with clause 28.

While the PFRP ceased on 30 June 2006, the Governments have agreed to allow a further 12 months for the finalisation of outstanding covenants. The State has yet to complete audited financial statements for 2003-04, 2004-05 and 2005-06, as well as a final program report.

An independent consultant has reviewed the PFRP. The consultant has made a number of observations and recommendations, including:

- The program has made a significant contribution to CAR values;
- Covenants on 246 properties have been secured in perpetuity, representing approximately 38,400 hectares;
- Thirty-five covenants (4740 hectares) were not completed within the 12 month extension agreed to by the State and Commonwealth;
- While some early reserves had lower conservation values, overall the lands secured tended to have high CAR priority with reserves assigned to appropriate International Union for the Conservation of Nature (IUCN) categories; and
- Consideration should be given to providing some ongoing funding for continuing management.

A number of recommendations were made for improving management and efficiency, some of which include improving staffing continuity, making Operations Plans user-friendly, improving communication and relationships with landholders and clarifying management structure and responsibilities. A number of issues and processes have

been identified that will improve the management and delivery of similar programmes in the future. More funds were committed to the PFRP than were utilised due to the length of time taken to negotiate agreement with the landowners. The PFRP Reviewer has also identified the need for ongoing management support for covenanted areas.

### **The Australian Government Forest Conservation Fund**

The Governments have established two new programs that replace the PFRP to secure reserves on private lands. The Australian Government has established the FCF to address its commitments under TCFA clauses 6, 21, 23 and 24. The FCF will utilise the unspent Commonwealth funds from the PFRP. The State has established the Tasmanian Private Land Conservation Program (PLCP) to meet its commitments under clause 29.

In the FCF, an open tender process is being used to invite landholders to submit proposals for land covenanting. The first round of the FCF opened in March 2007, and the first group of successful applicants were announced in October 2007. Almost \$3.7 million has been approved under the program for the covenanting of some 4,300 hectares of forest, including under reserve communities and old growth. A second group of applicants is being processed for approval and a third group will be evaluated in March 2008. At this stage it is likely that a second round of the FCF will be required to meet the target hectares. The programme ends in June 2009.

The FCF is also funding the development of a 'revolving fund' to facilitate the voluntary sale and purchase of land. Through the revolving fund, private property will be acquired through sales and covenanted to protect its conservation values. It will then be resold on the open market.

A further element of the FCF, the Mole Creek Karst Forest Program, has been introduced to specifically address forest and karst conservation issues in the Mole Creek area. The Mole Creek Karst Forest Program has been allocated \$3.6 million to protect forested land with significant karst values in the Mole Creek area. Participation is voluntary and landowners can either sell or covenant their land.

The Mole Creek Karst Forest Program was set up with the intent to operate until a target of 2,400 hectares was achieved or programme funding was fully expended – whichever came first. The program ends on 30 June 2008.

A program administrator, the Tasmanian Land Conservancy, was engaged in late 2006. The Tasmanian Land Conservancy has liaised with landowners and coordinated the assessment of land values in the Mole Creek area. A Karst Technical Advisory Panel was formed to advise on the conservation significance of the karst values of particular properties. Local delivery guidelines were developed and agreed to by the Australian Government.

Expenditure of over \$2.8 million has been approved for the purchase of six properties. This includes four properties with highly significant karst values which the Commonwealth has agreed to fund the Tasmanian government to purchase for

inclusion into the Mole Creek Karst National Park. A further two covenant proposals are currently being processed.

The purchase and covenanting of these properties will protect over 470 hectares of important Tasmanian forest communities and high priority karst values. The Mole Creek limestone karst is considered to be one of the most significant karst systems in Australia.

The Governments have met their commitments under Clauses 23 and 24 of the TCFA for establishment and governance of the FCF and the Mole Creek Karst Program.

A joint Government Steering Committee oversees the implementation of both the programs, and is advised by stakeholder advisory groups for both the FCF and the Mole Creek Karst Forest Programme. An expert panel of economists and ecologists who have developed an assessment methodology to assess landholder proposals further assists the Steering Committee. A Strategic Plan has been developed by the Steering Committee with the assistance of the Advisory Group. The Plan was approved by the Australian Government in May 2006, and can be viewed at <http://www.environment.gov.au/land/forestpolicy/fcf/strategic-plan.html>.

The TCFA provided for the State to establish the covenants on land titles, with costs to be reimbursed by the Australian Government. As no covenants have yet been negotiated under the FCF, this commitment has not yet been required to be implemented. The Commonwealth has provided the \$5.5 million to the State for monitoring and management support services to the owners of covenanted land under clause 26.

The Australian and Tasmanian Governments have entered into two agreements – one for the funding for monitoring and management support services to owners of covenanted land participating in the FCF; and the second for services to implement the FCF.

### **Tasmanian Government Private Land Conservation Program**

The PLCP was initiated on 1 July 2006 and is funded with unspent State funds from the PFRP. The PLCP facilitates conservation of natural values on private land through a number of planning approaches. The PLCP funds a stewardship and monitoring program for areas covenanted through the PFRP. This activity was funded until June 2007, and will evaluate the environmental outcomes of the PFRP covenanting program. The PLCP also provides support and advice to landowners who have covenants on their properties.

Progress with implementing the continuing TCFA commitments should be reviewed again in 2012.

### 3.1.3 World Heritage

#### Background

Through the RFA, the Australian and Tasmanian Governments agreed to processes for managing future World Heritage assessments and nominations:

39. *The Parties agree to jointly participate in the further World Heritage assessment of the relevant Australia-wide themes, specified in Table 1.7 of the World Heritage Report, commencing by the 30th June 1998.*
40. *The Commonwealth agrees that it will give full consideration to the potential social and economic consequences of any World Heritage Nomination of places in Tasmania and that such nomination will only occur after the fullest consultation and with the agreement of the State.*
41. *The Parties agree that any World Heritage Nominations of any part of the Forest Estate will be from areas within the Dedicated Reserve elements of the CAR Reserve System.*
42. *The Parties agree:*
  - *that before any World Heritage Nomination of any part of the Forest Estate is made all necessary management arrangements, including joint policy coordination arrangements and a statutory management plan under the relevant Tasmanian legislation will be in place; and*
  - *that prior to any World Heritage Nomination all related funding issues will be resolved to the satisfaction of both Parties.*

In the 2002 Review, the Governments reported that the process of identifying Australia-wide themes had commenced but that no further World Heritage nominations had been made for Tasmanian forested areas. The RPDC recommended (3.5) *that the Parties clarify the commitment in Clause 39 of the RFA and make publicly available information on progress to date and how they intend to pursue the implementation of this commitment including the timelines.*

The Governments report that there have been no new official nominations of places in Tasmania for inclusion on the World Heritage List during the Review period. Hence, clauses 40, 41, and 42 of the RFA have yet to be triggered.

#### Issues

Two submissions commented on World Heritage issues. Both raised concerns about forestry operations adjacent to Tasmanian Wilderness World Heritage Area (TWWHA) boundaries, one submission suggested that buffer zones should be established around World Heritage areas, and one submission raised concerns about commercial developments in World Heritage areas.

## Analysis

Clause 39 of the RFA committed the Parties to jointly participate in a process of further assessment of Australia wide themes of World Heritage, commencing by 30 June 1998. The RPDC recommended in the 2002 Review that the Parties clarify their intent in this regard and provide further information on progress, the process and timelines.

As described in the 2002 Review, a national process to identify themes was commenced. However, the joint assessment of Australia-wide themes, as specified in Table 1.7 of the World Heritage Report, has been superseded by international and national developments relating to a thematic approach to World Heritage listing.

The Australian Government has significantly revised the legislative arrangements for National and World Heritage listing. The Commonwealth's 2003 amendments to the EPBC Act established the National Heritage List. The April 2004 National Heritage Protocol outlined arrangements for the coordination of Australian, State and Territory Governments' systems for the protection of heritage. Under that protocol it was agreed that, as a general principle, future nominations for World Heritage listing would only be drawn from the National Heritage List.

The United Nations Education, Scientific and Cultural Organization (UNESCO) requested State Parties, in developing their tentative lists of potential World Heritage sites, to give priority to categories of places under-represented on the World Heritage List (as identified in UNESCO's Global Strategy and the International Council on Monuments and Sites [ICOMOS] and IUCN expert reports commissioned by UNESCO in 2004). This request was reflected in the 2005 *Operational guidelines for the implementation of the World Heritage Convention*. Australia is guided by this recommendation in developing its tentative list and in future nominations to the World Heritage List.

The Environment Protection and Heritage (Ministerial) Council agreed, at its meeting on 2 June 2007, to support the preparation of a new World Heritage Tentative List for Australian heritage places, as recommended under the World Heritage Convention. In November 2007, the Australian Government commenced a process, involving all States and Territories, to explore possible nominations and themes for Australia's World Heritage Tentative List.

At the time of writing, Australia's Tentative List comprises a serial site for Australia's convict heritage, which includes five sites in Tasmania. Work has commenced in cooperation with the relevant States and Territories on this serial nomination for World Heritage listing.

As noted above, there has been a policy shift to global priorities in the development of World Heritage Tentative Lists, rather than purely national themes. However, further progress has been made with the eucalypt theme since when the Greater Blue Mountains was listed on the World Heritage List in 2000 for values including its eucalypt ecosystems.



At that time the IUCN noted in technical advice provided to the World Heritage Committee that possible sites for inclusion in a serial eucalypt World Heritage site included south west Australia and the Australian Alps. These areas are being assessed for inclusion in the National Heritage List for values including eucalypt vegetation. Ku-ring-gai National Park and Royal National Park in the Sydney Basin, and the Stirling Ranges National Park in south west Western Australia have been placed on the National Heritage List, in part because of their eucalypt vegetation.

Concerns about the boundaries of the TWWHA are not within the scope of this Review. The management and values of Tasmanian forest outside of the TWWHA remain under both local and international scrutiny, and the Australian and Tasmanian Governments are responding to issues raised. In February 2007, Australia submitted a State Party Report to the World Heritage Centre concerning forestry activities near the TWWHA. The report, responding to Decision WHC-06/30.COM/7B of the World Heritage Committee, prepared in collaboration with the Tasmanian Government, is available at

<http://www.environment.gov.au/heritage/publications/pubs/tas-wilderness.pdf>

At its meeting in June 2007, the World Heritage Committee requested an Update Report on the State of Conservation of the TWWHA by 1 February 2008. The Governments have cooperated to meet this request and the Update Report is available at

<http://www.environment.gov.au/heritage/publications/tas-state-party-report-feb08.html>

A mission from the World Heritage Centre, IUCN and ICOMOS will visit Tasmania in March 2008 to consider the issues raised in the decisions and the reports.

## **3.2 Ecologically Sustainable Forest Management**

### **3.2.1 Forest Practices System**

#### **Background**

The State has made a number of commitments in the RFA relating to the Forest Practices System. Those that are ongoing during this Review period are:

Clause 58 – *to continue to ensure that owners of Private Forest comply with the Forest Practices Code (Tas.) for timber harvesting and regeneration operations;*

Clause 94 – *to publish, and make publicly available, its annual compliance audits of the implementation of the Forest Practices Act 1985 (Tas.), [and] Forest Practices Code;*

Attachment 10, clause 10 – *Continuing to adequately resource the system surrounding the Forest Practices Code (including compliance, implementation, education, training, review, research) and maintaining appropriate contributions by industry to ongoing management costs associated with the Code;*

Attachment 10, clause 12 – In relation to the Forest Practices System, including the Forest Practices Code, ensuring that:

- *where the management intention for the Forest or Private Land is to regenerate forest, timber harvesting plans will specify best-practice reforestation standards and provide for ongoing monitoring; and*
- *where endangered species have been identified in an area for which timber-harvesting plan approval is sought by private landholders, the plan will include conditions which ensure the application of appropriate management prescriptions to those species.*

The Forest Practices System was a significant focus of the 2002 Review. As a result, the RPDC made a recommendation (4.1) *that the State improves the accountability of the Forest Practices System. Issues to consider include:*

- *improving transparency and communications, in particular, public access to information on Forest Practices Plans, through a central access point designed to improve industry consultation with neighbours and local communities;*
- *improving on ground implementation of Forest Practices Plans by introducing minimum standards of training, education and accreditation of forest operatives, and introducing systems to convey the detail of the Forest Practices Code and Forest Practices Plans in a form readily available and understandable to forest operatives;*
- *improving public understanding of the Forest Practices System including the Forest Practices Code, the role of the Forest Practices Board and, in particular, the public and legal policy framework in which the Forest Practices Board operates;*
- *providing for a specific position on the Forest Practices Board for a person with ecological and/or conservation expertise;*
- *reviewing the efficacy of the self regulatory aspects of the Forest Practices System in the next five year review of the Forest Practices System; and*
- *ensuring provision of additional funding, including from industry, to support the communication and research functions of the Forest Practices System.*

No additional commitments were made regarding the Forest Practices System in the TCFA.

Sustainability Indicators 7.1.a and 7.1.b describe the legal and institutional frameworks to support sustainable forest management in Tasmania. A major component of this is the Forest Practices System, including the Forest Practices Authority.

## Issues

The Governments reported that all ongoing RFA commitments have been met during the Review period. The State has implemented significant changes to the Forest Practices System since 2002 in response to the RPDC recommendation. These are detailed in the RFA Report and include:

- Amendments to the Forest Practices Act to provide for a new independent Forest Practices Authority with an expertise-based Board, including a person with ecological/conservation expertise
- Improvements in access to Forest Practices Plans (FPP), including the development of a central web-based information point and standard procedures
- Additional resources for the Forest Practices Authority to provide improved communications and public information on the Forest Practices System, improved training, and monitoring and enforcement of the Forest Practices Code; and
- Funding to support training for forest operatives on the requirements of the Forest Practices Code.

Comments on the Forest Practices System and its implementation were made in several submissions covering a variety of aspects. These included:

- The Forest Practices Code and supporting protocol agreements are weak, confusing and optional
- Inadequacy of the Forest Practices Code in relation to water yield and quality, threatened species and chemical use
- Forest practices should be more transparent, subject to Freedom of Information (FOI) legislation, allow third part appeal rights and industry required to consult with neighbours
- FOI requests have been refused; there have been deliberate delays in providing information; the central database does not make plans available
- The Forest Practices Authority does not provide timely information, is secretive and provides no information on appeal processes
- The Forest Practices Authority does not effectively manage threatened species
- Blatant breaches of the Forest Practices Code go unprosecuted
- The Forest Practices Authority must be disbanded and replaced with an Environmental Protection Agency
- Concern with competency of Forest Practices Officers; and

- A request for a State Policy to enshrine the Forest Practices Code.

## **Analysis**

The Forest Practices System is arguably the most important component of Tasmania's sustainable forest management system. It underpins the delivery of most objectives of the RFA.

The Governments have reported all of the ongoing RFA commitments have been met during the Review period and that the 2002 Review recommendations have been fully implemented. Substantial and extensive changes to the Forest Practices Act and system since 2004 are documented in the reports. Forestry Tasmania is now subject fully to the *Freedom of Information Act (1991)*, (FOI Act), further improving the transparency of the forest industry. These actions are considered to have adequately met the recommendations of the 2002 Review.

Despite these obvious improvements, similar comments are made about the system to those made in the 2002 Review, although fewer in number.

There were several comments on inadequate communication and information. This indicates a need for continuing efforts to improve understanding in the community of the system and the opportunities for access to information about forest practices.

Those members of the community who are opposed to any forestry activity are likely to maintain their criticism of the forest practices system. Some will consider that the regulator is either not independent and/or not tough enough on the industry. However, the system itself is comprehensive, has monitoring and appeal provisions and has a strong element of continuous improvement that should ensure that genuine criticisms and concerns are addressed. It is noted that the next review of the Forest Practices Code is currently under way.

The Forest Practices Authority provided the Reviewer with information on the monitoring and compliance processes within the Forest Practices System. There is a comprehensive system of monitoring all stages of the planning and implementation of forest practices. Large forest companies operating in Tasmania have separate external and internal auditing as part of their environmental management systems and accreditation under the Australian Forestry Standard (see Section 3.2.7 of this Report). However, some submitters to the Review had the perception that the systems that are in place are not independently conducted. A further review of these processes is warranted to ensure that there is appropriate independence in the Forest Practices Authority's processes.

## **Access to information**

Despite the changes to provide greater public access to information on forest practices plans since the last Review, submissions were made to this Review that interested stakeholders still had difficulty obtaining information of proposed forest operations. In particular, it was alleged that Forestry Tasmania was not complying with the requirements under the FOI Act with respect to requests to provide copies of FPPs in a timely and appropriate manner.

It is not within the scope of this Review to consider whether or not Forestry Tasmania has complied with its legal requirements under the FOI Act. However, the Reviewer is aware that some FOI matters have been formally reviewed by the Tasmanian Ombudsman.

Forestry Tasmania has a written policy available on its website <http://www.forestrytas.com.au/sfm/public-access-to-forest-practices-plans> on public access to FPPs which provides clear information on what information is available to the public and how it can be obtained. The Reviewer is not aware that private forest companies have any similar written policies and procedures available. Forestry Tasmania's policy appears to be an appropriate model to follow for the provision of information on FPPs by the industry as a whole.

It is important for both the industry and affected parties that relevant information on proposed forest operations is made readily available to the public, especially to neighbouring landowners. It is noted that the Forest Practices Code requires all landowners within 100 metres of the proposed forest practices operations to be notified by the proponent. Details of the practices should be provided at least 30 days prior to commencement of the operations. The Forest Practices Code states the objective of this is to encourage effective communication and consultation with neighbours. However, in spite of this requirement, there appears to be evidence that there is not always adequate and effective communication about proposed forest practices, with allegations of a culture of secrecy of information. While there is some information on FPPs that should not be freely available, such as the locations of protected sites and personal information, there is no reason why the details of proposed plans should not be readily available to those potentially directly affected by these operations. Early provision of information by the proponent to neighbours and effective consultation on issues of concern should lead to greater trust and better outcomes for all concerned.

A Good Neighbour Charter for Commercial Tree Farming in Tasmania was voluntarily developed by commercial plantation growers in 2000. Based on anecdotal evidence, it has proved to be a valuable initiative to improve the relationships between plantation growers and their neighbours. Additional information has been provided to the Reviewer by the forest industry on the revision of the Charter now nearing completion. The industry proposes a Good Neighbour Charter for Commercial Forestry. As implied by the change in title, the proposed revised Charter extends the "good neighbour" concept from just plantations to all forestry. This is a welcome development, which if implemented successfully should assist considerably in further improving communication between the forest industry and neighbours and in addressing neighbours' concerns about the impacts of forestry operations.

Evidence to support the claim by industry that the Charter was effective in resolving the vast majority of neighbouring landowner concerns was not available. It would be useful if the signatories to the Charter were to establish a system of recording those issues raised by neighbours that were successfully resolved or could not be resolved by local field staff. The implementation of the Charter should be periodically reviewed to ensure that it operates effectively as a voluntary mechanism, and thus avoiding consideration of the need for regulation in this area.

The Tasmanian Government should continue to consider ways of improving aspects of the system including availability of information, public education, forest operative training and accreditation and to maintain adequate levels of resourcing for the system, including the research programs that underpin the system.

## **Recommendations**

### **Monitoring activities**

1. That the State requests the Forest Practices Authority to review and report to the Parties on the procedures and practices the Forest Practices Authority follows to guarantee the independence and integrity of its monitoring and compliance functions and activities and any change that it proposes to those procedures and practices.

### **Availability of Forest Practices Plans**

2. That the State further progresses improvements to the Forest Practices System by requesting the Forest Practices Authority to ensure that information is available from the forest practices planning process as follows:
  - (a) Subject to appropriate non disclosure of personal or sensitive information such as any confidential location of protected sites (although the values to be protected should be identified), the content or draft content (if a request is made prior to the certification of the plan) of Forest Practices Plans, should be disclosed to immediate neighbours as soon as possible after a request is made, at a location agreed between the applicant for the forest practices plan and the neighbour concerned; and
  - (b) Recognising the wider public interest in the ecologically sustainable management of Tasmania's forests, and subject to the non disclosure of the matters identified in (a) above, information on the values protected in any certified forest practices plan and the manner of that protection, should be made available on request to any interested person, by ordinary mail or electronically.

### **Relationship between the forest sector and its neighbours**

3. That the Parties note the potential benefits that may follow from the review and implementation of the Good Neighbour Charter for Commercial Tree Farming and implementation of a Good Neighbour Charter of wider scope and encourage the proposed signatories to the Charter to conclude the review as soon as possible, execute the charter and release it publicly.
4. That the State consults with the signatories to the proposed Good Neighbour Charter with a view to encouraging the Charter signatories to establish a process for documenting and reporting on the effectiveness of the operational implementation of the Charter.

## 3.2.2 Management Planning

### Background

The State made a commitment in RFA Attachment 10.8 to *ensuring that management plans are implemented for all State forest and National Parks by the year 2000, and all other reserves within the Formal Reserve element of the CAR Reserve System by the year 2003 or as soon as practicable thereafter. Management plans will include objectives and be periodically reviewed to assess performance against each objective.*

Attachment 10.13 requires *that management plans for Formal Reserve and Informal Reserve elements of the CAR Reserve System clearly identify the CAR values identified in the CRA and the actions being taken in each reserve to appropriately manage those values.*

These commitments were reviewed in the 2002 Review. It was found that management plans were in place for all State forests. These plans covered all formal and informal reserves on State forest and met the commitment in Attachment 10.13. Management Plans were in place for 13 of the then 18 national parks. Work on two of the remaining plans (Rocky Cape and Mt William) were on hold pending further consultation with the Tasmanian Aboriginal community while progress had been made towards having plans in place for all other formal reserves by 2003. No recommendations were made relevant to these commitments by the RPDC.

In the TCFA, further formal reserves were created and under clause 12 the State committed to progressively amend Forest Management Plans to include the updated formal and informal Reserves, completing the process by 30 June 2008. The Commonwealth committed in clause 13 that approximately 500 hectares of Commonwealth owned land, specified in Attachment 1 and shown indicatively on Map 3, will form part of the CAR reserve system as informal reserves. These informal reserves will be included in new and revised Management Plans prepared for the areas, with public participation, by 30 June 2008.

The Governments reported that since the 2002 Review further progress has been made towards the objective of having management plans in place for all formal reserves but that the milestone of 2003 was not met. Work has commenced to meet the TCFA commitments.

### Issues

Several submissions commented on management plans for State forests and reserves. Comments included:

- Forest management planning in Tasmania was world class
- The lack of an approved management plan for many reserves in the Great Western Tiers was of concern. These plans were important for neighbouring landowners concerned with issues such as fire, weeds and wildlife control

- A request was made to add the details of approved plans to the reserve list on the Parks and Wildlife website
- Management plans for State forest met the RFA requirements; and
- Forestry Tasmania is in the process of removing forest management plans with the intention of establishing a non-prescriptive state-wide management plan.

## **Analysis**

### **Management plans for national parks and other formal reserves**

The RFA milestone of having management plans completed by 2000 for all national parks and by 2003 for all other formal reserves has not been met. While the management plans for all Forest Reserves under the *Forestry Act 1920* (the Forestry Act) were completed prior to the target date, management plans are not in place for all formal reserves under the *National Parks and Reserves Management Act 2002*. Management plans for five formal reserves, other than national parks, were completed in the Review period.

The Governments have reported that plans are in place for 16 of the 19 national parks, an improvement of three (Mt Field, Mole Creek Karst and Kent Group) since 2002. The number of national parks has increased by two in that period. Of the remaining national parks without management plans, one (Savage River) has a draft plan released for public comment. The other two, Mt William and Rocky Cape, remain in the same situation as reported in 2002. Work on these plans was deferred pending negotiations with the Tasmanian Aboriginal community about future management arrangements for those parks.

The methodologies for production of a generic plan have been developed to ensure that all formal reserves managed by the Tasmanian Parks and Wildlife Service (Parks and Wildlife) are covered by a management plan.

Management plans are an important element of the Ecologically Sustainable Forest Management (ESFM) framework. They also provide an important vehicle for community consultation on management issues and priorities, particularly from reserve neighbours and users. It is of concern that there is still considerable work needed to meet the commitments that are many years beyond agreed milestones. This appears to be largely as a result of the limited availability of resources to the responsible agency to meet these and its other commitments.

The lack of apparent progress for the last five years on management plans for two important national parks is of particular concern. While it is important that agreement is reached with the Tasmanian Aboriginal community over management issues associated with the important cultural heritage values of these parks, this should not preclude work to develop appropriate plans for the management of the parks' other values and public use.



Satisfactory progress has been made towards completing implementation of the TCFA commitments. The milestone for completion of these commitments is in the next Review period.

### **Forestry management plans**

Forestry Tasmania has commenced the process for amendment of forest management plans in accordance with the Forestry Act (TCFA clause 12). Forestry Tasmania has announced that it is developing a single management plan for all State forests to replace the current separate plans for its five Forest Districts. A draft plan was released for public comment in December 2007. Forestry Tasmania expects that the amended plans will be completed prior to the TCFA milestone of 30 June 2008.

Forestry Tasmania advised the Reviewer that the decision to move to a single management plan was taken as the nature of its business operations has changed over the last ten years with more emphasis on a single business unit and systemised business management, under its environmental management system. The RFA does not specify how a management plan is to be prepared or in what format it should be published. This is appropriately a decision for the relevant land manager guided by relevant State legislation.

### **Recommendations**

5. That the State establishes a program, by 30 June 2008, to complete the preparation of management plans or a management regime for all national parks and other formal reserves managed under the *National Parks and Reserves Management Act 2002*, including identifying the cost of the preparation of such plans.
6. That the State resources the program to enable all the management plans or the management plan regime for all national parks and other formal reserves managed under the *National Parks and Reserves Management Act 2002* to be in place by 30 June 2010.
7. That where management plans are to be prepared for national parks or other formal reserves which involve matters to be resolved in negotiations with the Tasmanian Aboriginal community, those negotiations should be subject to an appropriate timetable to achieve resolution prior to 30 June 2009.
8. That any matters covered by the management plan for those national parks or other formal reserves that can be progressed concurrently with negotiations with the Tasmanian Aboriginal community should be progressed in accordance with the program referred to above.

### **3.2.3 Reserve Management**

#### **Background**

The State made a commitment in RFA clause 24 *to manage the areas in the Comprehensive, Adequate and Representative (CAR) Reserve System identified in Attachment 6, with the exception of Commonwealth owned or leased land, on the basis outlined in that Attachment and in accordance with the relevant objectives set out in Attachment 7.*

In the TCFA, the State agreed in clause 36 *to deliver management and planning for the new reserves on public land created under this Supplementary Agreement.* In clause 37 the Parties acknowledged *the importance of the north west forests both to Aboriginal and other communities, and agree that management arrangements for new reserves will involve consultation with these communities to maintain access for traditional land uses and to agree the basis for long term management plans to maintain cultural links and uses, consistent with the conservation values of these areas.*

The State agreed in RFA Attachment 10.11 *to developing and implementing by the year 2000, a code of practice for reserve management to cover all environmental practices, including guidelines concerning erosion risk from roads and tracks within reserves.*

The State agreed in RFA clause 94 to publish, and make publicly available its annual compliance audits of the implementation of the code of reserve management specified in Attachment 10.

At the 2002 Review, it was reported that the commitment to develop a code of reserve management by 2000 had not been completed and hence the commitment to report the results of audits of compliance with the code could not be implemented. The RPDC made a recommendation (4.3) that the State completes the Reserve Management Code of Practice (Reserve Management Code) and commences implementation of the Code and that the State undertakes annual reporting on compliance with the Reserve Management Code.

The Reserve Management Code was completed and published in 2003. Parks and Wildlife and Forestry Tasmania are implementing this Code in all formal reserves under their management. Neither agency has yet reported on audits of compliance with the Reserve Management Code.

#### **Issues**

The Governments have reported that the commitments to manage the CAR reserve system established under the RFA and TCFA are ongoing and have been met during the Review period. The commitment to develop and implement a reserve code of practice has now been met. However, the commitment to publish a report on compliance with the Reserve Management Code has yet to be implemented.

Few submissions made comment on the management of reserves. One submission suggested that the focus of reserve management should be related to the purpose for which the reserve was established. It questioned whether reserving an area protects ecological integrity.

Another submission made comment that management of some reserves was threatening CAR values - specifically by considering the construction of roads through a reserve, the illegal logging of a reserve, and the destruction of tall trees in reserves through escaped fires.

Several submissions commented on the fire management of reserves. These comments concerned the threat that wildfire poses for forest inside and outside the reserve system and the major issue this is for rural communities. A request was made for better fire management strategies to reduce this threat, including provision of better access routes for fire-fighters. Another submission commented on the need for detailed public reporting of the ecosystem health of reserved forests.

Two submissions raised concerns about the impacts of forestry operations on the CAR values in reserves, in particular the TWWHA, and one submission suggested the establishment of buffer zones around World Heritage areas.

## **Analysis**

The Reserve Management Code was completed in 2003. It covers those matters specified in the RFA and is being implemented by Parks and Wildlife and Forestry Tasmania. Parks and Wildlife is developing, and Forestry Tasmania has developed, a system to implement compliance reporting but neither has publicly reported the results of compliance audits at this time.

Forestry Tasmania has advised that a Standard Operating Procedure and Guidelines for Activities in Reserves has been developed to facilitate the implementation of the Reserve Management Code. The procedure and guidelines form part of Forestry Tasmania's Safety and Environment Management System, and are consequently part of the internal and external audit program. While a number of Reserve Activity Assessments and Plans have been carried out for proposed activities within reserves, these activities have not yet been carried out in the field, and therefore have not yet been subject to internal and external audits.

Forestry Tasmania expects to complete a number of activities that are guided by the Reserve Management Code in reserves during 2007-08 and intends to report compliance audits on those activities in Forestry Tasmania's 2007-08 Sustainable Forest Management Report.

Parks and Wildlife expects to commence formal compliance reporting when the Reserve Activity Assessment system development is completed.

Whether reserves are being managed to sustain the values for which they were created is an important question. The information and data to answer this question is not readily available. The Sustainability Indicators Report provides data on how much forest is protected but not the condition of those forests and whether there are changes

occurring due to changed management regimes. The commitments made in RFA Attachment 10.8 to ensuring that management plans for formal reserves include objectives and that they be periodically reviewed to assess performance against each objective, and in RFA Attachment 10.13 - that management plans for reserves clearly identify their CAR values and the actions being taken in each reserve to appropriately manage those values - are important measures to assist in answering the above question. There is a need for continuous improvement in the ability to measure and report on these matters.

In April 2007 the Senate Committee on the Environment, Communications, Information Technology and the Arts released a report on its inquiry into Australia's national parks, conservation reserves and marine protected areas [http://www.apf.gov.au/Senate/committee/ecita\\_ctte/nationalparks/index.htm](http://www.apf.gov.au/Senate/committee/ecita_ctte/nationalparks/index.htm). The Committee recommended that protected area agencies have in place comprehensive monitoring and evaluation programs to continually assess management effectiveness and the extent to which protected area values are being maintained. Such measures would be useful in demonstrating the implementation of the RFA commitments and meeting the objectives of the RFA. The development and implementation of an environmental management system for reserves managed by the Parks and Wildlife Service (see section 3.2.7 of this Report) would assist in achieving this outcome.

A constant theme in the Senate Committee's report and in this Review is one of insufficient resources available to the management agency to satisfactorily manage all of the public expectations within a greatly expanded reserve system. While much progress has been achieved in recent years in the management of Tasmania's extensive reserve system with considerable financial support from both Governments, it is apparent that the level of funding and staffing is a major reason behind several commitments and agreed milestones not being met – those relating to management plans, environmental management systems, and Reserve Management Code auditing. There is no doubt that Tasmania's reserve system has expanded considerably in the last ten years as a direct result of the RFA and TCFA. This expansion, and the community's expectation for high standards of management, has placed a strain on the resources of the State's two main reserve management agencies.

Forest fire management in reserves has received significant public policy attention in recent years following extensive wildfires on the mainland. There have been two national inquiries: the House of Representatives Select Committee inquiry *A Nation Charred: Report on the inquiry into bushfires* (Nairn Report, October 2003), <http://www.apf.gov.au/house/committee/bushfires/index.htm> and the COAG *National Inquiry on Bushfire Mitigation and Management* May 2004, <http://www.coagbushfireinquiry.gov.au/findings.htm#response>

While the burning of any protected land by escaped or arson fires, or the logging of parts of reserves, accidentally or deliberately, should not occur, no system will ever successfully avoid occasional adverse events. It is noted that there are processes built into the ESFM system in Tasmania that result in such incidents being detected, reported, investigated and action being taken to minimise future occurrences.

The RFA specifically recognises the possibility that roads will need to be constructed in reserves from time to time to provide access to adjacent land. The Reserve

Management Code is an important initiative in ensuring that when activities such as road construction occur within reserves the protection of CAR values in the reserve is fully taken into account.

The alleged impact of forest operations on the CAR values within the CAR reserve system has been raised particularly in the context of the TWWHA.

In the RFA, the Parties made certain statements and commitments related to the management of the CAR values and the boundaries of CAR reserves within those reserves. In clause 48 they agreed that *the CAR Reserve System is to be established for the purpose of ensuring long-term conservation and protection of the values defined by the JANIS Reserve Criteria*. In clause 50 they agreed that *the CAR Reserve System as established in accordance with this Agreement sufficiently protects identified CAR values with adequate buffers within the CAR reserve boundaries*.

Some submissions claimed that forestry operations outside of the TWWHA were adversely impacting on the values of the TWWHA. Clause 50 of the RFA indicates that the Parties to the RFA acknowledged that forestry operations would take place up to the boundaries of CAR reserves. Nevertheless, it is important that the planning and implementation of forest practices near to CAR reserves take account of the values that are within the reserve, and the management objectives of the reserve.

There have been a small number of incidences over the last ten years, most recently in the Arve Loop Forest Reserve, where forest operations have accidentally transgressed the boundaries of CAR reserves, resulting in the loss of those values, at least in the short term. The Forest Practices Authority has investigated these incidents and taken the action it considers appropriate under the Forest Practices Act. In the most recent case, Forestry Tasmania has offset the impact on the reserve values through the addition of a larger area with similar value to the reserve system.

The State should aim to avoid further instances of transgression of reserve boundaries by forest harvesting operations. A review should be undertaken of the mechanisms that are currently in place to accurately identify boundaries of formal reserves, as part of the current review of the Forest Practices Code. The review needs to take account of the existing provisions of the RFA that allow some other activities, for example use and construction of roads within reserves to access adjacent lands. There should also be consideration of the different arrangements between formal and informal reserve boundaries, particularly the flexibility of informal reserve boundaries that is recognised in the RFA.

## **Recommendations**

9. That the Parties, as a minimum, maintain annual funding in real terms for management of all the values of the reserve system in Tasmania and consider increasing the resources available to meet the management needs resulting from the expansion to the reserve system directly resulting from the RFA and the TCFA.

- |  |
|--|
| <p>10. That the State ensures the conduct of audits of compliance with the Tasmanian Reserve Management Code of Practice 2003 and the publication of the outcomes of those audits for financial year 2008-09 and thereafter.</p> <p>11. That the Parties request the Forest Practices Authority to include, as part of the current review of the Forest Practices Code, a review of current mechanisms for ensuring that forest harvesting operations do not impact on the integrity of the boundaries of formal reserves.</p> |
|--|

### 3.2.4 Threatened Species and Communities

#### Background

The RFA contains several commitments relating to the management of threatened species and communities. Those that are listed below were ongoing commitments during this review period.

Clauses 32 – 37 relate to the process and priorities for preparation and approval of State and Commonwealth recovery plans and threat abatement plans:

32. *Where threatened species are listed under the Threatened Species Protection Act 1995 (Tas) and the Endangered Species Protection Act 1992 (Cwth) any new or revised Recovery Plans will be jointly prepared and funded and implemented cooperatively by the Parties to meet the requirements of both Acts.*
33. *The Parties will seek to improve outcomes of Recovery Plans for species listed under the Threatened Species Protection Act 1995 (Tas) or the Endangered Species Protection Act 1992 (Cwth) by developing multiple species Recovery Plans where appropriate.*
34. *Where threatened Forest Communities restricted to Tasmania are listed under the Endangered Species Protection Act 1992 (Cwth), any new National Recovery Plans will be prepared jointly by both Parties. The Commonwealth will also continue to consult with the State on the preparation of Threat Abatement Plans for relevant key threatening processes.*
35. *Where a State Recovery Plan for a nationally listed species restricted to Tasmania meets the requirements of the Endangered Species Protection Act 1992 (Cwth) the Commonwealth intends to adopt the State Recovery Plan under section 46 of that Act.*
36. *Where threatened species, threatened Forest Communities or threatening processes extend beyond Tasmania, the Parties agree where possible to jointly prepare with other relevant governments:*
- *National Recovery Plans for species or forest communities; and*
  - *Threat Abatement Plans for threatening processes listed under the Endangered Species Protection Act 1992 (Cwth)*

*and where available, the Commonwealth intends to incorporate any relevant State Recovery Plan or threat abatement plan prepared pursuant to the Threatened Species Protection Act 1995 (Tas) as the Tasmanian component of the National Recovery Plan.*

37. *The Parties, recognising that priorities can change in the light of new information, will continue to consult on the priorities for:*
- *listing threatened species, forest communities, and threatening processes; and*
  - *the preparation of all Recovery Plans and Threat Abatement Plans relevant to this Agreement;*

The Governments reported that all of the ongoing RFA commitments relating to preparation and approval of Recovery Plans have been met during the Review period. The number of new plans that have been prepared during the Review period is also reported.

Clauses 68-71, 96 and 97 relate to the management of RFA Priority Species (mostly threatened species).

68. *The Parties agree that the CAR Reserve System, established in accordance with this Agreement, and the application of management strategies and management prescriptions developed under Tasmania's Forest Management Systems, protect rare and threatened fauna and flora species and Forest Communities.*
69. *Prior to the first five- yearly review, the State will where practical assess those species in Attachment 2 (Part B) and determine management requirements in accordance with Clause 96 below.*
70. *The Parties agree that where a Recovery Plan for a forest-related species in Tasmania or a Threat Abatement Plan concerning a Priority Species (Attachment 2 Part A) is in force, any recommended actions in the Recovery Plan or the Threat Abatement Plan that are within the jurisdiction of the Parties will be carried out in accordance with the timelines specified in the relevant Plan. If an action has not been carried out in accordance with the timelines in the relevant Plan, it will be carried out as soon as possible afterwards.*
71. *The Parties recognise that Priority Species may change and that new or altered management prescriptions may be needed during the term of this agreement to take account of changes in the status of species, additional information and evolving forest management practices. Alterations in prescriptions will be in accordance with processes described in Clause 96.*
96. *The State agrees that any new or altered management prescriptions that are developed over the term of the Agreement for the Priority Species in Attachment 2, as amended from time to time, will:*
- (a) *provide for the maintenance of the relevant species;*
  - (b) *have a sound scientific basis;*
  - (c) *be endorsed by the Tasmanian Threatened Species Scientific Advisory Committee where relevant; and*

*(d) take note of public comment.*

97. *The State agrees to maintain and to update as necessary a database or databases of management prescriptions and responses to disturbance related to threatened fauna and flora and confirms that it intends to use the database or databases as a basis for updating relevant State management documents and as a basis for the management of threatened species. Updated database contents will be periodically made available in a publicly accessible form for public comment.*

The Governments amended the text of clauses 68, 70, 96 and 97 in February 2007 to clarify their intent following the Wielangta Case.

Clause 68 is no longer a commitment but a statement of agreement by the Parties. Clause 69 was met prior to the 2002 Review. However, work to further review and refine management prescriptions for Priority Species is reported as continuing. The Governments report that changes to prescriptions are being made in accordance with the requirements of clause 96 and that the databases referred to in clause 97 are being maintained updated and used in the manner described.

Attachment 10.3 of the RFA commits the State to *developing and implementing a Threatened Species Protection Strategy and recognising the role of sub-regional plans where appropriate (by 31 December 1998).*

The Strategy was released in 2000. Implementation of the priority actions in the Strategy is reported as ongoing. Of the seven primary issues identified in the Strategy substantial progress has been made in all except one. The exception is the Strategy review, which has been deferred pending the outcomes of the review of the National Biodiversity Strategy (due for completion in 2008). Major highlights in implementing the Strategy have included legislative amendments to recognise and protect threatened native vegetation communities, the establishment of the Natural Values Atlas, a web-based portal to threatened species locations and ecological data, and enhanced procedures and decision support tools for land managers and decision makers.

In the 2002 Review, the RPDC made a number of related recommendations:

*4.4 – That the Parties complete the preparation of Recovery Plans for all endangered forest-related threatened species within the next five years. Where species are listed under the Tasmanian Act meet the criteria for listing under the Commonwealth Act, both Parties should contribute funding;*

*4.5 – That the Parties accredit Threatened Species Listing Statements as an alternative to Recovery Plans for listed threatened species, and as providing for adequate management of listed threatened species under the RFA;*

*4.6 – That the State provides for the protection of threatened Forest Communities through an appropriate statutory framework;*



*4.7 – That the State provide sufficient resources, including financial resources to be allocated in the 2003-04 Budget, to ensure that the implementation of the Threatened Species Strategy for Tasmania is carried out in an effective and timely manner; and*

*4.8 - That the State subjects future substantive changes to management prescriptions for Priority Species to public consultation and take note of public comment.*

The Governments reported that the RPDC's 2002 Recommendation 4.4 - to complete recovery plans for all endangered species by 2007 - has not been met, although progress has been made and work is continuing.

Under clause 48 of the TCFA, the State agreed to *introduce new statutory mechanisms to the Tasmanian Parliament by December 2005 to prevent the clearing and conversion of rare, vulnerable and endangered non-forest native vegetation communities on public and private land, and use its best endeavours to secure the enactment of the proposals.*

As an outcome of the TCFA, the Parties agreed not to implement recommendation 4.5 above.

In relation to these recommendations, the Governments reported that:

- Further recovery plans for forest-related endangered species have been completed but are not yet in place for all these species
- State legislation has been enacted recognising and protecting threatened forest (and non-forest) communities
- Additional resources were provided by the State from 2004-05 to implement the Threatened Species Strategy; and
- A process has been implemented to ensure that there is consultation with relevant experts and organisations where substantive changes to management prescriptions are proposed.

The Tasmanian Devil is a threatened species. The TCFA contains commitments relating to the Tasmanian Devil Facial Tumour Disease. Under clause 70, the Parties agreed to support State research into the Tasmanian Devil Facial Tumour Disease through a collaborative partnership. Under clause 71, the Commonwealth agreed to provide \$2 million to specific priority projects, developed and delivered in consultation with the State. In 2007, the Australian Government announced a further \$1 million funding for 2007-08 to accelerate research efforts.

The Governments reported that these TCFA commitments have progressed satisfactorily, with almost all of the funding having been provided.

Sustainability Indicator 1.2.b provides further information on changes to the Commonwealth and State lists of threatened species over the Review period – additions, removals and those with a change in status. Tables in Appendix 1.2.b.1

provide a list of Priority Species revised by the DPIW and reviewed by the State's Threatened Species Scientific Advisory Committee.

## Issues

Comments in submissions to the Review included:

- Threat abatement plans, recovery plans and threatened species strategies have not been prepared for all threatened species. This should have been reported against Attachment 11
- Concern with destruction of threatened species and their habitat. Logging of indicative areas of key fauna habitat for threatened species has a high probability of significantly affecting these species
- The RFA is protecting threatened priority species through reserves and management prescriptions
- Numbers and knowledge of threatened species are increasing. Sufficient evidence is available on some threatened species to enable a review of their status; and
- There may be a link between Tasmanian Devil Facial Tumour Disease and the use of 1080 and that more research is needed to ensure the Tasmanian Devil does not become extinct.

## Analysis

RFA commitments in clauses 32-37 have continued to be met during the Review period.

Six new single species, and four multiple species recovery plans were completed by the State in the Review period. However, of the 70 forest-related endangered species listed in 2002 under the Tasmanian *Threatened Species Protection Act 1995* (Threatened Species Protection Act) and/or the EPBC Act, 40 vascular plant species and seven fauna species do not yet have approved Recovery Plans. The DPIW advise that of these 47 species, five have completed listing statements, two have draft recovery plans and a further 19 Recovery Plans are in preparation.

The legislative requirement for Recovery Plans derives from the EPBC Act. Prior to 2007, that Act required the Australian Government to complete Recovery Plans for all species listed as threatened under the EPBC Act. Accordingly, the Australian Government has been a key source of funding for the preparation of Recovery Plans for nationally listed threatened species.

Importantly, amendments to the EPBC Act now change the focus from Recovery Plans to recovery action. The Australian Government Minister administering that Act now has discretion whether or not to develop a Recovery Plan.

Partly as a result of this shift in focus, the priority in Tasmania has moved to the production of Listing Statements as the base information source for threatened species

management. The DPIW advises that Listing Statements have proven to be a more cost-effective, practical and efficient mechanism for providing essential ecological, distributional and management information to land managers, regulators and the scientific community in a timely fashion. In comparison, the DPIW consider that Recovery Plans have proven to be complex documents that take considerable time (sometimes many years) and resources to complete. The DPIW also advises that the final documents rarely add any additional operational value above that achieved through Listing Statements.

Accordingly, the State's resources are prioritised to the production of Listing Statements. These Statements contain information similar to that contained in the first part of Recovery Plans and identify the key information on how the species and its habitat should be managed. Listing Statements are being produced for all new species that are listed on the State schedules. The principle behind the recommendation 4.5 from the 2002 Review, that the Parties accredit Threatened Species Listing Statements as an alternative to Recovery Plans for listed threatened species, and as providing for adequate management of listed threatened species under the RFA, would appear to be still relevant.

The DPIW advises that 31 of 62 endangered forest-related flora species and six of 18 endangered forest-related fauna species have Listing Statements. Of the 487 flora species (forest and non-forest) listed as threatened under the Threatened Species Protection Act 113 have Recovery Plans, of which 51 also have Listing Statements, and 26 have Listing Statements only. Of the 203 fauna species (forest and non-forest) listed as threatened under that Act, 38 have Recovery Plans, of which six also have Listing Statements, and 39 have Listing Statements only.

From this data it can be seen clearly that there are a large number (348 flora and 126 fauna) of threatened species that do not have Recovery Plans or Listing Statements. Of particular note, given the 2002 Review recommendation, is that 42 forest-related endangered species still have no Recovery Plan or Listing Statement. There does not appear to be any formal plan to complete the outstanding plans, particularly for forest-related endangered species, within any specific timeframe.

The issue of threatened species management and the RFA requirements has recently been the subject of judicial review in the Wielangta Case (see section 3.6.4 of this Report). The Parties have amended the RFA to clarify what they consider to be the intent of what the RFA commitments were. This Review is not revisiting those matters argued before the Federal Court in relation to forestry operations at Wielangta.

The management of threatened species in Tasmania's forests remains an important ongoing component of the RFA. A large proportion of the State's forests have been reserved as part of the CAR reserve system established under the RFA. While this provides significant levels of habitat protection for many threatened species, there is a need to appropriately manage this habitat, both in reserves and in production forest.

## Resources

Resources have been, and continue to be, invested by both Parties for the management of threatened species, including the preparation and implementation of Recovery Plans. Information on the overall level of resourcing was not available to the Reviewer as it involves work in many agencies and organisations across a wide range of activities. Some examples were:

- From 2004-05 additional funding of \$4.2 million was provided by the State over four years for enhancing management of threatened species and other natural values. That funding has been provided for additional Recovery Plans, implementation of recovery actions, improved forest vegetation mapping, support to private land conservation, and improved assessment of threatened species and other natural values in assessment of developments
- In recent years, approximately \$830,000 of NHT funding has been allocated to recovery actions for threatened species
- State funding of \$5 million since 2003-2004, plus \$3 million of Australian Government funding has been allocated to recovery actions for the Tasmanian Devil; and
- Ongoing State funding of \$3.1 million each year, plus an additional \$3.4 million from the Australian Government in the 2007-08 year has been provided for the fox eradication program, in response to a threatening process.

This is in addition to:

- the recurrent funding of over \$5 million to the Resource Management and Conservation Division within the DPIW for biodiversity conservation
- State funding of the Scientific and Advisory programs within the Forest Practices Authority; and
- the resources provided through the Forest Research and Forest Conservation Planning Sections of Forestry Tasmania.

Details of Recovery Plans and implementation of actions are published in the DPIW's annual report and on their website. However, it is difficult to assess from the available information to what extent the commitments in RFA clause 70 have been met.

Tasmania's forest management systems have processes in place for the continuous improvement of the management of forests, including threatened species. These are based on research to improve the knowledge base, maintenance and use of operational databases to make available the latest knowledge, and regular reviews of instruments such as the Forest Practices Code. The improvement of knowledge of threatened species and efficiency of management prescriptions should continue to be resourced as a priority.

## **Public consultation**

There has been an endeavour to meet the continuing commitments in RFA clauses 71, 96 and 97 and recommendation 4.8 from the 2002 Review during the Review period. However, it is noted that, while there are specific consultation mechanisms with the science community and direct stakeholders on changes to management prescriptions, there is no specific mechanism for seeking comment from the wider community.

Where public consultation is required as a result of Commonwealth or State legislation in relation to Recovery Plans or Listing Statements, that process will no doubt be observed.

However, if a program is developed by the State in relation to the preparation of the Listing Statements and/or substantive changes are proposed to management prescriptions for Priority Species as identified by the 2002 Review, it is important to establish a process to seek and take into account public comment, consistent with the principles contained in the RFA and RPDC recommendations.

It is suggested that the process should include publication of the details of the program with identification of the species under consideration. The process should then enable members of the public to register an interest in the development of particular Listing Statements or changed management prescriptions so that at the appropriate stage in the program, they may be consulted and invited to provide comment on any proposals under consideration.

## **Threatened forest communities - legislative changes**

The recommendation in the 2002 Review for legislative changes to provide for the protection of threatened forest communities has been fully implemented and extended to non-forest vegetation communities. This has been achieved through amendments to the Nature Conservation Act to include a list of threatened native vegetation communities, and to the Forest Practices Act to prevent clearance and conversion of threatened communities. In addition, the significant policy changes with respect to land clearing undertaken following the TCFA, through the implementation of the revised Permanent Native Forest Estate Policy (see Section 3.2.15 of this Report), are likely to have positive outcomes for the maintenance of habitat of threatened species.

## **RFA Priority Species List**

The RFA Priority Species list has been updated by the State as part of the RFA Review process and is provided in the Sustainability Indicators Report (Appendix 1.2.b.1). The State's Threatened Species Advisory Committee, in its review of the revised RFA Priority Species List, has advised the DPIW that the Committee has reviewed only those RFA Priority Species listed in the schedules of the Threatened Species Protection Act (consistent with its statutory obligations), and accepts the revised RFA Priority Species list as of June 2006.

The comments of the Tasmanian Threatened Species Scientific Advisory Committee, in relation to only reviewing those species listed under the Threatened Species Protection Act, are noted. This raises the question of whether, ten years after the RFA

was signed, there is an ongoing need to maintain a list of priority species, under the RFA, separate from the statutory lists of threatened species. Acknowledging that the threatened species lists have statutory processes for amending, reviewing and maintaining them, it would appear duplicative and not cost-effective to continue to review and maintain a separate RFA list which appears to have a similar, if not the same intent as the threatened species lists. This updated list should be used as the basis for the implementation of RFA commitments related to management of Priority Species. Species that are on the schedules of the national and State threatened species list change on a regular basis. It would be useful for this Priority Species list to be reviewed and revised to take account of these changes on at least an annual basis and the latest version of the list be made available on the internet.

### **Tasmanian Devil**

The Tasmanian Devil is a forest-related species, but is not confined to forest. In the TCFA, the Australian Government agreed to contribute \$2 million over two years to accelerate research by the Tasmanian Government into the Tasmanian Devil Facial Tumour Disease. In addition, a further \$1 million of Natural Heritage Trust funding has been committed for 2007-08.

Research of DFTD to date has significantly increased understanding of the Disease.

### **Recommendations**

12. That the Parties progressively prepare and publish Listing Statements or Advice, including conservation advice, for all forest-related threatened species. Priority should be given to completing listing statements for all endangered forest-related species by no later than the end of 2008. Listing Statements or Advice should also be prepared for all newly listed species at the time of listing.
13. That the Parties make the Listing Statements or Advice publicly available on an appropriate internet site as each is completed.
14. That the Parties continue to complete Recovery Plans for forest-related endangered species, in accordance with the requirements of the *Environment Protection and Biodiversity Conservation Act 1999* and the *Threatened Species Protection Act 1995*, but that priority in terms of time and resources should be given to the Recovery Plans already in preparation and the Listing Statement or Advice process referred to above.
15. That the Parties review the commitments under the RFA for lists of Priority Species with a view to removing duplication and ensuring consistency with lists required under the *Environment Protection and Biodiversity Conservation Act 1999* and the *Threatened Species Protection Act 1995*. An up to date list of forest-related threatened species and communities that include the RFA commitments should be publicly available on an appropriate internet site.
16. That the State, in consultation with the Australian Government, reviews the processes used within the forest practices system for the protection and recovery of threatened species, in particular the annual independent monitoring and reporting of the application of management prescriptions for threatened species in the development and implementation of Forest Practices Plans.

17. That the Parties continue to improve knowledge of threatened species and threatened communities and the efficacy of existing management prescriptions in protecting those species. This should include explicit monitoring programs, which might be general or for specific species or a combination of both. Priorities for monitoring should be reviewed annually, taking into account the regular threatened species and communities monitoring process undertaken in the Forest Practices System, with priorities being determined cognisant of current threatening processes, development pressures and relevant government policies.
18. That the Parties consider the need to amend the RFA to reflect the 2006 amendments to the *Environment Protection and Biodiversity Conservation Act 1999* which require the existence of conservation advice for all threatened species and communities and which enables the exercise of Ministerial discretion in relation to the preparation of recovery plans.

### 3.2.5 Research

#### Background

Under clause 88 of the RFA the Parties agreed that *continuing research in a range of areas is vital to ensure that all aspects of forest management remain up to date*. Agreed research priorities were outlined in Attachment 13.

Under clause 89 the Parties agreed to *make publicly available, wherever practical, research reports relevant to the substance of this agreement*.

Clause 15 of Attachment 12 of the RFA commits the Parties to *supporting (research and development) into alternative, chemical free pest and weed control systems for intensively managed forests*.

In the 2002 Review recommendations were made that:

(4.10) *the Parties prepare a list of relevant research reports for future five yearly reviews; and*

(4.11) *the list of priority research areas in Attachment 13 should be reviewed by the Parties, in consultation with relevant stakeholders, at future five yearly reviews to determine if priorities have changed*.

In the TCFA, a number of specific commitments to improve research were made, including in alternatives to clearfelling of public old growth forest, alternatives to the use of 1080, and the Tasmanian Devil Facial Tumour Disease. These specific commitments are examined under the relevant sections of this Report.

The Governments have reported on the ongoing implementation of the RFA commitments. The specific 2002 Review recommendations for new and revised lists

of research reports and priorities are included as part of the RFA Report for this Review.

Sustainability Indicator 7.1.e reports on capacity to conduct and apply research and development aimed at improving forest management and delivery of forest goods and services.

### **Issues**

Several comments were made in submissions relating to forest research.

A comment was made that well researched and properly monitored forestry practices are crucial for ecologically sustainable land management. One submission stated that the RFA did not encourage ESFM research. Another noted that only governments and industry were doing effective research and that conservation groups were not.

The contribution that the Cooperative Research Centre (CRC) for Forestry made to research in Tasmania was specifically noted in some submissions. Outcomes from this research were claimed to have been incorporated into improved forest management prescriptions.

### **Analysis**

The list of research papers prepared by the Governments that are relevant to Tasmanian forests and forestry completed since 2002 is significant. The 537 papers cover all aspects of ESFM. This demonstrates that there is a significant ongoing research effort to improve knowledge of forests and forestry in Tasmania. The information presented in Sustainability Indicator 7.1.e shows that in 2005-06 over \$12.3 million was spent on forest research in Tasmania with an estimated 146 full time equivalent researchers employed.

The revised list of research priorities are similar to the previous 1997 list in Attachment 13 of the RFA but includes some important changes reflecting current priorities. These include climate change, fire management, plantation management, water catchments and social and economic research. The revision of priorities should continue as part of future reviews.

It is clear that research continues to have a very important role in underpinning the continual improvement of forestry and forest practices in Tasmania. It is of fundamental importance that similar commitments are made by the Parties, industry and research institutions into the future.

## **3.2.6 Integrated Catchment Management**

### **Background**

In RFA Attachment 10, Tasmania stated its intention to *further improve its forest management systems across forest management agencies and land tenures by:*



- *Implementing the State Policy on Setting New Standards for Water Quality; and*
- *Developing a State Policy on integrated catchment management.*

The State Policy on Setting New Standards for Water Quality came into effect in 1997. Key actions in the State Policy directly related to forestry were completed prior to the 2002 Review. The State Policy requirement for monitoring and reporting of water quality is ongoing.

As reported in the 2002 Review, the State decided not to proceed with development of a State Policy on integrated catchment management.

In addressing this commitment in the 2002 Review, a recommendation (4.17) was made that *the State moves quickly to enable proclamation of the Natural Resource Management Act 2002 (Tas) and facilitate regional natural resource management strategies.*

The Tasmanian *Natural Resource Management Act 2002* (NRM Act) was proclaimed in March 2003. Regional strategies have been completed for all three regions.

In clause 69 of the TCFA the Commonwealth committed to provide \$1 million to a catchment water quality program, developed and delivered in consultation with the State and drawing on Commonwealth Scientific and Industrial Research Organisation (CSIRO) expertise. The program will build on State chemical audit and water monitoring programs to assess the impact of chemical usage in Tasmania's water catchments.

The Governments report that implementation of this program is under way, with good progress made on a range of projects in consultation with the State.

Sustainability Indicator 4.1.a reports the area of forested land in Tasmania managed primarily for the protection of water values. Sustainability Indicator 4.1.b reports on measures implemented in forests to manage the risk to water quantity and quality.

## **Issues**

The management of forestry in water catchments in Tasmania was the focus of two submissions to the Review, but was also referred to in many others.

The range of comments include:

- The RFA ignores water. It is in conflict with the National Water Initiative (NWI)
- Understanding of the relationship between water and vegetation changes is essential but has been ignored
- Water management plans are essential to water allocation decisions
- More hydrology research is needed, especially on the development of catchment hydrology models applicable to Tasmania

- It is difficult to quantify the impacts of natural factors and human activity on water values. Values have been adequately protected through legislation and voluntary measures in current management systems
- There is an adverse impact of plantations on water quality and quantity
- The commitment to implement an integrated catchment management State Policy has not been met. The forest industry should develop such a policy
- The Forest Practices Code should address water yield impacts of plantations and forest harvesting. The current provisions for town water supply catchments are inadequate. Logging in town water supply catchments should be stopped
- There should be a moratorium on new plantations and old growth forest harvesting until an integrated catchment management policy is developed
- Further indicators for Criterion 4 should be developed using Forestry Tasmania's inventory data on forest age and productivity
- The level of water quality monitoring is encouraging. Current monitoring levels are practical. More intensive monitoring cannot be justified. Prescriptions for forestry are more rigorous than those for other agriculture
- Plantations in the Derwent Valley have little effect on water resources
- There is support for the Water Catchment Monitoring Program. Results show limited detection of pesticides in monitored streams at levels below safe health levels. This outcome is a result of investment by industry in Global Positioning System (GPS) technology and application in chemical spraying operations; and
- The impact of climate change on forest growth should be taken into account to ensure water is available to the community now and in the future

## **Analysis**

### **Integrated catchment management**

The RFA itself only contains one commitment directly relating to water yield. As reported in the 2002 Review, the RFA commitment to develop a State Policy on integrated catchment management did not proceed, pending a review of the *State Policies and Projects Act 1993*.

In the 2002 Review, it was considered that the Natural Resource Management (NRM) Strategies to be prepared under the NRM Act would lead to an integrated approach to catchment management in Tasmania. Hence the RPDC recommended that the NRM Act be quickly proclaimed to enable the strategies to be developed and implemented. The NRM Act was proclaimed in 2003, and three regional strategies were prepared and are being implemented. These strategies provide a plan for an integrated

approach to investment in priority NRM outcomes and identify appropriate standards and targets for NRM outcomes in each region consistent with the overarching national objectives. Production of the regional strategies, however, has not led to the integrated catchment planning approach across the State. The regional strategies were not intended to deliver this.

The management of the State's water resources is an issue of current and increasing community concern, as reflected in submissions to this Review. Water catchment management does not appear to have been an issue of significant community concern in the 1990s when the RFA was developed. The attention given to climate change and the impact of a drying climate on water resources in Australia is relatively recent. This focus, together with debate about the rapid expansion of tree plantations in the last ten years and the impact of this expansion on water resources, is reflected in the range of comments on submissions to this Review.

During the Review period, Tasmania signed an intergovernmental agreement with the Australian Government on water – the NWI. While the NWI largely relates to allocation and water trading in the Murray Darling Basin, it has some important implications for forestry in Tasmania.

Under clause 25 of the NWI, a water planning framework is to be implemented that “protects the integrity of water access entitlements from unregulated growth in interception through land-use change”. Under clause 55, the Parties recognised that large-scale plantation forestry has the potential to intercept significant volumes of surface and/or ground water now and in the future. They have agreed to implement a range of measures by 2011 to identify, regulate and monitor significant water interception activities.

In Tasmania's Implementation Plan for the NWI (DPIW, September 2006), the State recognises the hydrological impact of large scale land use change and commits to develop measures required by the NWI based on the best available science. It acknowledges the Forest Practices Code as controlling the operational aspects of establishing and harvesting plantations. It commits to developing an improved water modelling tool (TasLUCaS) for use in the assessment of various scenarios for land use change.

Additional information provided by the Tasmanian Government to the Review has highlighted the fact that water catchment planning and hydrological modelling has received increased priority in recent years. Tasmania is developing Water Management Plans for all catchments under the *Water Management Act 1999*. Nationally, more information is becoming available on the impacts of plantations on the water cycle. Despite this, it is apparent that further science and information capture is required in order to make informed decisions on the impacts of plantation development and other land uses in specific catchments.

There are a limited number of forest hydrologists working in Tasmania and relatively little research to improve the knowledge base, as demonstrated by the few papers in the last five years listed in the RFA Report. It is noted that there is some disagreement over the most appropriate water model to be used and over the science of the TasLUCaS model. It is important that decisions made on any land use planning

under the NWI are based on the best available research, expert advice and robust science.

Climate change is likely to have a significant impact on Tasmania's future water resources. It appears from the latest predictions that some areas of Tasmania may become drier, particularly the already dry east, while some areas may become wetter. A drier climate will result in less water available in catchments for human use and to support existing vegetation and crops.

Further discussion on climate change is provided in Sections 3.2.12 and 3.3.1 of this Report.

In light of the continuing expansion of the plantation estate on private land in Tasmania and the concerns about climate change and the impact plantations may have on the availability of water for other uses, particularly in those catchments that are already approaching or already at full allocation, there needs to be a transparent, science-based decision making process to allocate available water. All water users including the plantation industry need certainty to make future investment decisions. The State needs to determine an appropriate regulatory framework in consultation with all stakeholders, including local government, the agricultural sector and industry.

### **Catchment water quality**

Progress is being made on implementation of the catchment water quality program under clause 45 of the TCFA. The then Australian Government Department of the Environment and Water Resources and the DPIW signed a funding agreement in which includes agreed objectives, governance arrangements, reporting requirements, and program activities and milestones.

A project manager, management committee and a consultative committee have been appointed, a communication strategy finalised, and a brochure has been developed. Details can be found at

<http://www.dpiw.tas.gov.au/inter.nsf/Webpages/CART-6R7368?open>

There are four projects under the NWI which are currently being progressed:

1. Defining the nature and extent of agricultural and forestry chemical usage in Tasmania
2. Pesticide behaviour under Tasmanian conditions
3. Adaptation of the CSIRO Pesticide Impact Rating Index to Tasmanian conditions; and
4. The collection and analysis of historical information held by forestry companies on water quality monitoring and associated environmental conditions.

This continuing commitment should be further reviewed in 2012.

## Recommendations

19. That the State completes Water Management Plans under the *Water Management Act 1999* in accordance with its commitments under the National Water Initiative Implementation Plan.
20. That the State, as a matter of priority, continues to invest in research into the impacts of forestry practices on hydrological cycles in Tasmanian catchments, including improved models at catchment levels, as well as improved data and catchment planning processes. The research should be undertaken in collaboration with other research organisations and independent experts and the State should put measures in place to ensure that relevant data on current and proposed plantation establishment and operations is readily available for the work.
21. That the State completes the development of its computer model for impacts of forestry practices on hydrological cycles in Tasmanian catchments, that includes prediction of the impact of forest based activities on catchment water availability.
22. That the State ensures that the wider community is able to access information on the methodology that supports the operation of the model, that there are public opportunities for exchange of information and sharing of opinions in relation to the operation of the model, and that the outcomes of the application of the model to catchments are disclosed and reported on a regular basis.
23. That the State ensures that its Water Management Planning framework appropriately provides for a risk-based approach to management of water interception and extraction activities in accordance with the requirements of the National Water Initiative.
24. That the State requests the Forest Practices Authority to consider, in the current review of the Forest Practices Code, the inclusion of measures to enable the management of the impacts of forest practices on the yield of water in catchments, so as to meet objectives of Water Management Plans.

### 3.2.7 Environmental Management Systems and Forest Certification

#### Background

Tasmania committed, in clause 93 of the RFA, to *further develop its Forest Management Systems and processes through the development and implementation of environmental management systems in accordance with the principles specified in Attachment 5 and acknowledges that its objective for State Forest is system certification comparable with the ISO 14000 series.*

The commitment for State forests was met prior to the 2002 Review. The RPDC noted that it was important that similar systems were developed and implemented for other public land, particularly reserves managed by the Tasmanian Department of Environment, Parks, Heritage and the Arts. The RPDC made a recommendation (4.12) *that the State develops an environmental management system for reserves and other public lands consistent with Attachment 5 of the RFA prior to the next five yearly review.* Another recommendation (4.13) was that *the Parties encourage the development of environmental management systems in the private forest sector.*

The TCFA does not contain any additional commitments specific to environmental management systems.

The Governments have reported that development of an environmental management system for public reserves managed by the Parks and Wildlife Service has commenced. Environmental management systems are in place for most of the industrial forest companies operating in Tasmania that cover operations on their own freehold land and other private land where they operate. Work has progressed under a number of national and State initiatives to facilitate environmental management on other private land.

### **Issues**

One submission made comment on environmental management systems. It was suggested that these systems should be in place for the management of all public reserves to assist in the long term maintenance of ecosystem health and maintenance of the values for which a reserve was created.

### **Analysis**

Little progress has been made in implementing the 2002 Review recommendations. Development of an environmental management system for public reserves managed by Parks and Wildlife has commenced but not yet completed. The suggested milestone for recommendation 4.12 has not been met. This work should continue and be completed and implemented as soon as possible.

The framework for development of management plans and systems for private land has progressed in the Review period. There appears to be a growing interest from private land owners and the agricultural industry in systems and plans that enable an integrated approach to be taken to compliance with the increasing regulatory requirements for private landowners and demands from markets for assurance systems for sustainable production of many agricultural products, not just timber. The contribution of funding through the NHT has been important to maintaining this momentum.

## Recommendation

25. That the State completes the development of an environmental management system for all reserves under the *Nature Conservation Act 2002* by 30 June 2009 and that the resources required to achieve implementation be allocated to enable implementation as soon as possible thereafter.

### 3.2.8 Wildlife Management (1080)

#### Background

The TCFA contains two commitments relating to wildlife management and two commitments specifically about the use of the chemical 1080 in relation to control of browsing native animals.

Under clause 41 the State agreed to *develop a pilot wallaby management plan for a forested area on the Tasmanian mainland as a priority as an alternative animal browsing control strategy*. The Commonwealth, under clause 42, agreed to *progress the regulatory process for the plans referred to in clause 41 under the Environment Protection and Biodiversity Conservation Act 1999 as a matter of priority*.

No milestones were set for these commitments. The Governments reported that work has commenced on drafting a wallaby management plan for the State, including forested areas, with completion expected in 2008. The wallaby management plans for Flinders and King Islands have been completed and approved by the Commonwealth.

The State agreed, in clause 38 of the TCFA, to *phase out the use of 1080 on State forests by December 2005*. The Parties agreed (clause 39) to *work collaboratively on a joint program to accelerate research into, and implementation of, alternative strategies for browsing animal control on private forest and agricultural lands. The Commonwealth will invest \$4 million in a research, field testing and demonstration program to provide alternative options for private landholders, and work with the State in light of these results to continue to reduce the usage of 1080 on private lands*.

The use of 1080 for control of browsing native animals on State forest ceased in December 2005. Details of progress to date on the work undertaken under clause 39 are available at <http://www.daff.gov.au/forestry/national/cfa/1080>.

There are no related commitments in the RFA. The use of 1080 to control browsing animals was an issue in the 2002 Review, although no recommendations arose.

#### Issues

One submission commented on the importance of continued access by farmers to 1080 for the control of pasture and crop damage by browsing animals. Two submissions stated that the use of 1080 should also cease on private land.

## Analysis

The use of 1080 to control native animal populations in Tasmania remains controversial. However, there were few comments in submissions to this Review. The use of 1080 on State forest ceased in 2005, thus meeting the commitment in clause 38. The use of 1080 on private land has reduced to much lower levels – the use of 1080 has reduced by 69 per cent over the six years to 4.74 kg in 2005-06. Since the TCFA was signed in May 2005, there has been a 42 per cent reduction in the 2005-06 year. The Governments have made no commitments to phase out its use altogether on private land, although it is noted that this remains a long term goal of the Tasmania Together process. The current research program is providing results that will assist in meeting this goal.

Substantial progress has been made to meeting the TCFA commitments on wildlife management. Work on the wallaby management plan is under way, the commitment in clause 38 to end 1080 use on State forest has been fully met. Progress on these commitments should be again reviewed in 2012.

### 3.2.9 Fire and Smoke Management

#### Background

Fire is an important element of the sustainable management of Tasmania's forests. Fire is used extensively by public and private forest managers to manage and maintain ecosystems, to protect assets by reducing fuel loads and to assist the regeneration of vegetation after logging. Wildfire is also an important part of the natural landscape of Tasmania.

All fires produce smoke, whether they are wildfires or planned management fires. The presence of large quantities of smoke in the atmosphere is readily observable by the community, whether they live close to the fire or not. Large quantities of smoke reduce air quality and visibility and can cause health problems in many people.

There is one specific commitment in the RFA in relation to fire or smoke management, and none in the TCFA.

RFA Attachment 10.7 includes a commitment for the *State to develop and implement within the first five years of this Agreement, State-wide policies across all tenures on fire management.*

In the 2002 Review, the impact of smoke, primarily from the burning of forest residues after logging, was an issue addressed by the RPDC in their Report. The RPDC made a recommendation (4.16) that *the Forest Practices Board considers during the next review of the Forest Practices Code, the issue of smoke management from forestry operations, including giving effect to the smoke management guidelines.*

The Governments have reported that development of the state-wide policies on fire management across all tenures has been implemented. The State Fire Management



Council has completed a state-wide policy framework for fire management across all tenures.

The next review of the Forest Practices Code has commenced, but is not yet completed. The Forest Practices Authority has acknowledged the RPDC recommendation, and advised that it is being considered in the Forest Practices Code review.

Sustainability Indicator 3.1.b reports on the area of Tasmania's forests burnt in planned and unplanned fires.

### **Issues**

Comments relating to fire were raised in several submissions. A common concern was the likely impact of climate change on the number and extent of wildfires, and the need to commit resources to understand the requirements for future fuel reduction burning. Concern was expressed about the impact of wildfires on local communities and production forest values, especially about the need to reduce the risk of wildfire in conservation reserves. The effects of increased burning on ecosystems and greenhouse gas levels were raised. One submission noted that the contributions by fires to carbon emissions were not included in the carbon cycle Sustainability Indicator 5.1.a.

The contribution made by the industry to fire protection in rural areas was noted. One submission questioned the availability of the state-wide fire management policy and the measures in place by plantation companies to manage bushfire risk to communities, in light of the Australian Capital Territory fires in 2003.

### **Analysis**

The issues of fire management of reserves and impacts of climate change are addressed in Sections 3.2.3 and 3.2.12 respectively of this Report. Under clause 64 of the RFA the State agreed that its forest management systems would be amended to reflect the undertakings in RFA Attachment 10.

The RFA commitment to prepare a state-wide policy for fire management across all tenures was addressed through preparation of a policy framework by the State Fire Management Council. This describes the range of policies that apply to fire management across the State. Attachment 10 sets out a list of the State's intentions. The document collates the range of policies in one place rather than develops any new ones. It also describes those that are being implemented across all tenures in Tasmania. As such it appears to meet the intent of the commitment. Neither this document, nor many of the policies it refers to, appear to be on the Tasmania Fire Service's website. The document should be available for public information and use.

In light of the increased extent of plantations and the potential impacts of drought and climate change it is timely that the existing suite of fire management policies be reviewed to ensure that they appropriately take account of current developments in relation to these issues.

Progress has been made in implementing the 2002 recommendation on smoke management. The Forest Practices Authority is considering the introduction of smoke management guidelines as part of the current Forest Practices Code review. Improved measures have been adopted throughout the industry in recent years to minimise the risk of smoke nuisance. Guidelines have been developed and are being used. New smoke models have been developed and implemented in all planned burns to predict where smoke from burns will travel. The shift from harvesting of mature forests to regrowth forest and plantations may also assist in reducing the amount of harvest residue needing to be burnt. The development of a detailed web based system to inform the public on the location, nature and timing of planned burns on public and private forests across the State is a positive development.

The issues concerning fire protection in rural communities and the role of the forest industry, including plantation companies, are important and the role and responsibility of the forest industry, including plantation companies, should be considered in the context of the examination of the application of the fire management policy across all tenures.

### **Recommendations**

26. That the State ensures that the state-wide fire management policy framework that applies to all tenures across the State, takes account of the increase in the area of forest plantations since the last Review, the effect of drought and the potential impacts of climate change.
27. That the State ensures that policies in the fire management policy framework on all tenures are made publicly available as the policies are confirmed or revised.

### **3.2.10 Management of Harvest Residue**

#### **Background**

The RFA does not contain any specific commitments on wood utilisation standards and/or waste. The RFA does have several general references on the objective of increasing value adding and maximising employment in the forest based industries.

In the 2002 Review many submissions were received that were critical of the waste of wood products arising from forest harvesting operations. However, no recommendations were made by the RPDC.

The TCFA contains two clauses under the heading of management of harvest residue. In clause 57 the Parties acknowledge that *harvest residue management is a key issue in the improvement of sustainable forest management in the wet eucalypt forests of Tasmania, including reduced clearfelling of Old Growth forest. In this context, the Parties note the use of forest harvest residues as a feedstock for biomass energy*

*plants will improve the efficiency of overall resource use and assist regeneration under non-clearfell silviculture techniques.*

The initiative to reduce clearfelling of old growth forest is reviewed in Section 3.2.13 of this Report.

In clause 58, the State committed *to implement publicly accountable systems for monitoring of the impact of forest residue harvesting for biomass energy plants on biodiversity values.* The Governments have reported that as no biomass energy plants have been developed in Tasmania to date, the commitment in clause 58 is yet to be implemented.

There are no Sustainability Indicators reported relevant to levels of utilisation of wood harvested and/or waste.

### **Issues**

One comment was made in submissions that wastage of wood in harvested forests is a main reason for public condemnation of the industry. This comment specifically related to the commitment in the RFA Attachment 12.28 for the Commonwealth to assist the State in maximising the recovery of special timbers.

### **Analysis**

It is noted that Forestry Tasmania provides information in its annual Sustainable Forest Management Reports on the audits of the volume of merchantable wood remaining in harvested coupes. That report states that very low volumes of wood are wasted.

Progress in implementing commitments on recovery of special timbers is discussed in Section 3.3.2 of this Report.

An objective of clause 57 of the TCFA is *to facilitate the development of biomass power stations as a means of significantly increasing the utilisation of currently uneconomic biomass material generated by forest harvesting.* Biomass power stations are planned for construction at the Huon Wood Centre and as part of the Gunns' Pulp Mill. These facilities may contribute to a reduction in the volume of biomass burnt in situ in the forest.

There are no biomass power stations utilising waste biomass material from harvested forests currently in operation or in construction in Tasmania. Hence, the State has not yet undertaken any work associated with clause 59.

### 3.2.11 Plantations

#### Background

Under Attachment 12.14 of the RFA the Parties agreed to *implement the national Plantations for Australia: The 2020 Vision for expanding plantations in the Tasmanian context.*

Under Attachment 12.16 the State agreed to *facilitate softwood plantation resource development and related employment opportunities by expanding the current rate of softwood plantation establishment.*

Under clause 101 of the RFA, the Commonwealth provided up to \$57 million for eucalypt plantation establishment and other Intensive Forest Management (IFM) activities on State forest to maintain a sustainable sawlog supply to industry, specifically to replace the eucalypt sawlog resource that was included in the expanded CAR reserve system.

In Attachment 12.15, the Parties agreed that the *funding for plantations under clause 101 would be used for the purpose of expanding the level of intensive forest management by hardwood forests on public land, including*

- *pre-commercial thinning of very young eucalypt plantations and regrowth forests;*
- *commercial thinning of young eucalypt plantations and regrowth forests;*
- *establishment of new eucalypt plantations for sawlog production; and*
- *improved planning to facilitate subsequent thinning in newly regenerated native forests.*

The TCFA resulted in further areas of native forest on State forest with significant eucalypt sawlog resource being placed in the reserve system. The Parties, in clause 33, agreed that *further Intensive Forest Management will be used to mitigate the impact of new reserves and the reduction in use of clearfelling techniques within Old Growth forest.* In clause 34, the Parties agreed to *jointly support, and the State agreed to deliver, an integrated program of existing plantation productivity improvement and development, new plantation establishment, and enhanced native forest thinning programs designed to maintain targets referred to in Clause 77 of the RFA for sustainable sawlog and veneer log supplies to industry from State forests.* Both Parties committed up to \$115 million over five years to implement the IFM program.

No specific recommendations concerning plantations were made in the 2002 Review. The expansion of the plantation estate received many comments in the submission to that Review. However, the RPDC found that the relevant intentions of the Parties to expand the plantation estate for the purposes of maintaining wood supply to industry and promoting value-adding investment were being met.

The Governments have reported that implementation of the RFA commitments for establishing additional eucalypt plantations on State forest has been completed. The TCFA program is under way with completion expected in 2008-09.

Sustainability Indicator 2.1.b reports on the area of softwood and hardwood plantations in Tasmania by age class. Sustainability Indicator 2.1.c reports on the volumes of wood harvested and the predicted future supply from plantations.

## **Issues**

Submissions to this Review contained many comments about plantations. These included:

- the importance of plantations in maintaining timber supply to industry
- concern with the suitability of plantation grown wood to provide high quality sawn wood products
- the impact of plantations on water catchments – quantity and quality
- the clearing of native vegetation for plantations and the impact of that on biodiversity
- impacts of cartage of logs from plantations on local roads
- impacts on local communities of the land use change from farms to tree plantations (positive and negative)
- the effect of Managed Investment Schemes (MIS) in promoting increased plantation establishment
- the need to revise the 2020 Vision
- the treatment of plantations under the State Policy on Protection of Agricultural Land 2000
- local councils not further restricting the growing of plantations on cleared agricultural land
- the impact of climate change on plantation growth diminishing predicted yields
- the potential of plantations to offset rates of climate change through carbon sinks
- fire management of plantations and the impact on threat of wildfires
- incentives and funding provided by the Governments to expand plantations, compromising the ability to reserve private land for conservation; and
- the investment in plantations across Tasmania having positive economic benefits for many rural communities.

## Analysis

The intent of the Parties has been to support and facilitate an expansion of the plantation estate in Tasmania on both public and private land. At the end of 2006 there were approximately 247,700 hectares of plantations, an increase of 41,000 hectares over the last five years and 106,000 hectares since 1996. Most of the growth has been in eucalypt plantations on private land. The softwood plantation area has been relatively static for the last ten years with a small decrease in area in the Review period. Approximately two thirds of plantations are eucalypt and 60 per cent of plantations are on private land. However, plantations still represent only a relatively small proportion of Tasmania's land use – 3.6 per cent of Tasmania's land area and 7.4 per cent of the total forest area.

The Governments' commitments to expand the plantation estate on State forest and to implement the 2020 Vision are well advanced and on track to completion. The 2020 Vision was reviewed and revised in 2002 following a public comment period.

The primary purpose of plantations is to grow wood for harvesting – they are essentially tree farms. Wood can be grown much more efficiently and quickly in plantations than in native forest. In 2005-06, Tasmania's plantations produced 566,000 cubic metres of sawlog and 1,714,000 tonnes of pulpwood, approximately 58 per cent and 41 per cent respectively of total sawlog and pulpwood production in that year.

The proportion of the State's wood supplied from the plantation estate will become more significant in future years as supply from public and private native forests decreases in line with supply strategies and declining harvesting of mature forest. From 2020, current plantations are expected to produce 1.5 million cubic metres of solid wood and 5 million tonnes of pulpwood each year. Plantation grown sawlogs are planned to supply about half of the sustainable yield of high quality eucalypt sawlog from State forest after 2020. This will have important implications for industry as discussed under Section 3.3.1 of this Report.

Similar to the 2002 Review, many comments were received in submissions on a range of issues concerning plantations. These included comments in support of the current and future economic benefits of plantations and against the impacts of plantations on the basis of a range of environmental and social values. Views, both for and against, were also expressed about the regulatory environment that the Governments have developed to facilitate plantation expansion and those that are applied to constrain plantations, for example taxation policy, the State Policy on Protection of Agricultural Land, and local government planning schemes.

Issues concerning many of the environmental values such as water, biodiversity, land clearing, fire and climate change are addressed elsewhere in this report, as is the implementation of the IFM programs under both Agreements.

The Commonwealth's taxation policy on MIS and its role in facilitating plantation expansion on agricultural land was criticised in several submissions. This policy was subject to extensive review involving public submissions during the last few years.

The Australian Government announced its decision following that process. Further consideration of these arrangements is outside the scope of this Review.

Similarly, the State Policy on Protection of Agricultural Land is outside the scope of this Review. The Policy is a State Government planning instrument that is applied through local government planning schemes. Its intent is to ensure that agricultural land is identified and its use for agriculture is not unduly fettered by non-agricultural uses. The current policy includes plantations as a defined agricultural crop. The State Government is currently reviewing the Policy. The Policy itself is consistent with the commitments made by the Parties to implement the 2020 Vision. The Premier recently announced that the revised Policy would restrict new tree plantations on prime agricultural land.

The plantation industry continues to be subject to high levels of environmental and social accountability and regulation, probably higher than the traditional agricultural sector. However, some members of the public have concerns and criticisms about plantations and the associated environmental and social impacts and impacts on the agricultural landscape. The recent announcements by Forestry Tasmania and Gunns Ltd to immediately end the conversion of native forests to plantation may remove an issue of public concern.

In 2002, the RPDC noted the importance of the plantation industry's Good Neighbour Charter for facilitating communication between plantation growers and their immediate neighbours about a wide range of social and environmental issues. The industry is revising this Charter to take account of recent changes in the industry and feedback from interested parties on its operation and scope. During the development of this Report, information was provided to the Reviewer on the proposed revisions and that the revised Charter is nearing completion. A strong commitment by the industry to the Charter and its implementation is an important mechanism to address the legitimate concerns of neighbours about plantation operations on adjacent properties.

The management of plantations and their impacts on the environment should be a continuing focus of reviews of the Forest Practices Code.

Ongoing consultation between the industry, the State, and local government is important to addressing those community issues outside the scope of the Forest Practices Code. These issues include the use of roads, the consistent treatment of plantations under local government planning schemes and the integrated management of water resources within catchments.

### **3.2.12 Climate Change**

#### **Background**

The RFA contains only one reference to the issue of climate change, greenhouse gas emissions or carbon. In clause 88 the Parties agreed to a set of research priorities listed in Attachment 13 of the RFA. One of the priority areas for research relates to

climate change, and carbon budgets and flows in forests. There are no commitments specifically relevant to climate change in the TCFA.

As a result of Recommendation 4.11 of the 2002 Review *that the list of research priorities should be reviewed by the Parties prepare a list of relevant research priorities at future five yearly reviews*, the RFA priorities for research were reviewed prior to the 2007 Review. The current revised research priorities include:

- Long-term ecological research on natural processes, the effects of forest management and climate change, and long-term monitoring at established sites
- The effect of predicted climate change on forest health and susceptibility to pests and diseases; and
- The effect of predicted climate change on plantation site suitability and productivity, and silvicultural management techniques that mitigate these effects.

Carbon flows and budgets were also identified as a research priority, specifically:

- Research priorities as identified in the National Greenhouse Response Strategy
- Determination of carbon stored in Tasmanian forests of different types and disturbance and management histories
- Determination of carbon fluxes associated with forest regeneration, growth, management, and natural disturbance (eg wildfire) or harvesting in different Tasmanian forest types; and
- Potential contribution of forestry activities to greenhouse gas offsets or reduction.

Sustainability Indicator 5.1.a provides information on the total biomass in Tasmania's forests as estimated by the Australian Greenhouse Office (AGO).

## **Issues**

There are no commitments directly relating to this topic in either the RFA or TCFA.

Many submissions to this Review contained comments about the role of forests and forest management in climate change, greenhouse gas emissions and carbon balances. These included:

- The forest industry is well placed to make an important contribution to reducing Australia's greenhouse gas emissions. These opportunities are restricted by a number of government policies
- The Review should consider options to promote forestry, including development of models to determine the carbon balance of Tasmanian forests
- The industry is a net sequester of carbon. Establishment of plantations on cleared land represents a significant opportunity to sequester further carbon. Carbon is stored in wood and wood products



- Logging and land clearing contribute at least 30 per cent of Tasmania's greenhouse gas emissions. Protecting forests will help combat climate change. The RFA needs to be updated to consider carbon release and climate change consequences of logging and include protection of carbon dense forests
- Tasmania is on track to achieve targets of 75 per cent of 1990 greenhouse gas emission levels in 2010. Forestry is a leader in this reduction
- Any future carbon trading scheme should be independently and scientifically monitored to stop plantations from being established
- There has been little development of carbon accounting in forest management context. It is developing strongly in Australia and internationally
- The carbon storage indicators in the Sustainability Indicators Report do not comply with the Montreal Process requirements
- The exclusion of reporting on plantation forests in forest contribution to the global carbon cycle indicator and the impact of wildfires was questioned
- The storage of carbon in processed wood products is not well understood or accounted for in the National Carbon Accounting System (NCAS). The increased use of wood should be promoted for the carbon storage benefits over alternative materials. Future reporting should include carbon stored in forests by tenure and in wood products
- Tasmania must continue to explore options for use of harvest residues as feedstock for a biomass energy plant to assist in reducing greenhouse gas emissions
- Climate change will diminish predicted wood yields
- Intensity and frequency of fires are likely to increase due to climate change; and
- Impacts of climate change are not acknowledged in the RFA, reported or subject to any policy of restraint.

### **Analysis**

The brief mention of climate change issues in the RFA may relate to the fact that the role of forests in the carbon cycle, greenhouse gas emissions and carbon accounting systems were matters of scientific research and debate and limited public discussion in the 1990s.

The breadth of comments in submissions reflects the critical national and international significance of these issues at the time of this Review. Opinions on the impact of forestry on greenhouse gas emissions and carbon storage are varied. On the one hand forestry is considered a part of the solution to slowing climate change, with opportunities for Tasmania through the expansion of the forest estate and use of

residues to produce renewable bioenergy. On the other hand, harvesting of forests and burning forest residues is considered to contribute to the problem, and it is thus argued that more forest should be included in reserves.

The scope of this Review is to address the RFA and subsequent commitments. Resolution of the benefits or otherwise of climate change for Tasmanian forests is not a matter for the Review to determine.

It is noted, however, that considerable work is in progress at State and national levels to develop and implement climate change strategies, including reduction of greenhouse gas emissions. The appropriate reservation and management of forests is an important factor to be taken into account in addressing these issues, and forest issues must be considered in relation to wider issues and factors that influence climate change.

As noted in the Report on the 2002 Review, the science of carbon accounting and the data on the carbon cycles for the forest industry is a complex issue. Data presented in the Sustainability Indicators Report on the contribution of Tasmania's forests to the global carbon cycle are minimal. Comment was made in submissions that reporting of this indicator did not comply with the Montreal Process requirements or that some factors were not included, such as contributions from plantations or wildfires. Improved data are necessary on the role of wood products in sequestering of carbon, and the life cycle analysis of the production and use of alternative products to wood in buildings, eg steel or concrete.

The Governments have identified further research in this area as a priority. However, the lack of recent publications reported for this research area is of concern. While there is considerable research at an international and national level, it appears that little is being done at a regional level that is of direct relevance to Tasmanian forests. It is to be hoped that this improves in the future. Improved understanding of the contribution that forests and the forestry industry play in global carbon cycles is essential to the development of future forest policies, including any extension of the RFA. It is noted that Forestry Tasmania is working to improve the carbon accounting information relating to State forests. Forestry Tasmania's "Sustainable Forest Management Report 2005-06" provides information on the carbon sequestered in eucalypt plantations over the previous four years. It also reports work Forestry Tasmania is progressing to track greenhouse gas emissions and carbon stock changes as a result of its activities.

Further analysis on the impact of climate change on future water and wood supplies is provided under Sections 3.2.6 and 3.3.1 respectively of this Report.

### **Recommendation**

28. That the Parties improve the collection and public reporting of relevant data to ensure that there is an improved understanding of the contribution, both positive and negative, that Tasmania's forests, forest management practices and the forestry sector generally, make to the global carbon balance and climate change issues.

### 3.2.13 Old Growth Forest Management

#### Background

The TCFA contains three commitments relating to the management of old growth forest on public land.

Under clause 30 the Parties agreed to *jointly fund a package of forest management and operations, industry development, and research and development activities to implement this approach. The Parties note Forestry Tasmania will also undertake additional investments, beyond the scope of this funding package, to ensure its statutory wood supply requirements are met.* The Parties agreed to invest \$13.1 million over five years for this package.

The State agreed, in clause 31, to *publicly report the area of old growth forest harvested by silvicultural technique each year.*

The State also agreed, in clause 32, to *review progress to achieving safety, regeneration and log supply objectives in 2007.*

There is one related commitment in the RFA. Attachment 13.7 identifies the commercial viability of new and alternative silvicultural techniques especially for harvesting and regenerating wet eucalypt forest as a priority area of research.

Reservation of old growth forest is addressed under public and private land reserves in Section 3.1 of this Report.

The Governments reported that the implementation of all three commitments was progressed in accordance with the TCFA. A program of work has been jointly agreed, funding has been provided in accordance with the TCFA schedule, and the program to reduce clearfelling is being progressively implemented. For the past two years, areas of old growth forest harvested and clearfelled have been reported.

#### Issues

The management of old growth forest was raised in several submissions. Comments included:

- There should be no logging of or commercial development in old growth forest
- There should be buffer zones established around old growth forests to prevent logging
- There should be no clearfelling, only selective harvesting for high-value end uses
- There should be a moratorium of logging old growth in water catchments

- There are concerns with the implementation of the alternative silviculture systems and the financial impacts on harvesting contractors; and
- The TCFA has continued the public subsidisation of old growth logging.

### **Analysis**

An intent of the RFA and the TCFA was to ensure that old growth forests were adequately protected in the CAR reserve system on public and private land to a level that met the agreed reserve criteria for old growth forest. As reported in Section 3.1 of this Report, these commitments have been almost completed. It is the Governments' intent that old growth forest outside of the reserve system be available for sustainable production of wood and non-wood forest products.

In the 2002 Review, many submissions were made about the clearfelling of old growth forest.

A different approach to the harvesting of old growth forest is a significant element of the TCFA. The commitments in the TCFA are to reduce the use of clearfelling of old growth forest on public land as a harvesting technique. In this regard, progress is being made. The area of old growth forest clearfelled in 2006-07 (780 hectares) was two thirds of the area clearfelled in 2004-05 (1,200 hectares), prior to the commencement of the program.

This program is being implemented over a five year period, with a major review being undertaken by Forestry Tasmania in 2007, relating to a specific commitment under the TCFA clause 32. However, delays in the burning of the first series of variable retention coupes, due to seasonal conditions in Autumn 2006, led to a delay in completing the review until 2008. This review is now under way with an international science panel being appointed. Members of the panel have visited all of the recent variable retention coupes and have submitted a preliminary report to the Board of Forestry Tasmania. These reports, results of the TCFA funded research program and the results of an expert safety review currently under way, were presented to a major public conference "Old Forest New Management" in Hobart in February 2008.

Concerns raised by contractors about their experiences implementing alternative harvesting techniques, particularly about appropriate contract rates, are matters of detail between the contractors and Forestry Tasmania and not within the scope of this Review.

The TCFA commitments relating to old growth forest management are ongoing and should be further reviewed in 2012.

### **3.2.14 Private Land Management**

#### **Background**

Under clause 58 of the RFA, the State committed to *continue to ensure that owners of private forest comply with the Forest Practices Code for timber harvesting and regeneration operations; to continue to develop adequate mechanisms to protect State and regional nature conservation and catchment values on private land; and undertake the initiatives specified in Attachments 9, 10 and 11 which are relevant to private land.*

The initiatives in these Attachments relevant to private land were either completed prior to the 2002 Review or are discussed under other sections of this Report.

Under Attachment 12.20 of the RFA, the Commonwealth agreed to *facilitate industry development for the private forests sector by assisting in the expansion of private planting; and assisting the State in programs aimed at achieving increased numbers of private forest owners managing and improving productivity in their forests.*

Neither the 2002 Review or the TCFA made any additional commitments specific to the private forest management.

#### **Issues**

Most comments received in submissions about private land relate to either the private reserves program or private timber reserves. The private reserves program is considered in Section 3.1.2 of this Report.

One comment was made that private forests are being mined by the forestry industry.

#### **Analysis**

Private land owners are required to comply with the Forest Practices Code. The Forest Practices Authority reports annually on its compliance program and the results of its monitoring of private and public forest practices. Table 7.1.b.7 in the Sustainability Indicators Report shows that a high level of compliance was achieved on private lands over the past three years, especially for those operations by industrial private forest owners. Independent forest owners consistently scored a higher level of below acceptable ratings. The Governments reported that the Forest Practices Authority has been provided with additional funding to improve its level of auditing of forest practices on land owned by independent owners to improve the level of compliance.

In the 2002 Review, the RPDC noted that information on regeneration success in private forests was not provided in the Sustainability Indicators Report and suggested it should be. Sustainability Indicator 2.1.e for this Review again does not provide any data on regeneration success following harvesting of native forests on private land, as it was not collected or not available. It is noted that the Forest Practices Authority has introduced Certificates of Compliance that require reporting of regeneration success. The level of compliance relative to an acceptable level is reported in Table 2.1.e.5 in

Sustainability Indicator 2.1.e. This is based on the Forest Practices Authority's audits of a sample of operations and does not show actual levels obtained. Such information, if available, should be provided for future reviews.

### **Recommendation**

29. That the State recognises the importance of providing public information on the success or otherwise of forest regeneration, and requests the Forest Practices Authority to:
- (a) prepare a report on the success or otherwise of forest regeneration on private land on which native forest was harvested since the 2002 Review;
  - (b) provide a comprehensive report on regeneration success or otherwise of forests on public and private land in its annual report; and
  - (c) provide a consolidated report for consideration as part of the next five year Review.

## **3.2.15 Land Clearing**

### **Background**

In recognition of the State's undertakings on IFM under the RFA, in particular expanded plantation development, and the limited availability of land for plantation establishment, the State agreed in clause 60 to *adopt the broad policy framework specified in Attachment 9 which is designed to maintain an extensive and permanent Native Forest Estate and to maintain the sustainability of the total Forest Estate.*

The policy framework in Attachment 9 refers to a number of commitments, including:

- maintaining an extensive and permanent native forest estate with the objective of increasing the sustainability of the total forest estate
- maintaining a nominated minimum level of total native forest area, to meet the requirements of the National Forest Policy Statement for the protection of regional conservation values and catchment objectives
- maintaining the area of native forest at a nominated minimum level within each Interim Biogeographic Regionalisation of Australia region, conducting a formal review of the area of forest communities within each Interim Biogeographic Regionalisation of Australia region, and reporting on findings in the five yearly Review
- monitoring changes in forest area within each region and taking action if minimum retention levels are approached
- reforestation and regeneration prescriptive requirements where harvesting of native forest occurs on private land, and reference to plantation establishment (including conversion of native forest)

- introducing by 1999 mechanisms to encourage native vegetation retention and management on private land including the protection of riparian vegetation, consistent with the agreed outcomes of the Native Vegetation Initiative under the Tasmanian Natural Heritage Trust Partnership Agreement
- ensuring that no further forest communities become endangered; and
- reviewing the policy as part of the ongoing review of the Forest Practices Code and in accordance with the provisions for public comment set out in the Forest Practices Act.

In the 2002 Review, these commitments received considerable attention from the RPDC. While the State had adopted the policy framework through the implementation of its Policy on Maintaining a Permanent Forest Estate, the RPDC recommended (4.14) that *the State completes the review of the policy on maintaining a Permanent Forest Estate taking into account public comment. That, subsequent to the review and before the end of May 2003, the State amends the policy to increase the levels of retention of native forest, and specifically to ensure that no further forest communities become threatened and that there is no deterioration in the status of any existing threatened forest community.*

Further, the RPDC also recommended (4.15) that *subsequent to the review of the policy on maintaining a Permanent Forest Estate, the State implements the policy through a legislative framework.*

Further commitments on land clearing were made in the TCFA, which were over and above the RFA commitments and the 2002 Review recommendations. These were:

- Clause 45 - *The Parties have agreed an approach to the phasing out of broad scale clearing and conversion of native forest in Tasmania. The State agrees to revise the Permanent Forest Estate Policy so that:*
  - *An overall cap on clearing or conversion of native forest on both public and private land will be established to retain 95 per cent of the 1996 area of native forest;*
  - *Broad scale clearing and conversion of native forest on public land will be phased out by 2010;*
  - *Broad scale clearing and conversion of native forest on private land will be phased out over a period of ten years from the date of this Supplementary Agreement; and*
  - *Assessment criteria for regulating forest clearing and conversion will ensure the protection of regional biodiversity and water quality values and to meet salinity objectives.*
- Clause 46 – *The State agrees that the design of the approach outlined in Clause 45 will be developed, in consultation with the Commonwealth, and will be implemented within six months of the date of [the] Supplementary Agreement, including public release of the revised Permanent Forest Estate Policy.*
- Clause 48 - *The State undertakes to introduce new statutory mechanisms to the Tasmanian Parliament by December 2005 to prevent the clearing and conversion*

*of rare, vulnerable and endangered non-forest native vegetation communities on public and private land, and use its best endeavours to secure the enactment of the proposals.*

Sustainability Indicator 1.1.a reports on the area of forest in Tasmania over time, including the loss of native forest due to land clearing and conversion.

The Governments reported that the RPDC recommendations and all of the TCFA commitments have been fully met. In the Review period, the State's Policy on Maintaining a Permanent Native Forest Estate has been revised twice, in consultation with the Commonwealth and taking into account public comment on a discussion paper. The Permanent Native Forest Estate Policy has been implemented within a legislative statutory framework, the Forest Practices Act. The Policy settings agreed in the TCFA have been incorporated into the revised Policy. Legislation to prevent the clearing and conversion of threatened non-forest vegetation passed the Tasmanian Parliament in 2006 and has been proclaimed.

### **Issues**

One submission contained comments expressing concern with the adequacy of land clearing legislation in place, that it still allowed broad scale clearing, and had inadequate penalties and enforcement. Another submission commented on the benefits to the environment brought about by the reduction in land clearing resulting from the RFA and TCFA.

Another submission welcomed the recent announcement by Forestry Tasmania and Gunns Ltd to cease clearing and conversion of native forest to plantations but questioned the lack of details on the arrangements for the phase out. It was also noted that clearing for dams is likely to become more prominent and that this needs to be addressed.

### **Analysis**

Important and substantial changes to the policy and regulatory environment on land clearing have occurred in Tasmania over the past five years. The State's Permanent Native Forest Estate Policy has been reviewed and revised twice. The revised policy has met the recommendations of the 2002 Review and met in full the relevant commitments in the TCFA. The current policy prescribes a minimum forest retention level of 95 per cent of the 1996 area. The latest reported native forest area was 96.1 per cent as at 30 June 2007.

The recent announcement by Forestry Tasmania and Gunns Ltd that they will immediately cease the conversion of new areas of conversion of native forest to plantation should significantly reduce the rate of clearing and conversion of native forest in Tasmania and ensure that the Policy retention limits are met.

Commitments to introduce legislation to prevent clearing of threatened non-forest vegetation have been fully met. The legislation has been passed by the Tasmanian Parliament and is now being implemented.



### **3.2.16 National Estate**

#### **Background**

At the time that the RFA was signed in 1997, the *Australian Heritage Commission Act 1975* was in force. This Act established a Register of the National Estate and required the Commonwealth to take into account places on the Register when making decisions. Accordingly, the RFA contained commitments relating to places that were on the Register or which were identified, in the RFA process, as having National Estate values.

In clause 26 of the RFA, the Parties agreed *to the management of National Estate values in Tasmanian forests as set out in Attachment 1 of the RFA*. Attachment 1 of the RFA contains a series of commitments.

In the 2002 Review, the RPDC found that the Parties had delivered on all but two of these commitments. These were:

- Clause 6 - *to jointly fund and accredit for land management purposes digital maps at resolution of 1:100 000 of the boundaries of all lands in Tasmania listed on the Register of the National Estate; and*
- Table 1, Category 3 - *to revise the archaeological manual to ensure historic values are considered in a manner consistent with current best practice; and to include National Estate historic indicative areas in upgraded planning databases.*

A recommendation arising from the 2002 Review (4.9) was *that the Parties deliver on the outstanding National Estate commitments contained in Clause 6 and Table 1, Category 3 of Attachment 1 to the RFA, prior to commencement of the next five year review.*

The TCFA did not contain any commitments relating to the management of National Estate values.

The Governments reported that the implementation of the outstanding commitments was partially progressed since 2002 until changes were made to Commonwealth legislation in 2003. Since that time the Governments have undertaken no further work on mapping of National Estate areas, as they consider this commitment no longer relevant. No progress is reported in relation to revision of the Forest Practices Authority's Archaeological Manual.

#### **Issues**

No comments were made in submissions on the management of National Estate values.

#### **Analysis**

Amendments by the Australian Parliament to the EPBC Act in 2003 provided for a National Heritage List and abolished the Australian Heritage Commission. Following the subsequent amendment of the *Australian Heritage Council Act 2003*, the National

Estate List no longer has the same legislative status as when the RFA was developed in 1997. Accordingly, the Australian Government is no longer entering new places on, or removing places from, the Register of the National Estate. There is no longer any need to provide the detailed digital mapping of areas on the Register of the National Estate as provided for in RFA Attachment 1, clause 6.

The Australian Government has invited the State to consider whether any places listed on the Register should be accorded any ongoing status under State legislation. While the State does not have any equivalent register for natural values, the State does have a register of historic heritage. Any consideration of places of heritage significance on the Register of the National Estate should be undertaken in consultation with relevant stakeholders.

The commitment by the State in Attachment 1, Table 1 of the RFA to revise the Forest Practices Archaeological Manual to ensure historic values are considered is still relevant but remains incomplete. No information was provided in the RFA Report on progress towards meeting this commitment. The current Forest Practices Archaeological Manual was produced in 1990. It contains information relating to the management of historic and Tasmanian Aboriginal cultural values in forests. As such it predates the *Historic Cultural Heritage Act 1995*. The Forest Practices Authority advised that, as reported in the 2002 Review, a revision of the manual was still awaiting the completion of the planned new Tasmanian Aboriginal heritage legislation (see Section 3.6.4 of this Report).

A primary factor in the delay in completing new Tasmanian Aboriginal Heritage legislation and the delay in commitments to completing management plans for all national parks (RFA Attachment 10.8) appears to be the limited progress of discussions with the Tasmanian Aboriginal community.

### **Recommendations**

- |     |  |
|-----|--|
| 30. | That, notwithstanding changes in Commonwealth legislation, the Parties confirm their commitment to management of the National Estate values as set out in Attachment 1 of the RFA for the duration of the RFA.   |
| 31. | That the Parties consider amending the RFA to reflect the changes in the Commonwealth legislation related to the cessation of the National Estate listing process. The Parties should consider including appropriate commitments to protect the values of any places listed on the National Heritage List in accordance with the Commonwealth legislation. |
| 32. | That, given that the Register of the National Estate will not exist after 31 December 2011, the State examines the current places on the Register and determines whether any properties or values listed should be accorded any ongoing status and the nature of that status.  |

33. That the State requests the Forest Practices Authority to revise the Forest Practices Archaeological Manual as soon as possible to address all matters other than Tasmanian Aboriginal heritage, and further revise that Manual, as required, to take account of the proposed Tasmanian Aboriginal Heritage legislation when it is enacted.

### **3.3 Wood Resource**

#### **3.3.1 Sustainable yield**

##### **Background**

Clauses 75-77 of the RFA confirm *the target level for supplying eucalypt sawlog, veneer logs, and special species timbers from public forests - the Tasmanian Forests and Forest Industry Strategy's sustainable minimum supply target of 300,000 cubic metres per year of high quality eucalypt sawlogs and veneer logs, and 10,000 cubic metres per year of blackwood sawlogs.*

In RFA clause 98 the State agreed to *undertake a review of sustainable high-quality sawlog supply levels from public land to reflect the changes in forest inventory and new intensive management initiatives concluded in this Agreement. The review will be completed and published during the first year of this Agreement and thereafter will coincide with the five-yearly review of this Agreement.*

At the 2002 Review the RPDC recommended (6.1) *that the State continues to improve transparency in reporting, and continuously improves the methodology as identified in previous sustainable yield reviews, with the aim of increasing public understanding of, and confidence in, the sustainable yield reviews of high quality sawlogs from public land.*

Sustainability Indicator 2.1.c reports annual removal of wood products against sustainable yield estimates.

##### **Issues**

The Governments reported that the review required under RFA clause 98 was under way with a report to be completed in 2007, taking account of the recommendation from the 2002 Review.

No comment was made in submissions about the specific commitment in clause 98, although one submission noted that there had been no review of a sustainable yield review for species other than eucalypt, red myrtle and blackwood. Another commented that sustainable yield reviews need to take account of the impact of climate change on future wood yields due to slower growth rates, increased fire and insect outbreaks, noting that the figure for eucalypt sawlog has remained unchanged since 1990.

One submitter requested that Indicator 2.1c should provide more details on log volumes, similar to what is reported in Forestry Tasmania's annual report. A request was also made for more information on log quality, size and volume.

### **Analysis**

During the Review period, Forestry Tasmania undertook a major interim resource review as a component of the analysis of options to reduce the clearfelling of old growth forest on public land. A comprehensive report of this work was published by Forestry Tasmania in 2005 and can be found at:

[http://www.forestrytas.com.au/uploaded/File/pdf/2010\\_final\\_advice\\_april\\_05.pdf](http://www.forestrytas.com.au/uploaded/File/pdf/2010_final_advice_april_05.pdf)

In 2007 Forestry Tasmania released its report on the review of sustainable high quality sawlog supply from State forest. The report is available at

<http://www.forestrytas.com.au/sfm/sustainable-high-quality-eucalypt-sawlog-supply-from-tasmanian-state-forest>

The RFA requires that these reports coincide with the five yearly Review. Although the report was available to the Reviewer for consideration, it was published after public submissions to the Review closed, thus not providing an opportunity for public comment on the implementation of this commitment. The logical intent of clause 98 of the RFA would seem to be that the report should be available at the start of the Review process.

Forestry Tasmania's 2007 sustainable yield review report and the interim review are both consistent with the 2002 RFA Review recommendation for continuous improvement in reporting and review methodology. Significant changes resulting from the impacts of the TCFA on the resource base have been incorporated, while maintaining the RFA supply targets. Forestry Tasmania's 2007 sustainable yield review report provides additional information to assist readers to understand the methodology and outcomes of a complex, technical process.

From the Sustainability Indicators Report it can be seen that the average annual cut of high quality eucalypt sawlog on State forest for the five year period 2001 to 2006 was 334,000 cubic metres, below the estimated annual sustainable cut of 350,000 cubic metres.

A comment was made in a submission that the Sustainability Indicator 2.1.c should present additional data on the different wood products produced from private forests, similar to that reported for State forests in Forestry Tasmania's annual reports. The Governments have advised that these data for private forests are not consistently collected by the industry or governments and cannot be reported at this stage. As a principle, the Governments only report data that are available across the whole forest estate in the Sustainability Indicators report.

The same submission also requested that data on the quality of sawlogs provided by Forestry Tasmania to industry to meet the legislative commitment be reported and monitored, due to a concern that the average size and quality of sawlogs would

significantly reduce over time due to the shift to supply from plantations and regrowth forests imposed by the TCFA. The Forestry Act contains a requirement for Forestry Tasmania to make available to industry a minimum quantity of high quality eucalypt sawlog each year. The term “high quality” is defined as logs meeting veneer, Category 1 or 3 specifications. The prescribed supply quantity is currently 300,000 cubic metres. It is noted that Forestry Tasmania’s published management strategy is to sustain this minimum supply of these quality logs.

It is recognised that as a result of the increased proportion of sawlogs to be supplied from plantation and regrowth forest, and less from mature native forests, the average size of logs will decrease and the characteristics of the wood in these sawlogs will require industry to change processing. The Governments have recognised this need through the Industry Development Programs established under the TCFA. Industry, with government assistance, must continue with research and development programs to meet the challenges of processing this different future resource. It is suggested that Forestry Tasmania and industry jointly consider providing improved data to industry on the quality and specifications of logs actually supplied to meet Forestry Tasmania’s legislative volume commitments.

The issue of sustainable yields for species other than eucalypt was considered in depth as part of the 2002 Review.

A submission commented on the impact that climate change would have on future wood yields and suggested that the existing sustainable supply from State forest of 300,000 cubic metres should be reduced. As the knowledge on the impacts of climate change in Tasmania increases and should the States’ policy on water catchment management change for reasons of climate change or water access equity or other reasons in a way that establish water quantity requirements or objectives for forest managers, these matters will need to be taken into account in sustainable yield calculations. The need for further research and modelling on these matters is referred to in Section 3.2.6 of this Report.

The RFA provides for the necessary checks and reviews to take these concerns into account. In undertaking its reviews, Forestry Tasmania takes account of a wide range of factors including the area of forest available for harvesting, the growth of those forests and the current regulatory arrangements impacting on forestry. If climate change results in future changes in forest growth, either positively or negatively, these changes should be reflected in Forestry Tasmania’s forest inventory measurements used in the five-yearly reviews.

### **Recommendations**

34. That the State ensures that Forestry Tasmania prepares and makes available its report on the review of sustainable high quality sawlog supply from State forests as part of the documentation released for public comment as part of the third RFA Review.

35. That the State, in consultation with the forest processing industry, reviews and identifies appropriate and measurable indicators that show the quality of sawlogs supplied to the processing sector, and determines the data to be reported and the responsibilities for collecting and reporting on the data.

### 3.3.2 Special species

#### Background

The RFA and TCFA contain several commitments specifically related to special species timbers. Those that are current for this Review period are:

- RFA Attachment 10.6 requires the State *to further developing and applying flexible silvicultural systems on Public Land to promote the sustainable production of long-rotation speciality timbers, particularly in the south and north-west regions;*
- RFA Attachment 12.15 requires the Parties *to jointly facilitate development of the resource, on which the forest industries and related employment depend, by ... establishing new special-species timber resources (eg blackwood plantations and fenced regeneration);*
- RFA Attachment 12.27 requires the State *to facilitate industry development and related employment for woodcraft industries dependent on special- species timbers by the following actions:*
  - assessing the potential for additional areas of State Forest in Tasmania to be managed for the long-term production of special-species timbers and implementing appropriate zoning and management for those areas that are suitable;*
  - Promoting access to unprocessed and semi-processed special species timbers and craftwood and by developing new opportunities for the use of species such as silver wattle and white sassafras, noting that these actions are currently being addressed through Forestry Tasmania's 'Island Specialty Timbers';*
  - promoting and fostering the further development of a viable wood design and fine craft industry.*
- RFA Attachment 12.28 requires the Commonwealth *to assist the State in maximising the recovery of special-species timbers from forests managed for these timbers and from all other harvested forests.*
- Recommendation 6.2 of the 2002 Review that the State *develops a strategy for ongoing supply of special species timbers from public lands. The State needs to provide information to the market to clarify the future resource;*
- TCFA clause 44 for the State *to deliver, initiatives to support access to and management of selected areas of special timbers management units on State forest, for selective harvest of special species timbers, and to provide beekeepers with*

*rotating access to apiary sites to maintain sustainable supplies of leatherwood honey;*

- TCFA clause 56 that the Parties agree *to provide assistance for the development of improved marketing, recovery and value adding initiatives for special species timbers.*

## **Issues**

The Governments reported that all RFA commitments are ongoing or have been met for the Review period, and the 2002 Review recommendation and both TCFA commitments have been progressed but not yet been completed.

One submission raised concerns about the sustainability of ongoing supply of special species timbers and suggested only low impact logging of mature mixed forests and rainforest stands. It was also claimed that there have been only limited trials and no widespread implementation of these low impact approaches. It was further claimed that the commitment in RFA Attachment 12.28 was not being met.

Another submission raised concerns with the security of the future supply of special timbers and the lack of plans and information to demonstrate this.

## **Analysis**

Since the 2002 Review there has been a significant reduction in the area of special species management units (STMUs) on State forest as a result of additional reservations in the TCFA, particularly in the north west of the State. This has particularly impacted on the future supply of red myrtle. The Governments recognised this through specific funding provided to two sawmillers reliant on this resource, to enable them to retool their mills to focus on alternative wood resources.

In those STMUs available for harvesting of special species timbers, the State is on target to meet its TCFA commitment to improve access to special species and leatherwood apiary resources through the construction of additional roading (see also Section 3.5.2 of this Report). Progress has also been made towards improving the marketing, recovery and value adding of special timbers. This has centred on enhancing the existing entities Island Specialty Timbers (IST) and Fine Timbers Tasmania Inc. An eBiz web site [www.islandspecialtytimbers.com.au](http://www.islandspecialtytimbers.com.au) has been developed, with further enhancements under development to enable online purchase and tendering. A new kiln for IST is being investigated to add value to salvaged special timbers. A bank of fine timbers is being established. Chain of Custody certification has been established for Fine Timbers Tasmania. Specifications for non-sawlog special species timbers are being developed along with a training program for harvesting contractors to improve recovery of these timbers.

The issue of a clear strategy for the ongoing sustainable supply of special timbers that was raised and considered in the 2002 Review remains unresolved. The RPDC made a recommendation that the State develops a strategy and that further information be provided to the market to clarify the situation. The Governments reported that implementation of the recommendation is in progress but provided no detail of when

it is likely to be completed. It was stated that a major reason for the delay in finalising this strategy was the significant reduction to the available resource base due to the reservation of about half of the former STMUs as a result of the TCFA. This particularly affected the resource for myrtle and celery top pine. Other changes have resulted from the phasing down of clearfelling of old growth forest with a focus on leaving “green banks” of special species rich forest within eucalypt coupes.

The need for this strategy and further information about where future special timbers supplies will come from and in what quantity was again raised in submissions to this Review. It is important that industry has a clear picture of the likely available resource and the requirements to access this resource.

### **Recommendation**

36. That the State completes the special timber species supply strategy by 30 September 2008, which should include information on the resource that remains available by species and the rate at which that resource will be available.

## **3.4 Industry Development**

### **3.4.1 Resource Security**

#### **Background**

The provision of security of access to resource for the forest industry is a major objective of the RFA and underpins the objective of providing for the growth and development of that industry. The RFA was designed to provide certainty of access to resources through committing the Parties to legislative guarantees, for a 20 year period. Two clauses of the RFA provide legislative measures for resource security:

22. *The Commonwealth undertakes to use its best endeavours to secure the enactment of legislation which includes provisions to the effect that where a Regional Forest Agreement is in force:*
- (a) no controls may be imposed under the Export Control Act 1982 (Cwth), or under any legislation enacted by the Commonwealth Parliament for a similar purpose, upon the export from the region of which the Agreement was made of woodchips or unprocessed wood; and*
  - (b) the following Commonwealth legislative provisions do not apply to Forestry Operations on land under which the Agreement may be used for such operations:*
    - (i) the Australian Heritage Commission Act 1975, s.30;*
    - (ii) the Environment Protection (Impact of Proposals) Act 1974, s.11;*
    - (iii) the Administrative Procedures approved under the Environment Protection (Impact of Proposals) Act 1974 s.6; and*



(iv) *the World Heritage Properties Conservation Act 1983, s.6.*

These commitments were fully met prior to, and reported on in, the 2002 Review.

23. *The Commonwealth undertakes to:*

- (a) *prepare a policy outline of such legislation, and circulate that outline to all States which have regions covered by the Export Control (Hardwood Wood Chips) (1996) Regulations (Cwth), by 31 December 1997; and*
- (b) *thereupon consult with the State and such other States in relation to the legislation; and*
- (c) *introduce such legislation into the Parliament of the Commonwealth by 30 June 1998.*

Commitments in clause 23(a) and (b) were fully met prior to, and reported on in, the 2002 Review. Commitment 23(c) was also met and the legislation was subsequently passed. The *Regional Forest Agreements Act 2002* (RFA Act) commenced on 5 April 2002.

The RFA provides resource security for a 20 year period from 1997 to 2017. In clause 8 of the RFA the Parties agreed that the process for extending the duration of this Agreement will be by the Parties as part of the third five yearly review specified in clause 45.

## **Issues**

There were numerous submissions that commented that the RFA should become a twenty-year rolling agreement on the basis that this will increase resource security and hence certainty for investment in the industry, including private forestry and forest contractors. Some of these submissions also recommended extending the RFA period by five years, following the successful completion of each Review and amending the RFA Act to make it an “evergreen” agreement. Another submission indicated that there was a need for governments to ensure that there is a critical mass of timber available to support the industry, especially as less and less timber from native forests becomes available for harvest.

Industry submissions stated that that the process for extending the RFA needs to be decided much sooner than the 2012 Review, as at that stage there would be only five years currency remaining and the process could take a number of years. Without this certainty, industry claimed that investment in value adding would rapidly diminish, until a new agreement was in place.

## **Analysis**

Clause 8 of the RFA stipulates that the process for extending the duration of the RFA will be agreed by the Parties as part of the third five yearly Review, due in 2012.

While the mechanism of extending the RFA is beyond the scope of this Review, the principle that there needs to be certainty of the process to consider the extension of the RFA earlier than the 2012 Review is supported. Consideration needs to be given to what economic, social and environmental information needs to be available. Some

data, for example social values, old growth forest and wilderness has not been updated since the RFA Comprehensive Regional Assessment (CRA) in 1996.

## Recommendation

37. That the Parties commence the process of identifying the key issues relevant to considering the extension of the RFA in advance of the next RFA Review in 2012, so that an assessment of all the factors concerning desirability or otherwise of extending the RFA is available to the Review and is published as part of the next Review process. In particular the progressive shortening of the period of industry resource security provided by the current RFA should be taken into account, together with operational and policy matters that were not prominent at the commencement of the RFA, such as catchment management and climate change.

### 3.4.2 Employment and Industries Development Strategy

#### Background

Clause 74 of the RFA states that:

74. *In recognition of the unique contribution of forest-based industries to the Tasmanian economy, the Parties intend that this Agreement will have the effect of enhancing the future growth and development of Tasmania's industries associated with forests and timber products by the implementation of the RFA Forests – Employment and Industries Development Strategy. The Parties agree to cooperate in implementing the specified actions in that Strategy described in Attachment 12. In particular, future growth and development will be achieved through:*
- *certainty of resource access to the forest industry;*
  - *removal by the Commonwealth of the need for export licences for unprocessed wood and woodchips sourced in Tasmania;*
  - *active encouragement of the development of downstream processing in Tasmania such that the preferred market for growers is within the State;*
  - *a range of new or enhanced initiatives designed to encourage investment, plantation development, downstream processing, value-adding and jobs growth in Tasmania's forest-based industries;*
  - *the implementation of new intensive forest management initiatives, including eucalypt and blackwood plantations, and Native Forest thinning, to balance changes in Forest inventory resulting from this Agreement and expand that inventory;*

- *security of access to the mining industry by providing defined land tenures as outlined in Attachment 6 which allow for exploration and mining together with the protection of Environment and Heritage Values; and*
- *the provision for the development of tourism and recreation opportunities based on Tasmania's environmental advantages.*

Attachment 12 contains 29 different clauses, most of which contain one or more specific commitments under the following categories:

- generic industries development actions
- generic employment and skills development actions
- specific tourism industry development actions
- wood and wood products industry development actions
- minerals industry development actions; and
- actions to develop other industries dependent on access to forests.

Actions on tourism, minerals and other industries are addressed in Section 3.5 of this Report. Some specific wood and wood products industry development actions are addressed in later parts of Section 3.4 of this Report.

In the Section 5.11 of the 2002 Review Report, the RPDC summarised its views on Attachment 12 and progress in implementing the commitments on the wood and wood product industry development.

Recommendation 5.2 from the 2002 Review stated that *the Parties clarify the intent of Attachment 12 by 30 June 2003 and that the State prepares an industry development strategy, in consultation with the Commonwealth and the Forests and Forest Industry Council, by 30 June 2004, based on that intent and providing an industry vision and an action plan to achieve it. Table 5.1 provides an incomplete list of issues that should be covered by the industry development plan.*

*Table 5.1 Issues to be considered to clarify the intent of Attachment 12*

<i>Issue</i>	<i>Aspects for consideration of further action</i>
<i>Increased domestic downstream processing</i>	<i>Introduction of the Log Supply Charter, improved training and accreditation throughout the production chain, assistance to smaller sectors including special species and furniture industries, Commonwealth assistance to industry development including continuation of Forest Industry Client Manager position, Forest Industry Structural Adjustment Package funding.</i>
<i>Industry information</i>	<i>Improve information about the industry and its regional impact, improve social and economic indicator data.</i>
<i>Public education</i>	<i>Improve public information about the RFA, industry value, and sustainability of forest management and wood.</i>
<i>Market information</i>	<i>Provide of up to date market information for the industry including supply and demand information from both public and private forests.</i>
<i>Industry training</i>	<i>Accreditation and training to support Log Supply Charter.</i>
<i>Research and development</i>	<i>Using existing and new research and development opportunities to prepare for the future changes in resource.</i>
<i>Forest and product certification</i>	<i>Support for development and implementation of certification schemes and facilitation of international recognition of the Australian Forestry Standard.</i>

## **Issues**

The Governments report that they did not clarify the intent of Attachment 12 in accordance with Recommendation 5.2 and did not prepare an industry development strategy. The recommendation was superseded, at least in part, by the TCFA.

## **Analysis**

There is still a need to clarify the intent or at least update the content of Attachment 12. As it stands, it is a collection of many different initiatives called an Industry Development Strategy.

According to advice from the Governments, Attachment 12 was largely comprised of actions that were current or proposed in 1997. Many of the “generic” actions were actions that governments undertake every year in support of the economy as a whole. There is little value in reporting or reviewing implementation of these generic actions as they are far broader than the forestry sector in Tasmania.

However, many of the actions relating to wood and wood products industry development and tourism development relating to national parks continue to be

relevant. Some have been completed, some have been superseded by the TCFA, and some are no longer considered relevant.

There is a different environment for the forest industry in 2007 than that in 1997. The TCFA has delivered significant investment to assist industry to adapt to a future wood resource which will be very different to that used by industry in the 1990s. The expansion of the plantation estate, the decrease in old forests available for harvest, the advent of major new value-added investments, such as the pulp mill development and Ta Ann's rotary peeled veneer mills, and the development of technology for engineered wood products, have significantly changed the focus of the industry. Given changes in the industry, it is now timely for the development a of contemporary forest industry development strategy in Tasmania. This needs to be developed with input from both Governments, all sectors of industry and interested stakeholders.

In order to assist any interim action and the 2012 Review, Appendix 4, Table 1 has been prepared. It lists all commitments in Attachment 12 and provides proposals on whether they should continue to be reported on.

### **Recommendations**

38. That the Parties facilitate the preparation by industry of an updated development strategy for the industry, taking account of stakeholder views and the Forest and Forest Industry Strategy (1990), the RFA Employment and Industries Development Strategy, existing and future resource availability and industry developments, and emerging opportunities for new products and services.
39. That the Parties review Attachment 12 of the RFA with the following objectives to:
  - (a) maintain the original focus and intent of enhancing employment and industry development in the forest and forest related sectors as is set out in clause 72 and Attachment 12 of the RFA and the commitments in the Tasmanian Community Forest Agreement;
  - (b) take account of current policies, available programs and potential opportunities with a view to making further appropriate commitments for the next ten years of the RFA; and to
  - (c) remove commitments already discharged or no longer relevant having regard to the preliminary examination of these matters as set out in Appendix 4, Table 1.

### 3.4.3 Value Adding

#### Background

A key objective of the RFA was to encourage investment in the forest industry for downstream processing of forest resources, value-adding and employment growth through provision of a range of new or enhanced initiatives. Attachment 12 of the RFA contains specific initiatives to support value adding of the forest resource. Many are considered in other Sections of this Report, including:

18. *The Parties will jointly facilitate wood and wood-products industry development and related employment opportunities by the following actions:*
  - *continuing the funding of research, including specific funding under the Agreement, into new processing technologies and market opportunities to assist in the transition from old-growth to regrowth and plantation resources including:*
    - *new sawing and seasoning techniques (eg pre-drying, solar kilns, thermal vacuum systems),*
    - *technologies for manufactured wood products (eg panel products, laminated beams, paper), and*
    - *commercialisation of new technologies (eg kiln drying);*

The Governments have reported ongoing support for research in all of these areas at both the State and national levels.

21. *The Commonwealth will facilitate, through the Forest Industry Structural Adjustment Program and other programs, overall industry development by the following actions:*
  - *providing assistance for sawmilling industry redevelopments on a case-by-case basis, designed to help industry adjust to predominantly regrowth and plantation resource supplies, while achieving value-adding investments, improved productivity and international competitiveness;*

The Forest Industries Structural Adjustment Program (FISAP) has not been applied in Tasmania. This commitment has been superseded by the industry assistance programs under the TCFA.

In the 2002 Review, the RPDC recommended (5.2) that *the Parties clarify the intent of Attachment 12 by 30 June 2003 and that the State prepares an industry development strategy, in consultation with the Commonwealth and the Forests and Forest Industry Council, by 30 June 2004, based on that intent and providing an industry vision and an action plan to achieve it.* The RPDC provided an incomplete list of issues that should be covered by the industry development plan, including:

- *Increased domestic downstream processing - introduction of the Log Supply Charter*
- *Improved training and accreditation throughout the production chain;*
- *Assistance to smaller sectors including special species and furniture industries;*

- *Commonwealth assistance to industry development including continuation of Forest Industry Client Manager position, and*
- *Forest Industry Structural Adjustment Package funding.*

The Governments' response to Recommendation 5.2 of the 2002 Review is considered in Section 3.4.2 of this Report.

As part of the TCFA, the Governments agreed to a number of initiatives to assist the forestry and forest products industry to value-add and develop downstream processing. This was in direct response to the additional old growth forest reserved under the TCFA and to meet the Governments' objectives to maintain and grow employment in the industry through new investments. These commitments were:

53. *The Parties agree to jointly manage a program to facilitate forest industry retooling and investment in new plant and technology. The program will aim to maximise recovery of forest products from increasing use of regrowth, plantation and other changes in the resource mix.*
54. *The Parties agree to consult with industry to determine the priority areas for allocation and delivery of the funding. Projects considered for funding will be industry and market focused, and commercially viable. Highest priority will be given to commercial proposals in business plans from mills affected by the changes in the resource mix for the improved utilisation of regrowth and hardwood plantation grown wood.*
55. *The Parties agree to provide assistance for country sawmillers and to special species timber mills significantly affected by the new agreed reserves in north-western Tasmania.*
63. *The Commonwealth will fund and administer, in cooperation with the State, a \$10 million program of assistance to the Tasmanian softwood industry.*
64. *The Commonwealth will consult with the State and the Tasmanian softwood industry to determine the priorities to increase value added investment in softwood in Tasmania. The Parties' objective is to maintain a viable and environmentally sustainable softwood industry in the State.*

Further specific commitments relating to value-adding in the special species sector, and the proposed pulp mill are reviewed in Sections 3.3.2 and 3.4.8 respectively of this Report.

The Governments report that the commitments under the TCFA are currently in an implementation phase.

## **Issues**

One submission noted that forest contractors have had difficulties accessing the TCFA Forest Industry Development Program funds, due to uncertainties with contracts. The submitter stated that the TCFA industry funds and increase in plantations have not been enough to offset the loss of contractor quotas and long term contracts as a result of the increase in reservation of native forests.

## Analysis

The RFA commitments have been superseded by the TCFA.

Three new programs funded and administered by the Australian Government have been jointly established:

- Forest Industry Development Program (TFIDP);
- Softwood Industry Development Program (TSIDP); and
- Country Sawmillers Assistance Program (TCSAP).

All of these programs are substantially under way and have been extended for completion by 30 June 2009.

Commitments under clauses 54 and 64 to consult with industry on priorities for investments in the programs were completed. Guidelines for applications and funding under the three programs were completed and published.

As at 1 October 2007, 119 applications had been received under the TFIDP. Ministers have approved 58 of these TFIDP applications for grants totalling \$35.5 million that support total investments of over \$135 million. The approved applications include purchase of new plantation and regrowth harvesting equipment, plantation pruning equipment, and sawmill and kiln-drying upgrades to process small and young logs.

As at 1 October 2007, 25 applications had been received under the TSIDP. Ministers have approved 12 of these applications for grants totalling \$4.7 million that support total investments of over \$19 million.

As at 1 October 2007, 35 applications had been received under the TCSAP. Ministers have approved 17 of these applications for grants totalling \$2.5 million that support total investments of over \$5.1 million. The approved applications are all for the purchase or upgrade of equipment at country sawmills.

The Tasmanian Government provided specific grants to Britton Bros Pty Ltd (Smithton) and Corinna Timbers (Somerset) under clause 55 to assist these mills adjust to the loss of special timbers resource from the areas reserved in the TCFA in northwest Tasmania. The grants are assisting the retooling and upgrade of the Smithton mill and installation of new kiln drying facilities at the Somerset mill to enable the mills to utilise a different log resource mix.

These programs should be further reviewed in 2012 after their completion.



### 3.4.4 Information and Education

#### Background

The Governments made several commitments in Attachment 12 of RFA in the areas of information and education on and about the forestry sector. These are:

5. *The State agrees to implement the following generic actions:*
  - *ensuring the dissemination of market information through key industry groups, working with industry to develop voluntary product-quality systems, and where applicable, to develop packaging and presentation systems similar to those used by Tasmanian manufacturers that compete successfully in national markets;*
18. *The Parties will jointly facilitate wood and wood-products industry development and related employment opportunities by the following actions:*
  - *continuing to support programs to educate the public on issues of forest management and on the sustainability of wood as an environmentally acceptable raw material for a wide range of uses;*
19. *The State will facilitate wood and wood-products industry development by the following actions:*
  - *supporting the development by industry of comprehensive reports on market trends, commodity and log-price information, and supply and demand factors facing the timber, pulp and paper, panel and woodchip industries;*
  - *maintaining an internet site for Tasmanian timber, open to all industry participants, to provide a new method of marketing and increasing awareness of individual products;*
21. *The Commonwealth will facilitate, through the Forest Industry Structural Adjustment Program and other programs, overall industry development by the following actions:*
  - *advocating the use of wood and wood products sourced from regions covered by RFAs and from regions where the Commonwealth has removed export controls on wood sourced from plantations, on the basis that they:*
    - *are recognised as sustainably managed; and,*
    - *will be considered by the Commonwealth to have environmental credentials such that there is no basis for discrimination against such products on the issue of sustainability.*
22. *The Parties, based on the Agreement, will promote the sustainability of Tasmanian wood products in domestic and international markets.*

As previously noted, in the 2002 Review the RPDC recommended (5.2) that *the Parties clarify the intent of Attachment 12 by 30 June 2003 and that the State prepares an industry development strategy, in consultation with the Commonwealth and the Forests and Forest Industry Council, by 30 June 2004, based on that intent and providing an industry vision and an action plan to achieve it.* The RPDC

provided an incomplete list of issues that should be covered by the industry development plan. These were:

- *Industry Information – improve information about the industry and its regional impact, improve social and economic indicator data.*
- *Public education – improve public information about the RFA, industry value, and sustainability of forest management and wood.*

Further commitments to improved communication of information about forestry in Tasmania were made in the TCFA:

72. *The Parties acknowledge that the initiatives outlined in this Supplementary Agreement constitute significant improvements in the sustainable management of Tasmania's forests, particularly old growth, and its forest industries. The Commonwealth agrees to provide funding towards a communication program to be delivered in consultation with the State.*

A total of \$2.2 million was allocated to this program to highlight the significant initiatives contained in the TCFA and also improve community awareness and understanding of sustainable forest management and protection of forest values across Australia generally.

Sustainability Indicators 6.1, 6.2, 6.5.a and 6.5.b provide information about the industry.

### **Issues**

One submission to the Review indicated that the current communication program should be expanded as the Parties have a significant role to play in better informing the public about the outcomes of the RFA and TCFA.

### **Analysis**

Commitments in Attachment 12 are also reviewed in Section 3.4.2 of this Report.

The Governments report that the commitments in Attachment 12, clauses 5, 18, 19, 21 and 22 are continuing to be met.

The State Government continues to actively progress market research programs, to provide industry with information on manufacturing customers, and multiple-use forest visitor information.

Both Governments are supporting initiatives to improve public education on forestry and the sustainability of wood through a variety of programs. The Commonwealth has continued to promote the benefits and outcomes of the RFA process for delivering sustainable forest management. For example, through the Wood and Paper Industry Strategy and NHT programs, the Commonwealth has funded the Forest and Wood Products Research and Development Corporation (FWPRDC), in particular, under its National Timber Development Program, which funds a variety of activities aimed at

improving the durability of timber in service and promoting the environmental benefits of timber compared to alternative building and construction materials. The FWPRDC has produced brochures on environmentally friendly housing using timber principles and environmental properties of timber that promote the use of wood as an environmentally sound product.

The Tasmanian Department of Economic Development and Tourism (DEDT) funded a report entitled 'Country Sawmills in Tasmania'. The aim of the report was to compare the country sawmilling sector now with the sector as it was when it was last surveyed in 1990 and reported by Raoul Dixon in 1992. Private Forests Tasmania has produced a series of market information reports on farm forestry, available on its website, and each year in its quarterly publication, "TREELine", publishes information on current market prices for logs and pulpwood. In 2007, Private Forests Tasmania produced a report on options for further development of the industry in Tasmania, which includes up to date market analysis and trends.

The 'Tasmanian Timber' website ([www.tastimber.tas.gov.au](http://www.tastimber.tas.gov.au)) has been established through the timber research unit of the University of Tasmania and funded by the Tasmanian Timber Promotion Board which is responsible for its regular updating. This website provides information on Tasmania's timbers, their properties and uses.

The Governments have promoted the sustainability of the industry through a wide range of media, including brochures, DVDs, websites, reports and information seminars. In particular both Governments have actively participated in, and promoted, the development of the AFCS as a basis for assurance of sustainable forest management (see Section 3.4.7 of this Report).

These commitments have been supplemented by the communications program established under clause 72 of the TCFA. This program has addressed the relevant issues under Recommendation 5.2 of the 2002 Review.

The TCFA program is still being implemented. The Governments released public information about the TCFA at the time of its signing and have also prepared and distributed an information brochure to coincide with the second anniversary of the signing of the TCFA which can be viewed at:

[http://www.daff.gov.au/data/assets/pdf\\_file/0015/236121/tcfa-report.pdf](http://www.daff.gov.au/data/assets/pdf_file/0015/236121/tcfa-report.pdf)

The TCFA program is also presenting information internationally. The Parties have produced "Australia: Sustainable Forest Management", an information package highlighting the sustainable nature of Australian and Tasmanian forestry practices. The package can be viewed at:

<http://www.daff.gov.au/forestry/national/cfa>

There is no funded program in place to continue a communications program to support the RFA and the TCFA and its outcomes after June 2008. A coordinated communications program is essential to maintain levels of community education and information, particularly in the light of active community debate about the role of forests and the forest industry in climate change and other issues, such as water, biodiversity and industry development. Governments and industry both have an important role in such a program.

## Recommendation

40. That the Parties continue a program, in collaboration with industry stakeholders, of community education, information and awareness on the value of forests, the management of forests, and the operation of the Forest Practices System in the pursuit of the ecologically sustainable management of forests to assist the community to understand the issues associated with the management of forests for all values particularly in light of climate change, biodiversity, catchment management and the domestic processing of wood products.

### 3.4.5 Industry Research and Development

#### Background

As part of Attachment 12 of the RFA, the Governments made commitments to continue to support research and development in support of the manufacturing and wood processing section of the industry.

Clause 18 states that *the Parties will jointly facilitate wood and wood-products industry development and related employment opportunities by the following actions:*

- *continuing the funding of research, including specific funding under the Agreement, into new processing technologies and market opportunities to assist in the transition from old-growth to regrowth and plantation resources including:*
  - *new sawing and seasoning techniques,*
  - *technologies for manufactured wood products, and*
  - *commercialisation of new technologies;*
- *supporting a new emphasis on furniture design and marketing that complements Tasmania's existing success in 'one-off' design for high value, but focuses on product lines more suited to large-scale production for medium- to high-value markets; and*
- *investigating opportunities to improve forest-harvesting technologies by, for example, the design of log trucks.*

The Governments report further progress on of these commitments during the Review period. Specific funding under the RFA was expended by the FFIC on a range of projects. Appendix 1 of the RFA Report lists research papers, publications and technical papers published during the Review period.

In the 2002 Review, the RPDC made a recommendation regarding industry research and development. As part of Recommendation 5.2, the RPDC identified the

following issues to be included in an industry development plan: *using existing and new research and development opportunities to prepare for the future changes in resource.*

Sustainability Indicator 6.2.b provides details of investment in research, development, extension and use of new technologies. Sustainability Indicator 7.1.e provides information on the capacity to conduct research aimed at improving the delivery of forest goods.

## **Issues**

There were no public submissions that commented on industry research and development.

## **Analysis**

The Governments have met the ongoing commitments under RFA Attachment 12.18.

A total of \$1.6 million of RFA funds was allocated by the Australian Government under clause 101(ii) to the FFIC to facilitate strategic research and development of new sawing and seasoning techniques, technologies for manufactured wood products and commercialisation of new technologies and processes. The funds have been used to assist a variety of projects, focussing on sawing and seasoning of young eucalypts and disseminating results to the industry.

Results of sawing studies of plantation grown eucalypts with the aim of understanding the potential for producing quality sawlogs and veneer logs from plantation grown eucalypts in Tasmania have been published and reviewed, both nationally and internationally.

The FFIC assisted various Tasmanian country sawmillers with the design and commissioning of new technologies, solar hot water assisted drying kilns, vacuum drying and laminated beam production to effect transition from mature log material to a regrowth feed stock.

Extensive research has been undertaken into new processing technologies by the CRC for Forestry, Forest and Wood Products Research and Development and the Timber Research Unit of the University of Tasmania. Research partners include industry and the FFIC.

A variety of initiatives have been developed by the DEDT to facilitate expansion of production of medium to high value furniture and for design and marketing. They include assisting furniture designers and manufacturers to attend exhibitions, trade shows and specialty events for niche high value added products nationally and overseas.

The Australian Government Department of Industry, Science and Resources, through the WAPIS, funded export-marketing brochures and marketing and promotion strategies for the Australian fine-furniture industry.

The FFIC has assisted in the development of a new electronic system that uses Pocket PCs to record hardwood sawlog detail. The electronic data capture system replaces a paper based system.

Forestry Tasmania and John Holland formed a joint venture (“Newood”), to establish two integrated wood centres - one in the Huon Valley and one in Smithton. In each case, the location minimises log truck traffic on major public roads. The Huon centre consists of a log merchandiser, a regrowth sawmill and a rotary peeled veneer mill. A biomass power station has been proposed for the site. Construction of a rotary peeled veneer mill has commenced at the Smithton site with completion expected in late 2008.

### **3.4.6 Intensive Forest Management**

#### **Background**

The RFA and TCFA both placed areas of public land, that was previously designated as available for forestry, into the CAR reserve system. In order to replace that sawlog resource, and partly to assist expanding the resource, both Agreements contained specific funding measures for expanded IFM activities on State forest.

IFM is the principal tool used by Forestry Tasmania to maintain supplies of high quality eucalypt sawlog at the RFA target supply levels of 300,000 cubic metres each year (see Section 3.3.1 of this Report). Elements of IFM are establishment, management and increased productivity of eucalypt plantations to maximise sawlog volumes, and thinning of suitable stands of young regrowth eucalypt forest.

Both the RFA and TCFA contain specific commitments to support the intensification of forest management for the supply of wood on both private and public land. On private land the commitments relate to support for plantations. These are considered in Section 3.2.11 of this Report.

In Attachment 12, clause 15 of the RFA the Parties agreed that *they will jointly facilitate development of the resource, on which the forest industries and related employment depend, by the following actions for which specific funding will be provided by the Commonwealth under the Agreement:*

- *expanding the level of intensive forest management by hardwood forests on public land, including:*
  - *pre-commercial thinning of very young eucalypt plantations and regrowth forests;*
  - *commercial thinning of young eucalypt plantations and regrowth forests;*
  - *establishment of new eucalypt plantations for sawlog production; and*
  - *improved planning to facilitate subsequent thinning in newly regenerated native forests*

The Australian Government provided \$57 million to Tasmania under clause 101(i) of the RFA to implement these new intensive forest-management initiatives on State forest.

Clause 33 of the TCFA states that *further to clauses 75 to 77 of the RFA, the Parties agree that further Intensive Forest Management will be used to mitigate the impact of new reserves and the reduction in use of clearfelling techniques within Old Growth forest.*

Clause 34 of the TCFA further states that *the Parties agree to jointly support, and the State will deliver, an integrated program of existing plantation productivity improvement and development, new plantation establishment, and enhanced native forest thinning programs designed to maintain targets referred to in clause 77 of the RFA for sustainable sawlog and veneer log supplies to industry from State forests.*

The Parties agreed to provide \$115 million over five years to fund these commitments.

Clause 79 of the TCFA states that *[I]n relation to funds provided for Intensive Forest Management, the State undertakes to provide to the Commonwealth at the end of each financial year, until the funds are expended, an annual acquittal of both Parties' funds against items of activity and an indication of the proposed level of activity for the following financial year. The Parties intend that combined government funds provided annually for this activity will broadly match expenditure on the activity (allowing some provision for advance payment), and that payments will be changed under clause 78 should there be significant variations in spending from the payments set out in Tables 2 and 4 in Attachment 2.*

## **Issues**

One comment to the Review suggested that IFM would lead to further community conflicts. Other comments indirectly related to IFM as they concerned the need to maintain the productive capacity of forests particularly given the increase in recent years of forests in reserves.

## **Analysis**

The RFA-funded IFM program is now complete, with funds fully expended and acquitted. A total of \$57 million was allocated to new intensive forest management initiatives comprising:

- \$43.95 million on eucalypt plantation establishment;
- \$2.55 million on blackwood plantation enrichment;
- \$350 000 on silver wattle and special species plantations;
- \$3.1 million on thinning of existing native forests; and
- \$7.05 million on supervision and support services.

The RFA IFM program target was for 20,000 hectares of new eucalypt plantation to be established on State forest over five years. By June 2005, 20,070 hectares of new eucalypt plantation had been established by Forestry Tasmania.

Over the same period, Forestry Tasmania pre-commercially thinned a total of 2,640 hectares of eucalypt forest and commercially thinned 4,520 hectares.

The Governments report that the TCFA funded IFM program under clauses 33 and 34 has been progressed but not yet completed.

Specifically, the Governments report that, on State forest, to 30 June 2007 the State has

- established 6,300 hectares of new plantation;
- pruned 15,632 hectares of existing eucalypt plantation;
- fertilised 7,176 hectares of existing eucalypt plantation; and
- thinned 1,659 hectares of native forest regrowth.

Acquittal reports and proposed activity statements for the IFM Program have been provided to the Commonwealth in accordance with the requirements of clause 79 of the TCFA.

### **3.4.7 Certification**

#### **Background**

In the last few years certification of forests has increasingly become an important issue in addressing international concerns about illegal logging and the sustainable management of the world's forests.

Clause 21 of Attachment 12 of the RFA states that *[T]he Commonwealth will facilitate, through the Forest Industry Structural Adjustment Program and other programs, overall industry development by the following actions:*

- *advocating the use of wood and wood products sourced from regions covered by RFAs and from regions where the Commonwealth has removed export controls on wood sourced from plantations, on the basis that they:*
  - *are recognised as sustainably managed; and,*
  - *will be considered by the Commonwealth to have environmental credentials such that there is no basis for discrimination against such products on the issue of sustainability.*

The RPDC recommended in the 2002 Review (5.2) that *the Parties clarify the intent of Attachment 12 by 30 June 2003 and that the State prepares an industry development strategy, in consultation with the Commonwealth and the Forests and Forest Industry Council, by 30 June 2004, based on that intent and providing an industry vision and an action plan to achieve it.*



Among the issues that the RPDC considered should be covered by the plan was support for development and implementation of certification schemes and facilitation of the Australian Forestry Standard (AFS).

### **Issues**

A number of submissions to this Review made comment on the issue of certification. One submission commented that Forestry Tasmania and at least one private company gaining certification under the Australian Forest Certification Scheme (AFCS) is a positive move and one which allows Tasmanian timber to be marketed as legal and sustainable.

Another submission suggested that to maintain certification under the AFCS, the Tasmanian forest industry needs to recognise requirement 4.6.3 of the AFS, which requires that forest operations consider environmental requirements scientifically evaluated in the State of the River reports, Environmental Water Requirements Reports and water management plan reports, and that an integrated catchment management policy would assist with this requirement (see also Section 3.2.6 of this Report).

### **Analysis**

In common with other commitments in Attachment 12 of the RFA, there is a lack of clarity about the intention of the extent and duration of the commitments on certification. (See Section 3.4.2 of this Report on Attachment 12).

Both Governments have supported the ongoing development and implementation of the AFS prior to and after the registration of the not for profit public company Australian Forestry Standard Limited in July 2003. The company owns the standard development functions and manages the forest management, chain of custody, labelling and logo use rules of the AFCS.

Standards Australia accredited the AFS in August 2007 as AS 4708-2007.

All of Tasmania's public production forests and private forests managed by Gunns Ltd and Forest Enterprises Australia are now certified as sustainably managed. As at November 2007, 1,729,338 hectares of Tasmania's native and plantation forests had forest management certification under the AFCS. In Tasmania, Gunns Ltd, ITC Forestry Ltd and Australian Paper Pty Ltd have chain of custody certification certified under the AFCS.

Although the AFCS applies specifically to Australia, it has international standing through mutual recognition and endorsement by the Program for the Endorsement of Forest Certification Schemes (PEFC), conferred in October 2004. The PEFC is a global umbrella organisation for the assessment of national forest certification schemes. Through the mechanism of mutual recognition it is also the world's largest forest certification scheme with almost 200 million hectares certified as sustainably managed.

In Australia forest management certification is also available through the Forest Stewardship Council but no forest managers in Tasmania have elected to certify forests under this scheme to date.

### **3.4.8 Pulp Mill**

#### **Background**

A new pulp mill in Tasmania is to be developed by Gunns Ltd to add value to pulpwood currently harvested and exported as woodchips to overseas markets.

The TCFA made provision for the approval processes for any pulp mill proposal. In clause 60, the Parties agreed *to progress all required assessment processes of the Commonwealth Environment Protection and Biodiversity Conservation Act 1999 as a priority*. The Commonwealth agreed to an accredited State assessment under the EPBC Act.

Further, in clause 62 the Commonwealth agreed *to consider giving the pulp mill project major project status and facilitation of the project at the national level*.

#### **Issues**

There were several public submissions regarding the pulp mill. One submission made comment that the impact of projects such as the Gunns pulp mill should be fully assessed in accordance with State and Federal legislation. Several submissions also raised concerns that the Gunns pulp mill application had not been subjected to the appropriate assessment process, that the RFA had provided a mechanism to shield the use of native forests for the mill, that the mill would place pressure on rare and threatened species and pollute the Tamar River's air and marine environments.

#### **Analysis**

The commitments in clauses 60 and 62 of the TCFA have both been completed.

Since the signing of the TCFA, Gunns Ltd proposed the building of a pulp mill at Bell Bay on the Tamar estuary. This proposal was given Major Project Facilitation status on 2 June 2005 by the then Australian Government Minister for Industry, Tourism and Resources, the Hon Ian Macfarlane. Gunns' pulp mill proposal has been assessed and approved by the Tasmanian Parliament under the *Tasmanian Pulp Mill Assessment Act 2007*, which was a different process to that envisaged at the signing of the TCFA. As this process had not been accredited by the relevant Australian Government Minister under the EPBC Act, the Minister separately assessed the proposal under the EPBC Act. The former Australian Government Minister announced his decision to approve the project on 4 October 2007 with 48 conditions, in addition to those imposed under the Tasmanian Parliamentary approval process.

### 3.4.9 Skills and Training

#### Background

Training is an important means of improving environmental, social and economic outcomes, including the health, safety and productivity of those that work in the industry. Attachment 12 of the RFA contains a number of actions for forest industry training.

In Attachment 12.6 the Parties agreed to *facilitate the coordination of programs between Government departments, industry and training providers to ensure efficient and effective delivery of training covering the important areas of:*

- *business management and technology;*
- *use of technology in all aspects of industry;*
- *safety and effective work practices;*
- *marketing and marketing technology; and*
- *design.*

In Attachment 12.7, the State agreed to *work with industry to coordinate on-the-job training curricula with TAFE, University of Tasmania and other training providers to maximise consistency, efficiency and effectiveness of on-the-job and off-the-job training while minimising the disruption to operations.*

In Attachment 12.8 the Commonwealth agreed to *continue to provide advice and assistance through its industry programs to eligible businesses (including forest-based businesses) in the areas of:*

- *research and development;*
- *commercialisation;*
- *business & strategic planning;*
- *business networks;*
- *business licensing; and*
- *innovation.*

In Attachment 12.23 the Commonwealth agreed, as part of the WAPIS and other programs, to *facilitate skills development in enterprises and workplaces by:*

- *developing programs within the harvesting, sawmilling and furniture manufacturing sectors as part of the National Small Business Best Practice Professional Development Program;*
- *providing assistance in the form of Network grants for sawmilling and furniture small- to medium-sized enterprises in the Commonwealth's Technology Support Centre Program for technology transfer. Grants for sawmilling enterprises would assist in the use of advanced timber-seasoning*

- concepts; and for furniture-manufacturing enterprises, would assist the adoption of intricate and high-volume computer-controlled processing; and*
- *working cooperatively with relevant agencies to promote and market National Vocational Education Training packages in Tasmanian forestry and ecotourism;*
  - *encouraging Tasmanian applications under the Industry Skills Centres Program in the areas of:*
    - *silviculture*
    - *sawing and seasoning*
    - *packaging and export consignment*
    - *merchandising and marketing*
    - *catchment management and*
    - *ecotourism;*
  - *encouraging the uptake of the Commonwealth's work-based New Apprenticeships Program.*

In the 2002 Review Report, the RPDC made a recommendation (5.2) *that the Parties clarify the intent of Attachment 12 and that the State prepares an industry development plan.* An issue that was recommended by the RPDC to be covered by the industry development plan was Industry Training – accreditation and training to support the Log Supply Charter.

In clause 66 of the TCFA, it was agreed that *the Commonwealth will fund and administer a program to support improved training and skills development throughout the forestry sector, including environmental care, changing forest management and wood processing, safety, product quality, and business skills.*

The Australian Government committed \$4 million over four years to fund this commitment.

## **Issues**

There was one submission made to the Review concerning skills and training which suggested that a more strategic approach to industry development that included training is needed.

## **Analysis**

The Governments reported progress on most of the Attachment 12 commitments. Further comment on all Attachment 12 commitments is provided in Section 3.4.2 of this Report. The forest industry skills and training program established under the TCFA has become the primary focus for delivery of the RFA commitments.

The Skills Response Unit in the DEDT is responsible for identifying skills shortages and facilitating mechanisms for overcoming shortages. As part of its normal functions it:

- liaises with the Department of Education and the Office of Post Compulsory Education and Training and TAFE Tasmania as well as other registered training organisations to raise awareness of opportunities in the forest industry and to facilitate activities to maximise employment and training; and
- provides support and facilitation through the Partnerships to Jobs Program.

The Commonwealth Department of Industry, Science and Resources, through the WAPIS, has funded research and development projects at both national and regional levels through individual companies and through national bodies. Findings from these projects have been disseminated to industry through the WAPIS membership base.

The Tasmanian Office of Vocational Education and Training has continued to market the available training packages to industry. In September 2000, the Australian Government entered into a Memorandum of Understanding with the Tasmanian Government to support the new ecotourism training and employment initiative based on national training packages.

The Small Business Professional Development Program was funded in the first review period by the Australian Government and managed by the Tasmanian Office of Vocational Education and Training.

The program worked closely with State and Territory training authorities, and through its action research, developed and trialled different approaches to training to encourage small businesses to take control of their own learning. The learning models developed included mentoring, networks, clusters and tool kits.

The Australian Government has developed a range of generic programs designed to encourage the uptake of new apprenticeships. These programs included a marketing campaign targeting rural and regional communities. The Tasmanian Office of Vocational Education and Training has actively encouraged the uptake of apprenticeships in the industry.

Training has improved throughout the production chain. The State has provided additional resources to improve training and accreditation to forest operatives.

The Australian Government is providing \$4 million over four years under the TCFA to improve skills and training in the forest industry. This commitment has been progressed but is not yet completed. The Commonwealth is funding ForestWorks Ltd, previously known as the Forest and Forest Products Employment Skills Company, which is the industry owned and managed national training advisory body. A funding agreement was signed with the Australian Government Department of Education, Science and Training in June 2006.

In October 2007, the following list of skills and training initiatives was agreed:

- Product care, log grading and basic forest practices training including skills recognition for existing and new employees in the forest harvesting and haulage

sector integrated with the Tasmanian Forest Industry Training Board Licensing System

- The availability of employment and training pathways for process operators to meet the needs of the two rotary peeling veneer mills soon to be built and commissioned in the south and north west of the State
- The availability of employment and skill development pathways systems for training the operational staff for the proposed pulp mill
- Available flexible training for workplace based trainers and assessors, to allow for greater in house training and assessing to the national standards, supported by an assessor network to provide validation and moderation
- Vocational education and training in school programs to provide new entrants to all sectors of the industry
- Training of sawmill operators resulting from the move to smaller diameter sawlogs and the inherent technical demands in handling and sawing such logs and the drying, grading and machining of the timber produced
- Quantification of training delivery and formal assessment to enterprises in Tasmania including the funding source of training and assessment activities; and
- Discussions and participation in processes that lead to improved skill development opportunities and employment outcomes for indigenous persons in Tasmania.

### **3.4.10 Infrastructure**

#### **Background**

Provision of adequate modern infrastructure such as transport networks (road and rail), ports, power, water, and telecommunications are essential to the development of any industry, including the forest industry. The Governments have made commitments relating to provision of infrastructure in both the RFA and TCFA.

In RFA Attachment 12, clause 5, the State agreed to *implement a range of generic actions, including examining requirements for basic electricity, water and transport infrastructure for key areas for development to achieve international competitiveness.*

Under Attachment 12, clause 17, the Commonwealth agreed to *provide specific funding under the Agreement for the construction of essential infrastructure to provide more efficient access to forest resources, and reduce haulage impacts on existing routes, noting that these new roads will also give access for other forest users and the general public.* The Commonwealth provided \$3 million for this purpose. These funds were provided and expended prior to and reviewed in the 2002 Review.

In clause 59 of the TCFA, the Parties agreed to *provide funding for, and the State agreed to deliver, additional roading and other infrastructure to support the*

*implementation of changed harvesting programs required for the introduction of the new silviculture in public Old Growth forest.*

The State agreed to provide \$4 million each year over five years to fund the provision of additional road infrastructure necessary to deliver the changed silviculture in old growth forest and also to provide \$9.5 million for industry infrastructure.

## **Issues**

One submission commented on the benefits of logging roads to bushwalking, tourism and apiary activities, while another said that the use of exclusion zones and gates on logging roads prevented adequate access and observation of forestry practices.

## **Analysis**

A key aspect of the RFA has been to support industry development and restructuring. Support of road development, to deliver improved efficiencies of forest product transportation, introduce new forest management strategies and to improve access by special species sawmillers and apiarists to leatherwood rich forest, has been a part of this approach.

The specific TCFA commitments are being implemented in line with the Agreement's milestones. Forestry Tasmania has expended \$4 million in each of the financial years since 2005-06 to provide the additional roading required to implement the new silvicultural approach to harvesting old growth forest. A reduction in volume from coupes than that achieved under the clearfelling harvesting approach has resulted in Forestry Tasmania constructing more roads to access additional coupes. A total of \$7.5 million has been provided by the Tasmanian Government under TCFA clause 59 towards the provision of infrastructure to support the development of the Wood Centres in the Huon Valley and at Smithton. This included the establishment of power supply to the Huon site.

## **3.5 Other Forest Uses**

The RFA provides for the use of forests other than for conservation and forestry. In particular, specific provisions are made for tourism and recreation, mining and mineral exploration, and beekeeping (apiculture).

### **3.5.1 Tourism and Recreation**

#### **Background**

The RFA, through specific commitments in Attachment 12, provides for the development of tourism and recreational opportunities based on Tasmania's environmental advantages:

10. *The Parties will jointly facilitate sustainable tourism development by the following actions:*
- *providing resources to maintain the environment and heritage values of existing and new reserves;*
  - *providing resources for the visitor infrastructure and services required by markets in existing and new reserves, including Commonwealth funding under the RFA for the establishment of two new major interpretation facilities at suitable locations;*
  - *examining opportunities for funding, through the Natural Heritage Trust, projects to implement elements of the Tasmanian State-wide Walking Track Strategy; and*
  - *providing the opportunity for eligible organisations in Tasmania to apply for grants under Commonwealth government tourism-development programs.*
11. *Tasmania will facilitate tourism-industry development through the following marketing actions:*
- *analysing markets and targeting State campaigns accordingly;*
  - *identifying the core preferred destinations of the 'free independent traveller' and facilitating the provision of appropriate infrastructure and services;*
  - *encouraging the year-round use of Tasmania's national parks and other reserves through marketing, information and interpretation; and*
  - *introducing a State-wide tourism signs policy in light of the results of the recent Arthur Highway Pilot project.*
12. *Tasmania will, on a continuing basis, examine opportunities under Commonwealth programs for research into sustainable tourism.*
13. *Tasmania will facilitate sustainable tourism resource development by the following actions:*
- *detailing priority locations/areas that have significant potential for nature-based tourism development;*
  - *developing investment briefs for identified sites with potential for major investment in nature based tourism developments, (eg Freycinet, Cradle Mountain, Mt Wellington); and*
  - *consulting with the tourism industry, consistent with the Tourism Protocol Agreement for the management of visitor impact.*

The Governments have reported a wide range of actions against these commitments. The RFA Report identifies the extent of resourcing for management of existing reserves, significant tourism and infrastructure developments, including walking tracks, and current tourism marketing programs.

Attachment 10 of the RFA requires the State to further improve its forest management systems across forest management agencies and land tenures by, inter alia:



7. *Developing and implementing within the first five years of this Agreement, State-wide policies across all tenures on .... nature-based tourism and recreation management*

The 2002 Review found that this had not been completed and recommended (7.1) that *the State finalises its nature based tourism and recreational management policy by 31 March 2003.*

The Governments report that a document describing the State's existing policy framework on nature based tourism and recreational management was completed in 2003.

Under the TCFA, further commitments were made to support the use of forests for tourism and recreation:

67. *The Parties agree to fund the development of tourism and visitor facilities in forest areas focussing on new reserves on public land created under this Supplementary Agreement.*
68. *The Commonwealth will fund and administer, in cooperation with the State, and subject to any required State approval processes, \$1 million towards the provision of bushwalking infrastructure in northwest Tasmania.*

The Governments report that implementation of this program is in progress. Both Governments are funding and implementing separate programs. The Tasmanian Government is providing \$2 million towards a new tourism development proposed by Forestry Tasmania at Maydena. The Australian Government has established the Tasmanian Forest Tourism Initiative incorporating its \$2 million funding under clause 67 and the \$1 million under clause 68.

Sustainability Indicator 6.3.a provides information on the area of forest available for recreation and tourism and Sustainability Indicator 6.3.b reports on the range and use of recreation and tourism activities available in Tasmanian forests.

## **Issues**

No outstanding commitments are reported. Progress is reported against all ongoing commitments.

One submission commented positively on the benefits that the RFA and forestry had brought to the Huon Valley, including increased tourism. Others expressed a view that the RFA and forestry had negative impacts on the tourism industry.

One submission commented that access to forests should be provided through further walking tracks. Another commented on the benefits that forest roads brought to tourism. Concern was raised about the potential impacts of increased forest tourism on the health of forests, through the spread of weeds and diseases, and suggested that better information to tourists should be supplied.

## Analysis

In common with other commitments in Attachment 12 of the RFA, there is a lack of clarity about the intention of the extent and duration of the commitments on tourism. Clearly many of these commitments should be considered ongoing. Some specific elements, for example the development of a state-wide tourism signs policy, have been completed. (See Section 3.4.2 of this Report for further comment on Attachment 12).

In relation to Attachment 10.7, the commitment for development of a state-wide policy on nature based tourism and management has been addressed through the completion of a document describing the policy framework for nature based tourism and management. The document prepared by the Tasmanian Government describes the various policies that relate to nature-based tourism across the State. This document does not appear to be publicly available on any web site and has not been updated since 2003.

The original commitment arose from the 1996 report by an Expert Advisory Panel who assessed Tasmania's forest management systems as part of the development of the RFA. It is not clear what form of policy was intended at the time. Clearly it was not a State Policy under the *State Policies and Projects Act 1993*. Discussions with relevant State agencies have indicated that the framework document prepared is the best that can be done to address this commitment. Individual public land managers have tourism and recreation policies, which are implemented. No mechanism exists to develop and apply a policy on private lands, other than a State Policy.

A policy framework for nature based tourism and management is important and the State may wish to consider updating the 2003 document.

Implementation of the TCFA commitments is in progress. The Tasmanian Government project at Maydena is still in the planning stage following review by Forestry Tasmania of the costs of the original proposals that included a funicular hauler. The Australian Government recently announced the first round of grants under the Tasmanian Forest Tourism Initiative. These commitments should be reviewed in the 2012 Review, by which time it is expected these programs will have been completed.

### 3.5.2 Apiculture

#### Background

Clause 29 of Attachment 12 of the RFA states that *Tasmania will facilitate industry development and employment for other industries dependent on forests by the following actions:*

- *completing the implementation of the protocol for leatherwood honey management on all Public Land tenures throughout the State, as agreed between the Tasmanian Beekeepers' Association, Forestry Tasmania and DPIW.*

In the 2002 Review, the RPDC recommended (7.2) that *the State continues to work with the apiary industry to resolve the issues on public land for bee keeping and the leatherwood resource. ... That the State and the Tasmanian Beekeepers Association jointly prepare a plan for management of the leatherwood resource in the southern forests by 30 June 2003.*

The Governments report that the protocol has been signed and is being implemented on an ongoing basis. The 2002 Review recommendation for a formal management plan for the southern forests leatherwood resource has not been completed. Forestry Tasmania advises that it is consulting with the apiarists who utilise the southern State forests on an ongoing basis. Results from this consultation are used to refine harvesting plans to minimise impact on the leatherwood resource and, where possible, improve access for beekeepers.

Substantial work has been undertaken through the FFIC towards a plan for the future of the apiary industry across the whole State. The FFIC has established a Working Party including Forestry Tasmania, and beekeeper and crop pollinators' representatives. The Working Party commissioned an industry census, which has been completed. The Working Party continues to identify and implement a range of measures aimed at providing greater security and economic sustainability for the apiary industry in Tasmania.

Clause 44 of the TCFA commits the Parties to *jointly fund, and the State to deliver, initiatives to support access to and management of selected areas of special timbers management units on State forest, for selective harvest of special species timbers, and to provide beekeepers with rotating access to apiary sites to maintain sustainable supplies of leatherwood honey.*

The Governments have reported that implementation of this commitment is proceeding in line with the timeframe under the TCFA. New access roads have been identified in consultation with beekeepers and the forest industry and construction of most of the roading has been completed.

Sustainability Indicators 2.1.d and 6.1.a provide information on the value and volume of honey production in Tasmania, including the number of apiary sites and hives.

## **Issues**

Two comments were made relative to forest use for apiculture. One submission commented that proper access in forests should be provided to facilitate leatherwood honey production. Another noted that existing forest roads supported the leatherwood honey industry.

Major issues for the industry are the ability to meet increasing demands for pollination services to the agricultural industry, and development of arrangements for improved security to the leatherwood resource to encourage commercial investment in the industry.

## Analysis

The issue of management of the leatherwood resource was the subject of considerable attention in the 2002 Review. The recommendation of the 2002 Review was not implemented within the proposed timeframe.

Since then considerable work has been undertaken by the State, through the FFIC and Forestry Tasmania to improve communications with the Tasmanian Beekeepers' Association and the Crop Pollinators' Association. Work has been jointly undertaken to improve knowledge of the resource and the apiary industry. These organisations are also working together to review the current Guidelines for Beekeeping on State Forest, which the State says will form the basis for long term management of the leatherwood resource. Work is also proceeding to review the commercial arrangements for access to the resource and the value of services provided to the agricultural industry. This cooperative approach to working through issues of mutual interest is noted and is in line with observations made by the RPDC in the 2002 Review report.

Information provided in the Sustainability Indicators Report shows that the number of registered apiary sites and hives on State forest has remained relatively constant. Production of honey in Tasmania is also remaining at historically high average trend levels, noting that climatic conditions are believed to be mostly responsible for the large variation in annual production levels.

The TCFA commitments are proceeding in accordance with the agreed program and are on target to be completed in the next Review period.

## Recommendation

- |  |
|--|
| <p>41. That the State completes the plan for the future of the Tasmanian apiary industry in consultation with the Tasmanian Beekeepers Association and the forest industry sector.</p> |
|--|

### 3.5.3 Mining and Mineral Exploration

#### Background

The RFA makes provision for the security of access to certain public lands by the mining industry for mining and mineral exploration:

79. *The Parties recognise subject to Clauses 80, 81 and 82 that mineral exploration and mining can occur in those specified parts of the CAR Reserve System which are identified in Attachment 6.*

Under clause 8 of the TCFA, the Parties agreed *that all additional protected areas on public land will remain available for mineral exploration and mining under the Mineral Resources Development Act 1995 in accordance with Clause 79 of the RFA*

*and subject to any requirements under the Environment Protection and Biodiversity Conservation Act 1999.*

The Governments report that these ongoing commitments have been met. All of the new TCFA reserves are tenures that permit mineral exploration.

Clauses 80 to 82 of the RFA deal primarily with mining and mineral exploration processes and the extent to which these activities may be carried out within the CAR reserve system:

80. *The State confirms that mineral exploration in areas covered by the CAR Reserve System will be subject to the Tasmanian Mineral Exploration Code of Practice and that all exploration proposals will be referred to the Mineral Exploration Working Group, who will investigate the potential impact on CAR values and recommend appropriate conditions to protect those values.*
81. *The State will ensure that all proposed mining activities in areas covered by the CAR Reserve System will be subject to environmental impact assessment and environmental management conditions as required by the Environmental Management and Pollution Control Act 1993 (Tas), the State Policies and Projects Act 1993 (Tas), and/or the Mineral Resources Development Act 1995 (Tas).*
82. *The Parties agree that in relation to those parts of the CAR Reserve System with high quality wilderness values, as identified through the CRA, measures will be taken under State processes to minimise the effects of mineral exploration and mining activities on wilderness values. Rehabilitation of any exploration activity impacts and rehabilitation of any mine site will be in accordance with the provisions of the Mineral Resources Development Act 1995 (Tas), and the Environmental Management and Pollution Control Act 1994 (Tas) in so far as any permit conditions are relevant, and will aim both to achieve world's best practice and to return the site to its wilderness condition.*

The Governments report that these ongoing arrangements have continued. Only very small areas of CAR reserves and high quality wilderness areas have been subject to physical mineral exploration activity. The area of CAR reserves disturbed by mineral exploration activity over the last five years was less than 6 hectares, and the area of high quality wilderness disturbed was 2 hectares.

Attachments 12.25 and 12.26 of the RFA specify actions by the Parties to facilitate mineral industry development:

25. *The Parties will jointly facilitate minerals industry development and related employment by the following actions:*
  - *implementing the Regional Minerals Program for the Western Tasmanian Minerals Province to enable development of an optimal development strategy for the minerals industry;*
  - *actively advocating and supporting the Agreement as providing secure access to those areas having land tenure suitable for minerals exploration and mining; and*

- *through data acquisition and research, support the development of an improved geoscientific knowledge base at regional and continental scale to promote investment in mineral exploration.*
26. *The State will provide and maintain relevant databases and search and retrieval systems online to clients.*

The Governments have reported continuing progress against these commitments. It is reported that the Regional Minerals Program for Western Tasmania was completed in 2004, and improved minerals data acquisition and management continues.

### **Issues**

No outstanding commitments are reported. Progress is reported against all ongoing commitments.

No issues were raised at the 2002 Review.

No issues relevant to these commitments were raised in submissions to this Review.

### **Analysis**

No issues have been identified. Relevant commitments are being maintained.

## **3.6 Data, Reporting and Legislation**

### **3.6.1 Data Use and Availability**

#### **Background**

The RFA contained a number of commitments on the use and public availability of data used in the RFA. All of these commitments were met prior to the 2002 Review. No recommendations were made in the 2002 Review relevant to these commitments.

The TCFA requires that:

18. *The State agrees to provide the Commonwealth with updated copies of digital maps of the Formal and Informal Reserves by June 2006, and at the five yearly reviews. This information will be made publicly available on request. Summary information and digital coverage will be provided between these periods if there are any substantial amendments to the CAR Reserve System.*
19. *The Parties agree that access to data continues to be provided in accordance with Clause 90 and Attachment 14 of the RFA. The Parties note that the following datasets are now publicly available through the State's Land Information System Tasmania (LIST):*
  - *public land tenure (1:25,000);*
  - *forest vegetation communities (1:25,000).*

## Issues

No comments were made in submissions to the Review on implementation of these commitments or associated issues.

## Analysis

The Governments report that the TCFA commitments have been completed. The State has provided digital data of all final boundaries of the new reserves to the Commonwealth and is now publicly available through the LIST. A CAR reserves layer will be updated annually.

Arrangements for data access specified in the RFA have been maintained.

The Governments have completed their obligations with respect to clause 18.

### 3.6.2 Financial Assistance

#### Background

Both Governments have made commitments to substantial funding under the RFA and TCFA to implement specific commitments and program. The RFA was funded by the Australian Government only.

The RFA commitments were:

100. *The Commonwealth will, subject to the provisions of the Natural Heritage Trust of Australia Act 1997, and the terms and conditions of the Partnership Agreement entered into it with Tasmania on 7 October 1997 under section 19 of that Act as to the financial assistance provided to the State thereunder, provide \$20 million for actions to implement the 'Program to protect conservation values on private land in support of the CAR Reserve System' described at Attachment 8 in this Agreement. Such payments are to be made on the basis provided for in that Attachment.*
101. *The Commonwealth will, subject to the terms and conditions under any Commonwealth Act which appropriates money for use by the State for the purposes of this Agreement, provide that money to the State as follows:*
  - (i) *an amount of \$57 million in equal instalments over three years commencing 1997/98 for the implementation of new intensive forest management initiatives;*
  - (ii) *an amount of \$13 million in equal instalments over three years commencing 1997/98 for the implementation of employment and industry development initiatives specified in Attachment 12;*
  - (iii) *an amount of \$10 million in equal instalments over three years commencing in 1997/98 for infrastructure development projects as specified in Attachment 12, being*
    - *roading to increase productivity (\$6 million),*

- *tourism infrastructure (\$3 million) and*
  - *new reserve management (\$1 million); and*
- (iv) *a further amount of \$10 million in equal instalments over 2 years commencing 1997/98 for actions to implement the 'Program to protect conservation values on private land in support of the CAR Reserve System' described at Attachment 8 of this Agreement.*

All funding commitments under clause 101 were fully met prior to, and reported on in, the 2002 Review. At the 2002 Review it was reported that the funds under clause 100 had only been partly provided in line with the ongoing implementation of the PFRP.

The TCFA funding commitments are:

53. *The Parties agree to jointly manage a program to facilitate forest industry retooling and investment in new plant and technology. The program will aim to maximise recovery of forest products from increasing use of regrowth, plantation and other changes in the resource mix.*
55. *The Parties agree to provide assistance for country sawmillers and to special species timber mills significantly affected by the new agreed reserves in north-western Tasmania.*
56. *The Parties agree to provide assistance for the development of improved marketing, recovery and value adding initiatives for special species timbers.*
63. *The Commonwealth will fund and administer, in cooperation with the State, a \$10 million program of assistance to the Tasmanian softwood industry.*
66. *The Commonwealth will fund and administer a program to support improved training and skills development throughout the forestry sector, including environmental care, changing forest management and wood processing, safety, product quality, and business skills.*
67. *The Parties agree to fund the development of tourism and visitor facilities in forest areas focussing on new reserves on public land created under this Supplementary Agreement.*
68. *The Commonwealth will fund and administer, in cooperation with the State, and subject to any required State approval processes, \$1 million towards the provision of bushwalking infrastructure in northwest Tasmania.*
69. *The Commonwealth will provide \$1 million to a catchment water quality program, developed and delivered in consultation with the State and drawing on CSIRO expertise.*
75. *The Commonwealth will contribute to the State the following amounts according to the schedule of payments laid out in Table 2 in Attachment 2:*
- (i) *\$66 million towards intensive forest management activities;*
  - (ii) *\$13 million as a general grant to support implementation of the forest package.*



76. *The Commonwealth will contribute the following amounts towards joint programs governed by separate Memoranda of Understanding agreed with the State, with estimated profiles of spending laid out in Table 3 in Attachment 2:*
- (i) \$2 million towards research into alternatives to clearfelling;*
  - (ii) \$42 million towards support for the hardwood sawmill industry;*
  - (iii) \$4 million towards support for country sawmills;*
  - (iv) \$2.2 million towards a communication program;*
  - (v) \$2 million towards tourism and recreation projects.*
77. *The State will contribute \$90 million of new funding between the signing of this agreement and 2009-10 to fund the balance of the costs of the integrated package, with specific allocations by activity outlined in Table 1 in Attachment 2 and estimated profiles of expenditure outlined in Table 4 in Attachment 2.*
79. *In relation to funds provided for Intensive Forest Management, the State undertakes to provide to the Commonwealth at the end of each financial year, until the funds are expended, an annual acquittal of both Parties' funds against items of activity and an indication of the proposed level of activity for the following financial year. The Parties intend that combined government funds provided annually for this activity will broadly match expenditure on the activity (allowing some provision for advance payment), and that payments will be changed under Clause 78 should there be significant variations in spending from the payments set out in Tables 2 and 4 in Attachment 2.*

## **Issues**

No comments were made in submissions to the Review on implementation of these commitments. However, a number of submissions commented on the need for additional funding of other areas, including payments to contractors to compensate for the introduction of new silviculture in old growth forests, threatened species protection, additional reporting of social and economic indicators, communication and information, and research on the Tasmanian Devil Facial Tumour Disease.

One submitter stated that TCFA funding should be used for forest protection, not forest destruction.

## **Analysis**

Analysis of the implementation of programs funded under the RFA and TCFA are provided in the relevant sections of this Report. Analysis in this Section focuses on specific funding commitments.

The only outstanding RFA funding commitment not completed prior to the 2002 Review was that in clause 100 on the PFRP. The Commonwealth provided the full \$20 million of NHT funding to Tasmania for use in the PFRP. The PFRP ceased on 30 June 2006. It was agreed in the TCFA that unspent NHT funds from the PFRP would be returned to the Commonwealth for use in the FCF, as established through

the TCFA. Tasmania has acquitted these funds and will return remaining funds to the Commonwealth in accordance with clause 28.

Funding commitments under the TCFA have been mostly completed in accordance with the agreements and schedules in Attachment 2 of the TCFA.

Expenditures on the three industry development and assistance programs have been in accordance with the uptake of grants by successful applicants, and are reported in Section 3.4.3 of this Report.

The IFM payment is to be paid over four financial years. To 30 June 2007 the Australian Government has paid \$47 million to the Tasmanian Government.

The \$13 million general grant was paid in June 2005.

Tasmania has contributed funding in accordance with progressive expenditure under the TCFA.

Acquittal reports and proposed activity statements for the IFM Program have been provided to the Commonwealth in accordance with the requirements of clause 79.

The programs identified as not being fully funded in accordance with the schedules in the TCFA are:

- Communications – the full \$2.2 million was to be expended in 2005-06. This program is still under way with approximately \$600,000 still unspent;
- Tourism and recreation – \$5 million was expected to be funded in 2005-06 and 2006-07. None of these funds have been spent, but the funds have been allocated, awaiting commencement of projects to be funded (see Section 3.5.1 of this Report).
- Industry infrastructure – the Tasmanian Government is yet to expend the \$2 million allocated in 2005-06. The funds are available awaiting the commencement of the relevant project.

A large amount of public funding has either been committed or already expended to support these Agreements; under the two Agreements, in excess of \$350 million. While funding under both Agreements has been allocated and spent on the programs and commitments, neither Agreement makes provision for any evaluation of the effectiveness of the purpose for which the money was allocated. The TCFA's IFM program and the PFRP are the only programs with specific requirements for program audits. It is appropriate that the Parties undertake independent financial and performance audits of the major programs under the Agreements upon their completion and prior to the 2012 Review. This would allow any future programs to be designed with a better understanding of the lessons learnt in the current programs. The programs to protect forest communities on private land, the IFM programs and the industry programs in particular should be audited.

## Recommendation

42. That the Parties should identify the major financial commitments established by the RFA, TCFA and any related financial commitments, to establish a program of independent financial and performance audits of the discharge of those commitments (which may include separate program evaluation) and the achievement of the outcomes sought as a result of those commitments. The Parties should prioritise the audits as considered appropriate. In particular, the audits should address the effectiveness of the programs for (i) protection of forest communities on private land, (ii) intensive forest management, and (iii) industry development and restructuring. Reports produced as a result of audit or evaluations should be published on their completion.

### 3.6.3 Monitoring and Reporting

#### Background

The RFA contains commitments to monitor and report various information to support the RFA and its reviews.

Attachment 11 of the RFA provides a list of public reporting activities and public consultation opportunities. Under clause 72 the Parties agreed *that these will continue through the term of this Agreement.*

In clause 73 the State agreed *that it will also implement the range of reporting and consultative mechanisms specified in Attachment 11.*

This Review is also part of the commitments to monitoring and public reporting. The process and commitments relating to this Review are set out in clauses 45 and 46 of the RFA.

The development and reporting of sustainability indicators for environmental, social and economic values is a significant monitoring and reporting requirement of the RFA. The Sustainability Indicators Report was produced for this Review.

In the 2002 Review, the RPDC received many submissions from industry and timber community associations concerning the lack of data to inform progress in meeting the social and economic objectives of the RFA, compared to the data available for the environmental objectives. The RPDC recommended (5.1) *that the Parties develop a process, as a priority, to obtain reliable data to inform social and economic indicators for the community, and the performance of the forest based industries relevant to Attachment 12 of the RFA. The sustainability indicators relevant to the social and economic aspects of the industry need to be reviewed when such reliable data becomes available.*

The RPDC also recommended (9.1) that *the Parties support ongoing research and development for sustainability indicators including, where appropriate, consideration of benchmarks and interpretation to guide performance outcomes.*

The TCFA does not contain any new reporting commitments.

## **Issues**

No submissions to the Review commented on the RFA commitments for public reporting. Several submissions raise concerns with the limited data on social and economic issues compared with environmental issues and express disappointment in the lack of data on social impacts of forestry related decisions. It was noted that the recommendation from the 2002 Review - to improve such reporting - had not been progressed. One submission called for the social and economic assessments undertaken for the RFA to be repeated at each five year Review. Several submissions commented on the lack of current data provided on direct and indirect employment in the forest industry, particularly those data previously reported by the Australian Bureau of Statistics (ABS). One submitter stated that the Australian Government should provide the ABS with funding to enable reporting to be restored. Many submissions provided commentary on individual indicators and the Governments' reporting against the indicators.

## **Analysis**

The specific commitments in RFA clause 73 for improved public reporting were all completed prior to and reviewed in 2002, except for the requirement to report on compliance audits for the Reserve Management Code (see Section 3.2.3 of this Report). All of the listed existing reporting processes have continued in the Review period.

The production of the Sustainability Indicators Report for this Review is a substantial and important body of work. It is an essential element of reporting to the public about forest values and progress with meeting the objectives of the RFA. The Sustainability Indicators Report itself is a large document that few people would read in its entirety. It would be useful for the Governments to review its form and content to see whether there are better and more efficient ways of producing the information in the report. The Tasmanian Government's initiative of publishing the State of the Forests Report, as an easy to read version of the Sustainability Indicators Report, should continue to be supported.

Some aspects of reporting of the social and economic values of forests have improved since 2002, for example the value of tree ferns and beekeeping. Aspects of the reporting of social values of forests are the subjects of current research by the CRC for Forestry. This research should lead to improved reporting at future RFA Reviews.

However, some core aspects of reporting of economic values, for example direct and indirect employment by all sectors of the forest industry and the value of the sectors of the industry to the Tasmanian economy, have not been improved. These core data sets were previously drawn from data collected and reported by the ABS. No new data is available to the Review on these key indicators. This is an unacceptable

situation. Little work appears to have been done by either Government to implement the RPDC recommendation at the 2002 Review.

There is a clear need to collect socio-economic data at the appropriate scale. Without data at a suitable scale it remains difficult to determine and review the benefits or otherwise of government initiatives in the forest sector.

The absence of these data also limits the ability of all sections of the community to adequately understand the industry and make informed representations about any future developments or proposed policy changes.

### **Recommendation**

43. That, given that Recommendation 5.1 of the 2002 Review stated

*“[T]hat the Parties, as a priority, develop a process, to obtain reliable data to inform social and economic indicators for the community, and the performance of forest based industries relevant to Attachment 12 of the RFA. The sustainability indicators relevant to the social and economic aspects of the industry need to be reviewed when such reliable data becomes available.”,*

Recommendation 5.1 of the 2002 Review should be implemented by the Parties as a matter of high priority. The process should engage all relevant stakeholders in the identification of the data to be collected. This stage of the process should be completed by 30 September 2008. These data should be available to the next five year Review, and form part of the matters taken into account the decision whether or not to extend the RFA.

## **3.6.4 Legislation**

### **Background**

The RFA and TCFA commit both Governments to a range of legislative changes. Many of the RFA commitments were met prior to the 2002 Review. Those that are subject to this Review are:

- RFA clause 83 - *The State undertakes that it will introduce into the State Parliament legislation to replace the Aboriginal Relics Act 1975 (Tas). This will occur following formal consultation with the Tasmanian Aboriginal community to ensure the appropriate management of Aboriginal heritage, including the maintenance of traditional and historic sites, uses and values in Tasmania.*
- 2002 Review Recommendation 4.17 – *that the State moves quickly to enable proclamation of the Natural Resource Management Act 2002;*
- TCFA clause 48 - *The State undertakes to introduce new statutory mechanisms to the Tasmanian Parliament by December 2005 to prevent the clearing and*

*conversion of rare, vulnerable and endangered non-forest native vegetation communities on public and private land, and use its best endeavours to secure the enactment of the proposals.*

The commitments in recommendation 4.17 and TCFA clause 48 are reviewed in sections 3.2.6 and 3.2.15 respectively of this Report.

In 2005, Senator Bob Brown applied to the Federal Court to prevent harvesting in two coupes within the Wielangta State Forest (*Brown v Forestry Tasmania – the Wielangta Case*). The claim was that harvesting would harm three endangered species - the wedge-tailed eagle, the swift parrot and the broad-toothed stag beetle - and was in breach of Commonwealth legislation designed to protect these species, the EPBC Act.

On 19 December 2006, Justice Marshall found that the Tasmanian RFA was a valid and legally binding document and met the requirements of the EPBC Act. However, Justice Marshall also found that: forestry operations in Wielangta were not being, and were unlikely to be carried out, in accordance with the RFA; these operations were likely to have a significant impact on all three listed species; and hence the RFA exemption clause of the EPBC Act did not apply and the operations in Wielangta should be subject to Part 3 of the EPBC Act.

Justice Marshall subsequently granted an injunction on all logging activity in the Wielangta region.

On 9 February 2007, Forestry Tasmania lodged an appeal against the Federal Court's judgement. An Appeal Hearing before the Full Bench of the Federal Court took place in August 2007. The Federal Court handed down its decision on 30 November 2007 and upheld the appeal, setting aside Justice Marshall's decision and Orders. Leave has been sought to the High Court of Australia for an appeal of the Federal Court decision.

The Parties agreed in February 2007 to amend several clauses of the RFA, in response to the Justice Marshall's decision, in order to clarify their intended meaning of the relevant provisions of the RFA relating to threatened species.

On 7 December 2006, the Australian Parliament passed legislation that resulted in over 400 amendments to the EPBC Act. Two issues for the Tasmanian RFA are of particular note and are addressed in other sections of this Report:

- Threatened species recovery plans are addressed in Section 3.2.4, and
- The Register of the National Estate is addressed in Section 3.2.16.

## **Issues**

There were no submissions that addressed any of the above commitments.

However, several submissions referred to the Wielangta Case. One submission argued that the decision in this case indicates that there are problems with the

protection of biodiversity in Tasmania while another stated that the Review fails to report on the compliance issues of the Wielangta Case. One submission stated the Governments had eroded public confidence in the RFA and the Review process by amending the RFA after the Wielangta Case. Another submission congratulated both Governments on amending the RFA following the Wielangta Case and noted that evidence presented did not support the Court's finding.

One public submission claimed that the 2007 amendments to the RFA were against the public interest and the spirit of the RFA and because no public comments were invited, the amendments should be withdrawn and the original words reinstated. This submission also stated that the EPBC Act should apply to all Tasmanian forests.

### **Analysis**

Tasmania has not yet introduced legislation to replace the *Aboriginal Relics Act 1975*. However some progress has been made towards achieving this objective with the Tasmanian Aboriginal Heritage legislation project being established and well advanced in consultations with the community on the proposed legislation. The Tasmanian Government expects that it will introduce new legislation into the Tasmanian Parliament in 2008.

In response to the original Federal Court ruling in the Wielangta Case, the Parties amended the Tasmanian RFA to restore what they considered to be their original intent of the RFA, and to ensure that there was no remaining doubt about the intent of the RFA. The amendment changes five of the 103 clauses of the RFA, most significantly clauses 68 and 70, as the Governments considered that this would reflect similar wording and policy intent in other existing RFAs.

The full details of the amendments can be viewed at  
[http://www.daff.gov.au/\\_data/assets/pdf\\_file/0015/156003/variation-tas-rfa.pdf](http://www.daff.gov.au/_data/assets/pdf_file/0015/156003/variation-tas-rfa.pdf)

**Appendix 1      Scoping Agreement**

**Tasmanian Regional Forest Agreement**

**Ten Year Review  
of  
Progress with Implementation of the  
Tasmanian Regional Forest Agreement**

**Scoping Agreement**

**between  
The Commonwealth of Australia  
and  
The State of Tasmania**

**December 2006**



## Contents

Preamble	1
Background	1
2002 Five Year Review	2
The RFA Requirements for Five Year Reviews	3
Principles for Conduct of the Review	4
Linkages to other Processes	5
Governance	6
Timeframe for conducting the Review	7
Arrangements for conduct of the Review	7
Public consultation	8
Reporting protocols	8
Financial issues	9
Signatures	9
Attachment 1: Terms of Reference for the Review	10
Attachment 2: Remaining RFA commitments following the 2002 Five Year RFA Review	11
Attachment 3: Actions agreed to be implemented following the 2002 Five Year RFA Review	19
Attachment 4: Commitments agreed to be implemented as part of the 2005 Supplementary RFA	22

## 1. Preamble

The purpose of this Scoping Agreement is to confirm the arrangements agreed by the Tasmanian and Australian Governments (the Parties) to undertake the second five yearly review (i.e. the Ten Year Review) of performance against the specified milestones and commitments of the 1997 Tasmanian Regional Forest Agreement (RFA) in accordance with the provisions of Clauses 45, 46 and 47 of the RFA and the 2005 Supplementary Tasmanian RFA (SRFA) in accordance with the provisions of Clauses 1, 3 and 4 of the SRFA.

The provisions of this Scoping Agreement are not intended to give rise to legally enforceable rights or obligations between the Parties.

The Parties agree that this Scoping Agreement will be consistent (including with respect to the definition of terms) with the RFA, the SRFA, the National Forest Policy Statement (NFPS), and other relevant agreements and policies including the National Strategy for Ecologically Sustainable Development, the Intergovernmental Agreement on the Environment, the *Environment Protection and Biodiversity Conservation Act 1999*, *Natural Heritage Trust of Australia Act 1997*, National Framework for the Management and Monitoring of Australia's Native Vegetation (2001), and the Bilateral Agreement for the Extension to the Natural Heritage Trust (2003).

The Parties recognise that this Scoping Agreement cannot impose on a party any obligation that is inconsistent with a law of the State of Tasmania or the Commonwealth of Australia where that law is binding on that Party.

## 2. Background

The State of Tasmania and the Commonwealth of Australia entered into the RFA on 8 November 1997. The RFA provides for the maintenance and development of a vibrant and sustainable forest industry in Tasmania. The duration of the RFA is twenty years (i.e. 1997 to 2017), which can be extended with the agreement of both Parties under Clause 8 of the RFA following the third five year review (due in 2012) specified in Clause 45.

The Tasmanian RFA was the second of a series of Regional Forest Agreements between the Australian Government and the Governments of Victoria, New South Wales, Western Australia and Tasmania. Whilst all the RFAs have their own unique elements they have all been drawn up under the aegis of the National Forest Policy Statement and all have a requirement for five yearly reviews.

On 13 May 2005 the Parties signed the SRFA which is consistent with, and builds on, the RFA and has the intent of enhancing conservation

values while encouraging the development of forest industries. Under the SRFA the Parties are providing significant resources to assist in attaining the additional conservation outcomes identified and supporting industry restructuring which is necessary to maximise the economic and social benefits provided by this sector.

For the purpose of this Scoping Agreement, the RFA and the SRFA will here after be collectively referred to as the Tasmanian RFA (TRFA), except where specific elements of either agreement warrants acknowledgement under that agreement.

The TRFA is consistent with the National Forest Policy Statement, which establishes the national goals and objectives for management of Australia's forests and forest industries.

The TRFA provides for a suite of measures to provide certainty for conservation of the environmental and heritage values of the forest estate. These include the establishment of a Comprehensive, Adequate and Representative (CAR) Forest Reserve System, management systems to ensure sustainable practices within forests and a reporting framework to ensure their effective implementation.

The TRFA also provides a suite of measures to ensure the efficient and effective development of forestry and forest based industries to provide for better social and, in particular, employment outcomes in rural and regional Tasmania. It also provides specific measures to ensure security for the mining, tourism and apiary industries. It provides for a substantial increase in the net benefit of the forest industry to the Tasmanian economy, many regional and rural communities and the environment in which they operate.

An important element of the TRFA is the requirement for reporting. Clause 45 of the RFA specifically provides for five yearly reviews of performance against the specified milestones and commitments.

### **3. 2002 Five Year Review**

A Scoping Agreement between the Commonwealth of Australia and the State of Tasmania to undertake a five year review of the progress and implementation of the Tasmanian Regional Forest Agreement was signed in July 2001. The Appendices to the Scoping Agreement outlined the Terms of Reference for the review and included a list of milestones and commitments to be assessed.

In February 2002 the then Tasmanian Minister for Primary Industries, Water and Environment issued a reference to the Tasmanian Resource Planning and Development Commission (RPDC) to conduct an inquiry into, and to report on, progress with the implementation of the RFA (the first five year review). A Reference Panel comprising officers from the Tasmanian and Australian Governments supported the RPDC.

In April 2002, the RPDC released for public comment a Background Report for the Review whose major components included: Report on progress against each of the 90 RFA milestones and commitments included in the Scoping Agreement; and

Detailed analyses and assessments against each of the 41 sustainability indicators that had been selected for the review.

The RPDC provided a Final Recommendations Report to the Governments in December 2002. The overall principal conclusion of the report was<sup>1</sup>:

*'The Commission considers the parties have made substantial progress on implementing the RFA. Ninety specific milestones and commitments were identified in the Terms of Reference for this review. Seventy-eight milestones have been completed, or had substantial progress made, eight other milestones have had some progress made, four milestones have had no progress made, although for three of these, this was with the knowledge and consent of the Parties. Clearly, the Parties have devoted considerable resources toward implementation of the RFA. The Commission has made some specific Recommendations to cover issues where further progress needs to be made in a timely manner'.*

It was also noted that *'much of the criticism of the progress on implementation of the RFA was really a criticism of the RFA itself, or at least specific parts of it'.*

The Parties' response to the first five year review was finalised as part of the signing of the SRFA as acknowledged under Clauses 3 and 4 of the SRFA.

#### **4. The RFA Requirements for Five Year Reviews**

Clause 45 of the RFA requires inter alia that:

- A review of the performance of the RFA will be undertaken in the fifth year of each five year period to assess progress against the specified milestones and commitments,
- The Parties will appoint a person or body [for the purpose of this agreement referred to as the Review Team] to conduct the review,
- The Parties are to agree on the priorities, procedures and funding arrangements for the review no later than six months before the end of each five year period. This Scoping Agreement represents that arrangement as it relates to the ten year Review, and:
  - o will invite and take account of public comments;

---

<sup>1</sup>P1 of the RPDC *Inquiry on the Progress with Implementation of the Tasmanian Regional Forest Agreement (1997): Final Recommendations Report*, December 2002.

- will use and take account of the sustainability indicators agreed to by the Parties.
- would be sufficient to satisfy the requirements for the Tasmanian State of the Forests Report;
- should be completed within three months of its commencement; and
- will develop a report detailing the review process and its findings.

The “milestones and commitments” referred to above were assessed by the RPDC in the first Five Year Review. Many of these RFA commitments were found by the RPDC to be actioned and/or completed. Attachment 2 of this Scoping Agreement details the remaining outstanding and the ongoing RFA commitments and milestones. These will be the only RFA commitments and milestones subject to the Ten Year Review.

The RPDC made a series of recommendations to the Parties in their final Recommendations Report on the first Five Year Review of the RFA in 2002. The Parties agreed in Clause 3 of the SRFA to fully implement the recommended actions, except for recommendation 4.5. The Parties also agreed in Clause 4 of the SRFA that the SRFA represented “a full and final response” to the recommendations.

Attachment 3 of this Scoping Agreement lists the RPDC recommendations. Progress in addressing these recommendations will be reported on as part of the Ten Year Review.

A list of commitments agreed to under the SRFA is at Attachment 4. Progress in addressing these commitments will also be reported on as part of the Ten Year Review.

## **5. Principles for Conduct of the Review**

The RFA is a twenty year agreement. It explicitly provides for reporting annually for the first five years and thereafter every five years. The purpose of this review is to assess and report on progress achieved during the second five years for the RFA (2002 to 2007 inclusive). The review will examine achievements with regard to the objectives, the milestones and commitments specified in the TRFA. This Review is not an opportunity to re-negotiate or amend either the RFA and/or the SRFA.

The Tasmanian and Australian Governments recognise the Tasmanian Government’s constitutional responsibility for land and forest management in Tasmania.

In undertaking the Ten Year Review, the Parties agree that they are jointly responsible for the review and undertake to take such measures

as are necessary to ensure effective coordination within and between both Parties.

The Parties also recognise their responsibility for the efficient management of taxpayers' money. To help the Parties meet this responsibility, the review process will be designed to avoid duplication of process and waste of effort. Therefore, the Ten Year Review will be consistent with, will draw on, and will contribute to, other State and national forest reporting processes and requirements.

The Parties recognise their responsibility to the community for accounting for the management of Tasmania's forests under the TRFA. Therefore the conduct of the Ten Year Review of Progress with Implementation of the TRFA is to be undertaken in a manner that:

- is open, transparent and equitable;
- provides appropriate opportunities for communication with and input from the community;
- is consistent with other forest reporting requirements; and
- is scientifically based and reliant on agreed data as required by the TRFA.

## **6. Linkages to other Processes**

There are a number of processes requiring essentially similar information aimed at reporting on sustainable management of forest ecosystems. These include the Tasmanian and Australian State of the Environment reporting, Tasmanian and Australian State of the Forests reporting and reporting against Montreal Process criteria and indicators.

The Tasmanian *State Policies and Projects Act 1993* requires that the Resource Planning and Development Commission produces a *State of the Environment Report* every five years. The next report is due in December 2007.

The *Forest Practices Act 1985* requires that the Forest Practices Authority produce a report on the state of Tasmania's public and private forests by no later than 30 November 2007 and every five years thereafter. The information from the above Tasmanian reports feeds into the *National State of the Forests Report*. The third such report will be released in early 2008.

In addition, the Australian Government, as a signatory to the Montreal Process and has obligations to report against the internationally agreed sustainability criteria and indicators by December 2008.

## 7. Governance

The development, implementation and finalisation of the Ten Year Review will be by a high-level, joint Tasmanian and Australian Government Steering Committee, chaired by Tasmania.

The Steering Committee will have primary responsibility for developing elements of the ten year Review as outlined in this Section of this Agreement, including, where appropriate, progress reports for the consideration and/or approval of Ministers. It will also oversee the work of the Review Team, as outlined under Section 8 of this Agreement.

The Steering Committee will be responsible for:

- Day to day implementation of this Scoping Agreement;
- Arranging preparation of a *Report on Sustainability Indicators for Tasmanian Forests* and a *Report on Implementation of Tasmanian Regional Forest Agreement*, both of which will inform the Review;
- Inviting public comment on both Reports;
- Approving and implementing of the communication strategy;
- Developing an appropriate model under which the Review Team will operate;
- Oversight of the Review Team; and
- Allocation of resources to assist the Review Team.

### **Ministerial**

The Parties to this Scoping Agreement are represented by:

Tasmania

**The Hon Paul Lennon MHA**

Premier

Minister for Economic Development and Resources

Commonwealth

**Senator the Hon Eric Abetz**

Minister for Fisheries, Forestry and Conservation

The Ministers shall jointly appoint the Review Team.

The Ministers will receive a *Report on the Review of Progress with Implementation of the Tasmanian Regional Forest Agreement* prepared by the Review Team and decide on its publication.

## 8. Time frame for conducting the Review

The following steps and time frame for the Ten Year Review has been agreed:

### **Phase 1 - Preparation**

By 28 February 2007

- *A Report on Sustainability Indicators for Tasmanian Forests 2001-2007* to be jointly prepared by the Parties; and
- *A Report on Implementation of the Tasmanian Regional Forest Agreement* to be jointly prepared by the Parties.

### **Phase 2 - Public Comment**

March/April 2007

- Public comment invited by the Parties on the *Report on the Sustainability Indicators for Tasmanian Forests* and the *Report on Implementation of the Tasmanian Regional Forest Agreement*.

### **Phase 3 – Review**

May/June 2007

- The *Report on Sustainability Indicators for Tasmanian Forests* and the *Report on Implementation of Tasmanian Regional Forest Agreement* and the public comment on these *Reports* reviewed by the Review Team; and

By 30 June 2007

- *Report on the Review of Progress with Implementation of the Tasmanian Regional Forest Agreement* prepared by the Review Team and presented to Governments.

### **Phase 4 – Public Reporting and Government Response**

By 30 August 2007

- Governments' response to the *Report on the Review of Progress with Implementation of the Tasmanian Regional Forest Agreement* released.

## 9. Arrangements for conduct of the Review

Terms of Reference for the Review Team are at [Attachment 1](#). These may be amended by agreement between the responsible Ministers.

The Parties have agreed to jointly appoint a Review Team to undertake Phase 3 of the Review. The Review Team shall consist of an independent chair supported by senior representatives from each of the Tasmanian and Australian Governments with expertise and knowledge of the TRFA and sustainable natural resource management.



This approach is consistent with arrangements being developed between the Australian Government and other State governments who are considering undertaking reviews of progress relating to RFAs.

The responsible Ministers identified in section 7 of this Scoping Agreement will agree the membership of the Review Team by 31 December 2006.

## **10. Public Consultation**

Public consultation has been a prominent feature of integral to the development and implementation of the RFA and the first Five Year Review, particularly the development of the CAR Reserve System. The process and outcomes of this public consultation is detailed in the reports of the Public Land Use Commission and its successor the RPDC (<http://www.rpdc.tas.gov.au/>).

For the Ten Year Review, following Phase 1 as specified in Clause 8 of the Scoping Agreement, and as part of Phase 2, documentation on progress with implementation of the TRFA will be available for public comment. The Review Team will be provided with all public comment received and will consider this as part of the review process the opportunity for the public to provide formal comment will occur prior to the commencement of the formal Review. The Review Team may address queries to government agencies, to people or to organisations that have provided comment on the draft report to clarify issues raised.) The Review Team will have access to all relevant information and documentation that relate to the assessment of commitments and milestones of the TRFA.

## **11. Reporting protocols**

The Steering Committee shall report to:

- responsible Ministers by 31 December 2006 on progress toward meeting the Phase 1 milestone;
- responsible Ministers on the recommendations for the persons to undertake Phase 3; and
- responsible Ministers on the Review Team's compliance with the Terms of Reference.

The responsible Ministers shall consider the report of the Review Team and a formal response from the Parties with a view to publication of the Review by 30 August 2007.

## **12. Financial Issues**

The State and the Commonwealth are to be responsible for all their own internal costs associated with the implementation of this Agreement. The Parties will share evenly the agreed additional costs of the Review, including costs of the Review Team preparation and publishing of reports, implementing the communication strategy and any necessary additional data collection required for the Review as agreed by the Steering Committee.

## **13. Signatures**

**The Hon Paul Lennon MHA**  
Premier  
Minister for Economic Development and Resources

**Senator the Hon Eric Abetz**  
Minister for Fisheries, Forestry and Conservation

## **Attachment 1:**

### **Terms of Reference for the Ten Year Review of Progress with Implementation of the Tasmanian Regional Forest Agreement**

The Review Team is required to undertake a review of the progress with implementation of the 1997 Tasmanian Regional Forest Agreement to assess progress against its specified milestones and commitments as required in Clauses 45, 46 and 47 of the Tasmanian Regional Forest Agreement. The “commitments” and “milestones” are detailed in the Scoping Agreement for the Tasmanian Regional Forest Agreement Ten Year Review of Progress with Implementation of the Tasmanian Regional Forest Agreement, December 2006 and include recommendations arising from the 2002 review of the Tasmanian Regional Forest Agreement and the commitments made in the 2005 Supplementary Regional Forest Agreement.

The Australian and Tasmanian Governments have invited public comment on the *Report on the Sustainability Indicator* and the *Report on the Review of Progress with Implementation of the Tasmanian Regional Forest Agreement*.

*In particular the Review Team is required to:*

- *adhere to the Principles that are detailed in the Scoping Agreement;*
- *review the Report on the Sustainability Indicators for Tasmanian Forests and the Report on Implementation of Tasmanian Regional Forest Agreement;*
- *consider and take account of the public comment on those Reports;*
- *as necessary, address queries to government agencies, to people or to organisations who have provided comment on the Reports to clarify outstanding issues; and*
- *provide a Report to the Australian and Tasmanian Governments detailing the Review process and its findings no later than three months from commencement of the Review.*

#### **Administrative Arrangements**

- The Australian and Tasmanian Governments have established a Steering Committee to oversight the Review.
- The Steering Committee shall provide administrative and technical support to the Review Team in undertaking its task.

## Attachment 2

### Agreed Milestones and Commitments following the 2002 Five Year RFA Review

*\* All milestones and commitments that are 'struck-through' were completed prior to and addressed in the 2002 five-year review. They are listed here for reference only, and are not being reviewed as part of this process*

Clause	Milestone / Action	Timeline
8	The State and the Commonwealth to jointly determine the process for extending the RFA.	As part of the third five yearly review of the RFA (2012)
<del>22(a) (b)</del>	<del>Commonwealth to seek enactment of legislation that includes provisions for where a RFA is in force</del>	<del>No date</del>
<del>23 (a) and (b)</del>	<del>The Commonwealth to prepare a policy outline for RFA legislation, which will include provisions as specified in Clause 22 and consult with the State</del>	<del>by 31 December 1997</del>
<del>23(c)</del>	<del>The Commonwealth to introduce legislation to provide certainty to the provisions specified in Clause 22.</del>	<del>by 30 June 1998</del>
24(a)	The State undertakes to manage areas in the CAR Reserve System identified in Attachment 6, with the exception of Commonwealth owned or leased land, on the basis outlined in that Attachment and in accordance with the relevant objectives set out in Attachment 7.	Continuing commitment
<del>24(b)</del>	<del>The State to proclaim such new reserves having categories provided by existing legislation</del>	<del>by 31 December 1998</del>
<del>24(c)</del>	<del>The State to introduce legislation to establish required new categories of the revised public land classification system.</del>	<del>by 31 December 1998</del>
<del>24(d)</del>	<del>Where any new reserves are to be included in a category specified in Attachment 7, which is not already provided for by existing legislation, Tasmania undertakes to proclaim such new reserves.</del>	<del>Within 3 months of commencement of legislation in 24(e)</del>
26	The Parties agree to the management of National Estate values as set out in Attachment 1.	Continuing commitment
32	Any new or revised Recovery Plans will be jointly prepared and funded and implemented cooperatively.	Continuing commitment
33	Multiple species Recovery Plans will be developed where appropriate	Continuing commitment
34	The Commonwealth will continue to consult with the State on the preparation of Threat Abatement Plans for key threatening processes	Continuing commitment
35	Commonwealth to adopt a State Recovery Plan where they meet the requirements of Commonwealth legislation.	Continuing commitment

Clause	Milestone / Action	Timeline
36	National Recovery Plans and Threat Abatement Plans will be prepared jointly with other governments where possible	Continuing commitment
37	The Parties will consult on the priorities for listing threatening species, Forest Communities and threatening processes and in the preparation of all Recovery Plans and Threat Abatement Plans	Continuing commitment
39	The State and the Commonwealth to jointly participate in further World Heritage assessment of the relevant themes	Commencing by 30 June 1998
40	The Commonwealth agrees that it will give full consideration to potential social and economic consequences of any World Heritage Nomination of places in Tasmania and that any such nomination will only occur after the fullest consultation and agreement with the State.	Continuing commitment
41	World Heritage Nomination to be drawn from Dedicated Reserve System.	Continuing commitment
42	The Parties agree: <ul style="list-style-type: none"> <li>• that before any World Heritage Nomination of any part of the Forest Estate is made all necessary management arrangements, including joint policy coordination arrangements and a statutory management plan under the relevant Tasmanian legislation will be in place; and</li> <li>• that prior to any World Heritage Nomination all related funding issues will be resolved to the satisfaction of both Parties.</li> </ul>	Continuing commitment
44	The Parties to provide each other with written reports detailing the achievements of Milestones.	Five yearly
45	The State and the Commonwealth to review the performance of the RFA.	Five yearly (2002, 2007, 2012)
48	CAR Reserve System is to be established as per Attachment 6 and Attachment 8 for the purpose of ensuring long term conservation and protection.	Continuing commitment
51	The Parties will take action to establish the CAR reserve system and to manage the CAR values in a regional context consistent with the management objectives specified in Attachment 7.	Continuing commitment
52	<del>The State will consult with the Commonwealth prior to rejecting any recommendations of the Resource Planning and Development Commission in regard to tenure to be applied to those reserves listed in Attachment 6 sections 1.7 and 1.8.</del>	No date
53	<del>All Deferred Forest Lands not included in the CAR reserve system other than those specified in Attachment 6 will be removed from the Register of Deferred Forest Land and added to the Register of Multiple Use Forest Land.</del>	No date

Clause	Milestone / Action	Timeline
54	The Commonwealth has requested and the State has agreed to postpone any harvesting in the Savage River pipeline corridor. Accordingly the parties agree: to postpone any harvesting and associated forest roading in the area as shown in map 1, and that this area will continue to be included in the calculation of sustainable yield of special species timber; and that uses other than timber production will continue to be managed in accordance with Clause 78 of the agreement	No date
<del>55 (a&amp;b)</del>	<del>The State to review and publish a report on its resource estimates for the supply and availability of deep red myrtle and commission and publish an independent audit report of the deep red myrtle assessment</del>	<del>during first 4 years of the RFA (2001)</del>
55 (c-e)	Commitments related to provision of resource to industry including management arrangements of Savage River pipeline corridor	
56	The Commonwealth agrees that those areas of the Buckland Military Training Area leased by the Commonwealth from the State and not required for the CAR Reserve System will remain available to the State for timber production purposes, including plantation development.	Continuing commitment
57	The Parties agree that any changes to those elements of the CAR reserve system in informal reserves: will only occur in accordance with this agreement; will maintain the level of protection of identified values at the regional scale; that information on all such changes will be publicly available and provided to the person or body conducting the 5 yearly review described in Clause 45 for incorporation into the review process.	Continuing commitment
58	The State will continue, with respect to Private Land, to: (a) ensure that private forest owners comply with the Forest Practices Code for harvesting and regeneration operations (b) develop adequate mechanisms to protect nature conservation and catchment values (c) undertake the initiatives specified in Attachments 9,10 and 11	Continuing commitment
59	The State agrees to implement a process to facilitate the voluntary participation by private landowners to protect CAR values on private land	Continuing commitment
60	The State agrees to adopt the Permanent Native Forest Estate policy framework in Attachment 9	Continuing commitment
64	The State agrees to amend its forest management systems to reflect the undertakings in this Agreement, particularly those in Attachment 10	Continuing commitment

Clause	Milestone / Action	Timeline
68	The State agrees to protect the Priority Species listed in Attachment 2 (Part A) through reservation or applying relevant management prescriptions	Continuing commitment
69	The State will, where practical, assess the species listed in Attachment 2 (Part B) and determine management requirements in accordance with Clause 96.	Prior to the first 5 year review
70	Management prescriptions or actions in agreed Recovery Plans or Threat Abatement Plans will be implemented as a priority.	Continuing commitment
71	Any changes to the Priority Species in Attachment 2 or altered management prescriptions for Priority Species will be in accordance with processes in Clause 96.	Continuing commitment
72	Public reporting and consultation opportunities provided through the processes outlined in Attachment 11 will continue	Continuing commitment
73	The State will implement the range of reporting and consultative mechanisms in Attachment 11	Continuing commitment
74	The Parties agree to cooperate in implementing the specified actions in the Employment and Industries Development Strategy (Attachment 12)	Continuing commitment
80	Mineral exploration proposals in CAR reserves to be referred to the Mineral Exploration Working Group	Continuing commitment
81	All mining activities in CAR reserves will be subject to environmental impact assessment and environmental management conditions	Continuing commitment
82	In parts of the CAR reserve system with high quality wilderness value measures will be taken to minimise the effects of mining exploration and mining activities on wilderness values. Any rehabilitation will aim to restore the site to wilderness condition.	Continuing commitment
83	Tasmania will introduce legislation to replace the <i>Aboriginal Relics Act</i> following consultation with the Tasmanian Aboriginal Community	No date
87	<del>The State to review legislation relevant to the allocation and pricing of hardwood logs from State forests as part of the Competition Principles Agreement</del>	<del>before 31 December 1999</del>
89	Relevant research reports will be made publicly available wherever practical	Continuing commitment
90	Commonwealth and Tasmania to provide each other with access to data as per Attachment 14.	Continuing commitment
91	<del>The State and the Commonwealth to develop a set of appropriate, practical, and cost effective sustainability indicators.</del>	<del>by first December 1999</del>
93	The State to further develop its Forest Management Systems and processes	within 5 years of the RFA date

Clause	Milestone / Action	Timeline
94	The State to publish and make publicly available compliance audits of the Forest Practice Act and Code and the code of reserve management. See also Attachment 11, Clause 3.	Annually: (1998-2017)
94	The State to publish and make publicly available independent expert reviews of the operation of its Forest Practices Code and its code of practice for reserve management.	Five yearly (2002, 2007, 2012)
96	The State agrees that any changes to Priority Species including new or altered management prescriptions will be endorsed by the Threatened Species Scientific Advisory Committee and take note of public comment.	Continuing commitment
97	The State to maintain and update the Management Prescription database and the Response to Disturbance database.	Continuing commitment
98	The State to review sustainable high quality sawlog supply levels to reflect the changes in the forest inventory and new intensive management forest management initiatives concluded in the RFA	at the five yearly review
99	<del>The State to undertake a review including reporting to Governments on pricing and allocation policies for commercial government owned forestry operations.</del>	<del>30 April 1998</del>
100	The Commonwealth will provide \$20 million of NHT funds for the Private CAR Reserve system.	No date
101 (i)	<del>Commonwealth to provide \$57 million for intensive forest management initiatives</del>	<del>First three years</del>
101 (ii)	<del>Commonwealth to provide \$13 million for employment and industry development initiatives, as per Attachment 12</del>	<del>First three years</del>
101 (iii)	<del>Commonwealth to provide \$10 million for infrastructure development initiatives, as per Attachment 12</del>	<del>First three years</del>
101 (iv)	<del>Commonwealth to provide \$10 million for protecting conservation values on private land, as per Attachment 8</del>	<del>First two years</del>
Attachment 1, Clause 6	The State and the Commonwealth to jointly fund and accredit digital maps at 1:100 000 scale of all lands in Tasmania listed on the Register of the National Estate	by 31 December 1998.
Attachment 6, Clause 5	<del>The State to finalise boundaries (of CAR reserves) on 1:25 000 maps to enable gazettal.</del>	<del>by 30 June 1999</del>
Attachment 6, Clause 17	<del>Forestry Tasmania to include Informal Reserves in new and revised Forest Management Plans</del>	<del>by the year 2000</del>
Attachment 6, Clause 18	Any changes to Informal reserve boundaries to be in accordance with Clause 57	Continuing commitment
Attachment 6, Clause 20	<del>The Commonwealth will include the new Formal Reserves in new and revised management plans prepared with public participation</del>	<del>By the year 2000</del>
Attachment 6, Clause 21	Certain communities will be protected on public land outside of reserves	Continuing commitment



Clause	Milestone / Action	Timeline
<del>Attachment 6 Clauses 22 and 24</del>	<del>Deferred Forest Land not required for the CAR Reserve system to be removed from the Register of Deferred Forest and entered on the Register of Multiple Use Forests</del>	<del>No date</del>
<del>Attachment 6, Clause 23</del>	<del>Referral of certain Deferred Forest Land to the Public Land Use Commission for recommendations on tenure and management</del>	<del>No date</del>
Attachment 8, Clause 1, 3-18	A variety of commitments were made with respect to a Strategic Plan, identification of priorities, Advisory Committees, and implementation of the CAR Private Reserves Program	Continuing commitment
<del>Attachment 8, 2</del>	<del>The strategic plan for implementing the CAR Reserve System program on Private Lands is to be developed</del>	<del>no later than 3 months from commencement of the RFA (31 March 1998)</del>
Attachment 9, Clause 5	The State to conduct a formal review of the area of Forest Communities within each IBRA region as part of the five yearly review of the RFA	Five yearly (2002, 2007, 2012)
<del>Attachment 9, Clause 8</del>	<del>The State to introduce, in respect of Private Land, mechanisms to encourage native vegetation retention and management.</del>	<del>1999</del>
Attachment 9, Clause 11	The State to review the policy for maintaining a permanent Forest Estate as part of the ongoing review of the Forest Practices Code	During reviews of the Forest Practices Code
Attachment 10 Clause 1	Implementation of the State Policy <i>Setting New Standards for Water Quality</i>	Continuing commitment
Attachment 10 Clause 2	Developing a State Policy on integrated catchment management	No date
Attachment 10, Clause 3	The State to develop and implement a Threatened Species Protection Strategy	31 December 1998
Attachment 10, Clause 3	The State to develop and implement a Tasmanian Biodiversity Strategy	31 December 1999
Attachment 10, Clause 4	Implementing the <i>Historic Cultural Heritage Act 1995</i>	Continuing commitment
Attachment 10, Clause 5	The State to develop new legislation in relation to Aboriginal cultural heritage to replace the Aboriginal Relics Act 1975	No date
Attachment 10, Clause 6	The State to further develop and apply flexible silvicultural systems on public land to promote the sustainable production of special timbers	Continuing commitment
Attachment 10, Clause 7	The State to develop and implement state wide policies across all tenure on fire management, nature based tourism and recreation management, cultural heritage management in forests, and forest pest and disease management	2002

<b>Clause</b>	<b>Milestone / Action</b>	<b>Timeline</b>
Attachment 10, Clause 8	The State to ensure that management plans are implemented: - for all State Forest and National Parks; and - for all other Formal Reserves	- by 2000; - by 2003 or as soon as practicable thereafter
Attachment 10, Clause 9	The State to implement as a high priority the mechanisms for improving transparency and independence of the Forest Practices Board	No date
Attachment 10, Clause 10	The State to continue to resource the Forest Practices System and maintain appropriate contributions from industry	Continuing commitment
Attachment 10, Clause 11	The State to develop and implement a code of practice for reserve management	2000
Attachment 10, Clause 12	The State to ensure that Forest Practices Plans specify best practice reforestation standards and provide for monitoring  Where endangered species have been identified on private land, the plan includes appropriate management prescriptions for those species	Continuing commitment
Attachment 10, Clause 13	Management Plans for Formal and Informal Reserves to identify the CAR values identified in the CRA and actions to manage those values	Continuing commitment
<del>Attachment 11, Clause 1</del>	<del>The State to complete and publish silvicultural guidelines for the management of commercial Forest types</del>	<del>by 31 December 1998</del>
<del>Attachment 11, Clause 2</del>	<del>The State to publish a description of the methods of calculating sustainable yield on Public Land, including for special species timber sawlogs</del>	<del>by 31 October 1998</del>
Attachment 11, Clause 3	Relevant State agencies to include in their annual reports a report on outcomes of the compliance audits for codes of practice, and the monitoring of Forest regeneration success and trends. See also #41	Continuing commitment
<del>Attachment 11, Clause 4</del>	<del>The State to release a document describing the Management Decision Classification System</del>	<del>by 30 April 1998</del>
<del>Attachment 11, Clause 5</del>	<del>The State to prepare and release a revised manual for the Management Decision Classification System, including prescription guidelines for special management zones</del>	<del>by 31 March 1999</del>
Attachment 14, Section 2.5	<del>Latest versions of all jointly owned data listed in Schedule 1 of Attachment #14 to be exchanged</del>	within 3 months of commencement of RFA (March 1998)
Attachment 14, Section 3	<del>The State and the Commonwealth to delete all copies of data which they do not own but were provided for of the RFA purposes, unless otherwise agreed to in writing by the respective data owners</del>	not later than one month after RFA is signed (December 1997)

Clause	Milestone / Action	Timeline
Attachment 14, Section 4.1	The State and the Commonwealth to list and archive data used for RFA purposes	within three months of commencement of the RFA (March 1998)

## Attachment 3

### Actions agreed to be implemented by the State of Tasmania and Commonwealth of Australia arising from the 2002 Five Year RFA Review

	RPDC recommendation	Timeline
3.1	That the State continues to improve forest community mapping. Particular attention needs to be given to improving the mapping of forest communities in reserves through additional field survey.	Continuing commitment
3.2	That the State reserves areas currently vested in the Hydro-Electric Corporation and identified in the RFA as indicative reserves.	30 June 2004
3.3	That the Parties commit to designing a program that provides for the long term future of the Private Forest Reserve Program and in particular provides for the future financial resources for management, monitoring and reporting of properties conserved under the RFA Private Forest Reserve Program.	No Date
3.4	That the State reinforces and makes more effective the mechanism for providing the RFA Private Forest Reserve Program with basic forest type and coverage information for areas being assessed under the Private Timber Reserve approval process.	Continuing commitment
3.5	That the Parties clarify the commitment in Clause 39 of the RFA and make publicly available information on progress to date and how they intend to pursue the implementation of this commitment including the timelines.	No Date
3.6	That the State makes known its decision on future access to the deep red myrtle resource in the Savage River Pipeline corridor.	February 2003
4.1	That the State improves the accountability of the Forest Practices System.	No date
4.2	That the State completes the Nature Conservation Strategy and commences implementation of the Strategy.	June 2003
4.3	That the State completes the Reserve Management Code of Practice and commences implementation of the Code. That the State undertakes annual reporting on compliance with the Reserve Management Code of Practice.	June 2003
4.4	That the Parties complete the preparation of Recovery Plans for all endangered forest-related threatened species within the next five years. Where species listed under the Tasmanian Act meet the criteria for listing under the Commonwealth Act, both Parties should contribute funding.	2007
4.5	That the Parties accredit Threatened Species Listing Statements as an alternative to Recovery Plans for listed threatened species, and as providing for adequate management of listed threatened species under the RFA.	Continuing commitment

4.6	That the State provides for the protection of threatened Forest Communities through an appropriate statutory framework.	Continuing commitment
4.7	That the State provide sufficient resources, including financial resources to be allocated in the 2003-04 Budget, to ensure that the implementation of the Threatened Species Strategy for Tasmania is carried out in an effective and timely manner.	Continuing commitment
4.8	That the State subjects future substantive changes to management prescriptions for Priority Species to public consultation and take note of public comment.	Continuing commitment
4.9	That the Parties deliver on the outstanding National Estate commitments contained in Clause 6 and Table 1, Category 3 of Attachment 1 to the RFA.	2007
4.10	That the Parties prepare a list of relevant research reports at future five yearly reviews.	Continuing commitment
4.11	That the list of priority research areas in Attachment 13 should be reviewed by the Parties, in consultation with relevant stakeholders, at future five yearly reviews to determine if priorities have changed.	2007
4.12	That the State develops an environmental management system for reserves and other public lands consistent with Attachment 5 of the RFA prior to the next five yearly review.	2007
4.13	That the Parties encourage the development of environmental management systems in the private forest sector.	Continuing commitment
4.14	That the State completes the review of the policy on maintaining a Permanent Forest Estate taking into account public comment. That, subsequent to the review and before the end of May 2003, the State amends the policy to increase the levels of retention of native forest, and specifically to ensure that no further forest communities become threatened and that there is no deterioration in the status of any existing threatened forest community.	May 2003
4.15	That, subsequent to the review of the policy on maintaining a Permanent Forest Estate, the State implements the policy through a legislative framework.	No Date
4.16	That the Forest Practices Board considers, during the next review of the Forest Practices Code, the issue of smoke management from forestry operations, including giving effect to the smoke management guidelines.	Next review of the Code
4.17	That the State moves quickly to enable proclamation of the Natural Resources Management Act 2002 (Tas) and facilitate regional natural resource management strategies.	No Date
5.1	That the Parties, as a priority, develop a process to obtain reliable data to inform social and economic indicators for the community and the performance of the forest based industries relevant to Attachment 12 of the RFA. The sustainability indicators relevant to the social and economic aspects of the industry need to be reviewed when such reliable data becomes available.	Continuing commitment

5.2	That the Parties clarify the intent of Attachment 12 by 30 June 2003 and that the State prepares an industry development strategy, in consultation with the Commonwealth and the Forests and Forest Industry Council, by 30 June 2004, based on that intent and providing an industry vision and an action plan to achieve it. Table 5.1 provides an incomplete list of issues that should be covered by the industry development plan.	-	June 0
		-	June 0
6.1	That the State continues to improve transparency in reporting, and continuously improves the methodology as identified in previous sustainable yield reviews, with the aim of increasing public understanding of, and confidence in, the sustainable yield reviews of high quality sawlogs from public lands.		Continuing commitment
6.2	That the State develops a strategy for ongoing supply of special species timbers from public lands. The State needs to provide information to the market to clarify the future resource.		No Date
7.1	That the State finalises its nature based tourism and recreational management policy by 31 March 2003.		March 2003
7.2	That the State continues to work with the apiary industry to resolve the issues on public land for bee keeping and the leatherwood resource. That the State and the Tasmanian Beekeepers Association jointly prepare a plan for management of the leatherwood resource in the southern forests by 30 June 2003.		June 2003
9.1	That the Parties support ongoing research and development for sustainability indicators including, where appropriate, consideration of benchmarks and interpretation to guide performance outcomes.		Continuing commitment

## Attachment 4

### Commitments agreed to be implemented by the State of Tasmania and Commonwealth of Australia as part of the 2005 Supplementary RFA

Clause	Milestone / Action	Timeline
3	The Parties agree to fully implement the actions recommended in the Report of the Inquiry on the progress with Implementation of the Tasmanian Regional Forest Agreement (2002), subject to the exception outlined in Clause 5	No date
5	Recovery Plans will continue to be the mechanism for compliance with the Commonwealth <i>Environment Protection and Biodiversity Conservation Act 1999</i>	Continuing commitment
6	The Parties agree to protect one million hectares of old growth forest – 977,000 hectares on public land, 30,000 hectares minimum on private land	No date
7	The Parties agree to add approximately 141,000 hectares of public land to the CAR Reserve System	June 2006
8	The Parties agree that all additional protected areas on public land will remain available for mineral exploration and mining under the <i>Mineral Resources Development Act 1995</i> in accordance with Clause 79 of the RFA and subject to any requirements under the <i>Environment Protection and Biodiversity Conservation Act 1999</i>	Continuing commitment
9	The State undertakes to finalise the boundaries of the new reserves, with the exception of Commonwealth owned land, at a scale of 1:25,000.	June 2006
10	The State will submit plans of new Formal Reserves to Parliament for approval	June 2006
11	The State will finalise informal reserve boundaries and identify on Management Decision Classification (MDC) maps and manage these areas for protection of CAR values, subject to field verification of the existence and extent of those values.	June 2006
12	The State will progressively amend forest management plans to include new Formal and Informal reserves	June 2008
13	The Commonwealth to protect approximately 500 hectares of Commonwealth owned land as informal reserves. These reserves will be included in new or revised management plans prepared with public participation.	30 June 2008
14	The State to protect 3900 hectares of old growth forest on unallocated Crown land pending completion of the Crown Land Assessment and Classification Project	No date
15	The State to protect 3500 hectares of old growth forest on Hydro Tasmania vested land pending a review of Hydro Tasmania's infrastructure management needs. Old growth forest on land not required by Hydro Tasmania to be protected.	Post Hydro review
	Hydro Tasmania to covenant 1300 hectares of sub-alpine forest on its freehold land	No date

<b>Clause</b>	<b>Milestone / Action</b>	<b>Timeline</b>
16	The Parties agree that any changes to those elements of the CAR Reserve System in Informal Reserves: <ul style="list-style-type: none"> <li>- will only occur in accordance with the RFA; and</li> <li>- will maintain the level of protection of identified values at the regional scale; and</li> <li>- that information on all such changes will be publicly available.</li> </ul>	Continuing commitment
17	The State agrees to maintain records of all changes to informal reserves and net impact on CAR reserve values changes will be recorded	Ongoing and reported as part of five year RFA review
18	The State will provide digital data of new formal and informal reserves to the Commonwealth. This information will be made publicly available on request.	June 2006 and at 5 year reviews
19	The Parties agree to ensure access to data continues to be provided in accordance with Clause 90 and Attachment 14 of the RFA	Continuing commitment
20	The Parties agree to co-operate to improve the protection of Old Growth forest on private land, particularly for forest communities that complement the new reserves on public land	Continuing commitment
21	The Commonwealth will establish, administer and fund a new market-based program (Forest Conservation Fund (FCF)) to protect and manage up to 45,600 hectares of forested private land, additional to that secured under the Private Forest Reserves Program, targeting old growth forest and under reserved communities.	No date
22	The FCF will include a component, capped at \$3.6 million, to protect up to 2400 hectares of forested land in the Mole Creek area Landowner participation in the FCF will be voluntary and no non-voluntary instruments will be used. Instruments to be used will be flexible and include voluntary acquisition and covenanting agreements.	30 June 2008 Continuing commitment
23	The Parties will jointly develop and manage the FCF through a steering committee and consult with Tasmanian private forest owner representatives on design and implementation	No date
24	The Parties agree to develop a strategic plan under which the FCF will be administered.	September 2005
25	The State will establish conservation covenants on land titles on protected under the FCF. The Commonwealth to reimburse the State all costs associated with covenanting the land.	Continuing commitment
26	The State will provide monitoring and management support services to owners of covenanted land The Commonwealth will provide \$5.5 million to the State to cover costs of these services	Continuing commitment 30 June 2006
27	The Parties agree that the Private Forest Reserves Program will continue until 30 June 2006 then cease	30 June 2006
28	The Parties agree to negotiate a new financial agreement for the use of the remaining Private Forest Reserves Program NHT funds held by the State and the transfer of any of those funds remaining at June 2006, to the new program outlined in Clause 21	No date



Clause	Milestone / Action	Timeline
	The State to transfer any remaining Private Forest Reserves Program NHT funds to the Forest Conservation Fund	30 June 2006
29	The State agrees to transfer any remaining Private Forest Reserves Program State Trust Fund funds, at 30 June 2006, to the Private Property Vegetation Conservation Program	30 June 2006
30	The Parties agree to jointly fund a package of forest management and operations, industry development and research and development activities for reducing clearfelling in public old growth forest.	2010
31	The State will publicly report the area of public old growth harvested by silviculture technique each year	Continuing commitment
32	The State will review progress to achieving safety, regeneration and log supply objectives through the new old growth forest silviculture	2007
33	The Parties agree that, further to Clauses 75 to 77 of the RFA, further Intensive Forest Management will be used on State forest to mitigate the impact of new reserves and reduced clearfelling of old growth forest	Continuing commitment
34	The State will deliver an intensive forest management program of existing plantation productivity improvement, new plantation establishment and enhanced native forest thinning designed to maintain RFA targets for sawlog and veneer supplies to industry from State Forests	2010
36	The State will deliver management and planning of new reserves on public land	Continuing commitment
37	The Parties agree that the management arrangements for new reserves in north west Tasmania will involve consultation with Aboriginal and other communities to maintain access for traditional land uses and to maintain cultural links and uses, consistent with conservation values	Continuing commitment
38	The State will phase out the use of 1080 on State Forest	December 2005
39	The Parties to work collaboratively on a joint program to accelerate research into and implementation of alternatives to 1080 for browsing animal control on private forest and agricultural lands. The Commonwealth to provide \$4 million in a research, field testing and demonstration program of alternative options for private landholders and work with the State to continue to reduce usage of 1080 on private lands.	Continuing commitment 30 June 2007
41	The State will develop a pilot wallaby management plan for a forested area on Tasmania's mainland as a priority	ASAP
42	The Commonwealth will progress the regulatory process for the wallaby management plans for Flinders and King Islands and the proposed mainland area referred to in Clause 41 under the <i>Environment Protection and Biodiversity Conservation Act 1999</i>	Continuing commitment
43	Selected areas of State forest will continue to be managed for the long-term production of special species timbers, consistent with Attachment 12 of the RFA	Ongoing

Clause	Milestone / Action	Timeline
44	The State to deliver low-impact access roading to and management of special timber management units on State forest for selective harvesting and access to leatherwood apiary sites to maintain sustainable supplies of leatherwood honey	2007
45	The State agrees to revise the Permanent Forest Estate Policy so that: <ul style="list-style-type: none"> <li>- 95 per cent of the 1996 area of native forest will be retained;</li> <li>- broad scale clearing and conversion of native forest on public land will be phased out by 2010;</li> <li>- broad scale clearing and conversion of native forest on private land will be phased out by 2015; and</li> <li>- assessment criteria for regulating forest clearing and conversion ensure regional biodiversity and water quality values will be protected and salinity objectives met</li> </ul>	November 2005
46	The State will design the approach outlined in Clause 45 in consultation with the Commonwealth and implement the approach, including publicly release of the revised Permanent Forest Estate Policy	November 2005
47	Controls on private forest clearing and plantation conversion will not constrain private forest owners from undertaking sustainable commercial harvesting and regeneration of native forests and other land uses on their land that maintain the native forest cover	Ongoing
48	The State to introduce new statutory mechanisms to Parliament to prevent clearing and conversion of threatened non-forest vegetation communities on public and private land and use best endeavours to secure the enactment of the proposals	December 2005
	The Parties to amend the 2003 NHT2 Bilateral Agreement consistent with this Clause	No date
53	The Parties to jointly manage a program to facilitate industry retooling and investment in new plant and technology with the aim to maximise recovery of forest products from use of regrowth, plantation and other changes in the resource mix	30 June 08
54	The Parties agree that industry will be consulted to determine priority areas for funding [of the program in Clause 53]	No date
55	The Parties agree to provide assistance to country sawmillers and to special species timber mills significantly affected by the new agreed reserves in north-west Tasmania	30 June 07
56	The Parties to provide assistance for improved marketing, recovery and value adding for special timbers	No date
58	The State to implement publicly accountable systems for monitoring the impact of residue harvesting for biomass energy plants on biodiversity	No date
59	The Parties to fund and the State to deliver additional roading and other infrastructure to support implementation of changed harvesting programs required for the introduction of the new silviculture in public old growth forest	No date
60	The Parties to progress all required assessment processes of the Commonwealth <i>Environment Protection and Biodiversity Conservation Act 1999</i> for a pulp mill in Tasmania.	As a priority
62	The Commonwealth to consider giving the Gunns pulp mill project major project status and facilitation of the project at the national level	No date

<b>Clause</b>	<b>Milestone / Action</b>	<b>Timeline</b>
63	The Commonwealth to fund and administer, in cooperation with the State, a \$10 million Tasmanian softwood industry assistance program	30 June 2008
64	The Commonwealth to consult with the State and the Tasmanian softwood industry to determine the priorities to increase value added investment in softwood in Tasmania	No date
66	The Commonwealth to fund [\$4 million] and administer a program to support improved training and skills development throughout the forestry sector, including environmental care, changing forest management and wood processing, safety, product quality and business skills	30 June 2009
67	The Parties to fund the development of forest tourism and visitor facilities focusing on new reserves on public land created under this Supplementary Agreement	30 June 2007
68	The Commonwealth to fund and administer, in cooperation with the State, and subject to any State approval processes, a \$1 million program towards the provision of bushwalking infrastructure in north west Tasmania	30 June 2007
69	The Commonwealth to provide \$1 million for a catchment water quality program to be developed and delivered in consultation with the State and drawing on CSIRO expertise, and building on State chemical audit and water monitoring programs to assess the impact of chemical usage in Tasmania's water catchments.	30 June 2007
70	The Parties agree to support State research into the Tasmanian devil facial tumour disease through a collaborative partnership	No date
71	The Commonwealth to provide \$2 million to specific priority projects [on research into the Tasmanian devil facial tumour disease] developed in consultation with the State	30 June 2007
72	The Commonwealth to provide \$2.2 million for a communication program to be delivered in consultation with the State	30 June 2006
74	The Parties will contribute funding to specific activities in accordance with Table 1 in Attachment 2 of the Supplementary Agreement	Dates as for 75-77
75	The Commonwealth will contribute to the State \$66 million towards intensive forest management activities and \$13 million as a general grant	30 June 2008
76	The Commonwealth will contribute: \$2 million towards research into alternatives to clearfelling \$42 million towards support for the hardwood sawmill industry \$4 million towards support for country sawmillers \$2.2 million towards a communication program \$2 million towards tourism and recreation projects	30 June 2006 30 June 2008 30 June 2007 30 June 2006 30 June 2007
77	The State will contribute \$90 million towards the package with specific allocations and stated expenditure profiles outlined in Tables 1 and 4 of Attachment 2.	30 June 2010

<b>Clause</b>	<b>Milestone / Action</b>	<b>Timeline</b>
79	The State will provide the Commonwealth with annual acquittal reports and proposed activity statement on Intensive Forest Management funds	Annually to 2009

## Appendix 2 Submissions to the Review

No.	Name	Address
1	Dr DE Leaman Leaman Geophysics	Bellerive TAS
2	Barnaby Drake	Golden Valley TAS
3	Malcolm and Karen Mars	Taroona TAS
4*	Margaret Blakers	Hobart TAS
5*	Dominik Jaskierniak University of Tasmania	Hobart TAS
6	Ian Johnston	Howden TAS
7	Gwenda Sheridan	Kingston TAS
8	Barry Chipman Timber Communities Australia, Tasmanian Branch	Campania TAS
9	Neil Graham Western Rivers Preservation Trust	Mole Creek TAS
10	Ferdie Kroon Tasmanian Forest Contractors Association	Kings Meadows TAS
11	Alan Duggan Huon Resource Development Group	Cradoc TAS
12	Gerald Aulich St Marys Branch, Timber Communities Australia	St Marys TAS
13	Owen Muskett Southern Branch, Timber Communities Australia	Richmond TAS
14	Keith Bill Bruny Island Primary Industries Branch, Timber Communities Australia	Alonnah TAS
15	Diana Pinner Preolenna Mothers Group, Timber Communities Australia	Preolenna TAS
16*	Tim Morris MHA and Peg Putt MHA Tasmanian Greens	Hobart TAS
17	Todd Dudley North East Bioregional Network Inc.	St Marys TAS
18	Jarrold Burn Liffey District Resource Management Group, Timber Communities Australia	Liffey TAS
19	Andrew Ricketts The Environment Association Inc	Deloraine TAS
20	Richard Shoobridge Derwent Valley Branch, Timber Communities Australia	New Norfolk TAS
21	Adrian O'Loughlin Institute of Foresters of Australia Inc.	Yarralumla ACT

<b>No.</b>	<b>Name</b>	<b>Address</b>
22	Rodney Stagg Meander Resource Management Group, Timber Communities Australia	Meander TAS
23	Sean Riley Forests and Forest Industry Council of Tasmania	Hobart TAS
24	Roger Swain Tasmanian Farmers & Graziers Association	Launceston TAS
25*	Terry Edwards Forest Industries Association of Tasmania	Hobart TAS
26	Geoff Law The Wilderness Society (Tasmania) Inc	Hobart TAS
27	J. Maddock Timber Workers for Forests Inc	Kingston TAS

\* Verbal representations made to the Reviewer

## Appendix 3 Summary of issues raised in written submissions to the Review

No.	Issues
1	<p>Water is avoided in the RFA.</p> <p>Understanding of the link between water use and availability and wood production and forest growth has been buried by forest professionals. His research has demonstrated that water is critical to the forest industry.</p> <p>The effect of the RFA has damaged the landscape, other industries, individuals and water resources. It does not provide for ESFM or encourage research.</p> <p>Trees require soil and water. This is ignored in RFA. ESFM requires due consideration of water factors.</p> <p>Forestry may not be sustainable when water demands are included in some catchments. The Forest Practices Act and Code do not provide for proper planning. There are no appeal provisions in any Tasmanian legislation.</p> <p>Questions why Tasmania does not engage in similar water planning and allocation for forestry plantations as in SA and WA. Water management is not possible without.</p> <p>RFA cl 62 and 96 should require comment by qualified professionals. His views have been ignored by politicians, government agencies and forest industry since 1997. These clauses have never been honoured. Companies ignore conflict resolution with neighbours.</p> <p>RFA cl 88 has not included hydrology until 2004. Warra has not been constructed to be of any scientific value. The RFA recital demands hydrological review as integral to sustainability.</p> <p>The RFA is in conflict with requirements of the National Water Initiative. Parts of the RFA need revision for consistency and compliance with the NWI. Water issues must be tackled urgently. The Reviewer should examine the RFAs of the other jurisdictions referred to.</p> <p>The decision on what land is converted to plantation does not just belong with the forest industry. It must be a planned government choice with conditions.</p>
2	<p>10 years is too long a period for a review of the RFA – they should be five years.</p> <p>Forest practices should be more transparent and be subject to the Freedom of Information Act. Forestry is our largest asset and the forests belong to the people of Tasmania.</p> <p>Private Timber Reserves should not have special treatment. They add nothing to the economy and receive massive federal and local tax breaks. This is bankrupting many local authorities and all profits go off shore allowing for foreign takeovers of land. This should be stopped.</p>
3	<p>The 2007 amendments to the RFA are against the public interest and spirit of the RFA. As no public comments were invited they should be withdrawn and the original words reinstated immediately.</p> <p>The EPBC Act should apply to all Tasmanian forests.</p>

No.	Issues
	<p>There may be a link between Devil Facial Tumour Disease, and tumours in platypuses, with the use of chemicals by the forest industry. More research funding is required to prevent these species becoming extinct.</p> <p>An independent Environment Protection Agency should be established to implement and monitor the RFA free from political influence.</p> <p>The amount of new plantations is of concern due to their impact on biodiversity, heavy use of water and reliance on chemicals. A plan is required to quantify the extent of existing and proposed plantations and controls set up. Plantations also generate more log truck traffic on minor roads which will lead to more accidents. An independent body should be set up to manage the safe use of B doubles on roads.</p> <p>Use of 1080 herbicides and fertilisers should be mitigated and controlled with a view to their complete withdrawal in future. Aerial spraying should not be allowed. The use of Atrazine should be banned immediately</p> <p>Any future carbon trading scheme should be independently and scientifically monitored to stop plantations from being established.</p> <p>The potential implications of the Protection of Agricultural Land (PAL) Act (<i>sic</i>) are concerning. Public concerns have to be addressed in a wider forum.</p> <p>MIS scheme plantations are given preferential treatment to the detriment of other uses. The strategy needs to be urgently reconsidered.</p> <p>Meaningful buffer zones should be established around world heritage areas and other old growth forests to prevent logging. There should be no commercial developments in the WHA or old growth forests.</p> <p>Proper access should be allowed to forests for leatherwood honey producers.</p> <p>Public access to forests should be provided via maintained walking tracks.</p> <p>Burning of clearfelled forest should cease as they are in contravention of Australia's Kyoto commitments, contribute to respiratory problems and impact on tourism.</p> <p>A breakdown of all taxpayer funded grants, subsidies and tax breaks to the forest industry should be publicly published every year.</p> <p>The price of logs paid by Gunns to Forestry Tasmania should be fixed and not varied according to market price.</p> <p>The impact of projects such as Gunns pulp mill should be fully assessed in accordance with State and Federal legislation.</p> <p>The future of the industry is in high value sustainability and sensitivity. There should be an immediate halt to clearfelling of old growth forests and selective logging used so that wood can be used in furniture, craft and other high value products.</p> <p>The forest industry should be more proactive with the general public. Divides are caused in the community that are bad for Tasmania's image and economy.</p>
4	<p>Refers to the Wielangta Case decision. Considers this indicates that there are problems with the protection of biodiversity. Refers to a Melbourne University report on assessing the risk of extinction of the wedge tailed eagle in NE Tasmania.</p>



No.	Issues
-----	--------

These indicators should not be used to draw conclusions about sustainability.  
 Attached a detailed submission on Indicators used in the Sustainability Indicators report.  
 It is not sufficient to gather information on hand and present it as an indicator.  
 Indicator should be systematically described and measured.  
 No external review of indicators and measurements.  
 Not all Montreal indicators are measured.  
 The biodiversity and carbon storage indicators do not comply with the Montreal Process requirements.  
 1.1b does not measure trends - shows apparent decreases in 'mature' forest but these are mostly counterbalanced by increases in 'unknown'.  
 1.1d Proportions of forest in patch sizes ranging from 200 ha or less to 100 000 ha or more is not a very useful measure for public land, which is more or less contiguous. Should be disaggregated by tenure and age structure.  
 1.2a Not supposed to be an indicator of an indicator. Forest-dependent is not the same as forest-dwelling.  
 Restricting consideration to vascular plants and vertebrates means that the lack of knowledge of all other groups is not exposed.  
 Table 1.2.a.3 does not assess change in this indicator.  
 The use of internal opinion without criteria means it is incapable of replication or comparison.  
 1.2b. No attempt to measure trends and no scientific assessment.  
 1.2c Not systematically assessed. The species considered are not 'representative'. The monitoring systems are not described. The methods, data and results are unpublished.  
 1.3a No attempt to measure trends. Method is non-replicable.  
 1.3b species selected not representative. Impossible to say what the transect data represent. Not a systematic approach.  
 5.1a Meaningless data that should not be used as NCAS estimates of above-ground biomass for 'mature' vegetation doesn't measure actual biomass as doesn't account for logging, planting, clearing etc.  
 Provided detailed comment on the methods used for some indicators. Concluded that many of the current indicators should not be used to draw conclusions about sustainability.

---

5 The RFA does not adequately recognise or address the impact of current forestry practices on water resources. The industry is operating in the absence of an integrated catchment management framework. It does not fulfil the water management requirements under the National Forest Policy Statement (NFPS).  
 The RFA commitment to develop a new State Policy on integrated water catchment management has not been met. The Tasmanian NRM framework is an administrative system that cannot manage the water resource and integrate forest industry's role. The forest industry needs to develop an Integrated Catchment Management Policy for an adequate streamflow to meet the community's needs.

No.	Issues
-----	--------

Tasmanian NRM Strategies identify the need to assess forestry and other land use impacts on water supply catchments but NRM Regional Committees are unable to do so as they do not have the data. They need forest industry collaboration. Each region should be provided with a forest inventory dataset, similar to the Victorian data, for analysing the impacts of land cover disturbance on each region's water catchments.

Indicator 4.1.a should be presented at a catchment level. The information on the amount of forest managed for water supply is available for State forest from Forestry Tasmania's MDC system. It was 1% in 1998 and is unlikely to have increased since.

Indicator 4.1.b makes no attempt to outline how management will reduce risks to water supply.

Criterion 4 should include an indicator that reflects an ICM policy to maintain adequate water to downstream users. This should be based on water management plan catchments and the areas of native forest in age classes in each productivity class. Forestry Tasmania's forest inventory data provides all the information for reporting against this indicator.

The only measure in the Forest Practices Code to sustain water yield in catchments restricts felling in town supply catchments to no more than 5% each year. Water availability in the future is uncertain. The Code should contain a measure to restrict harvesting in town water supplies based on a scientifically determined appropriate level to sustain society's water needs. A moratorium on forestry within town water catchments should be implemented until this is achieved.

The forest industry needs to recognise the requirements of the Australian Forestry Standard to ensure hydrological flows are in accordance with regional catchment goals. An integrated catchment policy would assist this. There is nothing in the RFA that explicitly addresses the appropriate extent of forestry in catchments. The Ringarooma catchment is an example of how no consideration was given to the impact of plantation development on water use and needs.

The Kuczera curve study shows the relationship between stream flow and forest age. This concept has been omitted in Tasmania's forest management. The Forestry Growth Plan and the 2020 Vision do not account for water resource. All harvesting that results in increased stand growth will reduce stream flow. The annual sustainable yield of timber should allow regenerating forest to reach an age that provides a secure water resource for present and future needs.

Sustainable yield has remained unchanged since 1990 despite years of drought. A water crisis is pending. Timber yield calculations need to take into account the area of drought related tree dieback. This could escalate into chronic decline. Drought has resulted in more insect attack on plantations, requiring more spraying. Less plantation wood has been harvested than predicted in 2002. Rotation lengths for plantations and native forests need to consider climate change. The forest industry needs to develop a climate change policy and adjust sustainable yields accordingly.

Plantations are rapidly expanding. They do not use the same amount of water as native forests. The State needs to reassess the 2020 Vision. The new TCFA reserves are mostly in unmodified catchments on the west coast. The IFM strategy is aimed at forest in the north and east. This results in unbalanced catchment management. A moratorium should be placed on plantation conversions on private land until an ICM policy is developed.

No.	Issues
-----	--------

Old growth forest uses the least amount of water of all forest They are less prone to bush fires further protecting the water resource. Half of all State forest is mature forest. The harvesting of these forests will have a detrimental effect on water resources. A moratorium should be placed on all old growth logging until an ICM policy has been implemented.

Tasmania does not have any suitable forest hydrology catchment experiments to analyse the impacts of logging on water resource. Only 5 research papers out of 537 listed in Appendix 1 are related to the impacts of logging on water yield. More research is required. Forest hydrology models used in Tasmania all have limitations and concerns with the methodology. Tasmania’s forest hydrology model needs to incorporate detailed forest inventory data.

Has had difficulties in acquiring data from Forestry Tasmania for forest modelling research. The forest industry needs to release data for research purposes into the public domain in the form of a web mapping system.

---

6 RFA cl 71 – the only source of special timbers and category 1 sawlog comes from mature mixed forest and rainforest native forest. Clearfell, burn and sow treatments and aggregated retention of these forests changes the ecosystem and eliminates a crop of SST for hundreds of years. Only low impact harvesting should be allowed. Forestry Tasmania refuses to supply evidence that the harvesting rate of SST is sustainable.

RFA cl 6 Attachment 10 – there has only been a few trials. There is no widespread implementation of these methods.

RFA cl 98 – a review has been done for eucalypt, deep red myrtle and blackwood but not for other species.

RFA Att 12.28 – this is not being done. Wastage is a main reason for public condemnation of the industry.

---

7 The RFA does not reflect the National Forest Policy Statement.  
The RFA is not forward looking. It is troubled by controversy. Some of Australia’s best scientists and some conservation groups have been critical of the RFA.

The Review helps strengthen the industry point of view of world’s best practice. The problem lies with the forest model, one that results in an end goal of quick growing, short rotation trees primarily for woodchips and pulp. The rural community, non-wood perceptions and the special species timbers have become lost. There is a lack of balance or stasis.

Global warming can be expected to effect change in all areas covered by the RFA. What was public risk is being transferred to the private sector.

Clauses of the RFA and TCFA have not been subject to review in 2002 or this time. Questions decision on what should be reviewed. Suggests those that are reviewed are weighted towards what industry perceive as acceptable. Land use and landscape change has reached a critical level and that areas outside of the review scope must be considered.

No.	Issues
-----	--------

Plantations did not receive a lot of attention in the RFA. Important facts about plantations have not been included in the *Sustainability Indicators for Tasmanian Forests* report.

Plantations are causing a significant land use change in Tasmania. Measures in TCFA to reduce conversion of native forest on private land are 8 years away. Plantations have spread rapidly on former agricultural land - increasing by 6,000% since 1985. The comparative (by size) rate of plantation establishment is greater than other states.

The expansion of plantations is fuelled by MIS. The decision on the review of MIS schemes was disquieting. There is considerable agitation amongst a proportion of the farming lobby.

The 2020 Vision to treble Australia's plantation area needs to be revised. Rotation lengths for plantations are likely to be short. Investors are not interested in longer rotations. The Sustainability Indicators Report could have reported the proportion of company plantations managed on short term rotations.

Concerned about the increase in private timber reserves and the lack of reporting in the Sustainability Indicators Report. It is not known what percentage of PTRs accrue to private forested land, farmland and state forested land.

The Sustainability Indicators Report should report what land on which plantations have been established was previously used for. Areas of Private Timber Reserves (PTR) could be mapped and tables provided of regional coverage. Commercial forestry has targeted areas of least biophysical risk and close to ports and mills eg Meander Valley, North East, Huon Valley. This focus may have been generated by a CRC research paper.

It is difficult to find out what the actual rates of conversion from farmland to plantations are.

Development of a land use model for crops and pastoral use in the State would give a more realistic picture to the potential loss if the land is converted to plantations. Here will be pressure on class 3-5 land for conversion to plantations. The current classification of forestry as an agricultural crop has to cease. There is community dissent over proposed changes to the PAL Policy.

The Sustainability Indicators Report has nothing on distance of forests from mills or ports. This explains the expansion of plantations in the north east.

The distinction between "farm forestry" and "industrial corporate forestry" is not well defined. Potentially large forestry companies lease land and own the forests on farms. The definition of farm forestry should be based on more than size of land holdings and developed through independent research.

Much of the current community unrest over forestry relates to the biophysical footprint of land use change. The inter-linkage of the key elements and combined effects are the core problem. Any place provides ecosystem services. This thinking is not clearly spelled out in the RFA.

Ecosystems face a double whammy effect from the model currently employed of replacing ecosystems with much simpler ones. Rapid global warming potentially will affect all variables. It is unlikely that corporate interests will change quickly enough without government intervention. The problem lies with not considering the whole as a whole and not invoking the precautionary principle.

Assessing ecosystem services should be a part of the RFA review process.

No.	Issues
-----	--------

Provides comments on the Sustainability Indicators Report:

Criterion 3:

Active management of forest health is weighted to plantations. The report does not identify whether active management relates to both private and public plantations but indicates it is mostly on public land. It is astonishing that Forestry Tasmania directs its energies to the health of plantations. Information is not given on how much of the plantations are short or long term rotations (80 years) or monoculture or mixed regrowth. Asks if the remaining native forests are left to care for themselves and if Warra is the only site monitored for this Criterion.

The report does not inform how serious the *Phytophthora cinnamomi* disease is. Given further projected droughts the problem will remain significant.

No information is provided on the health of soils following short rotations, the interconnections in complex forest ecosystems, how replacement ecosystems affect such interconnections or the lack of a complete biophysical audit of ecosystem services.

Gilbert's research in 1958 gave rise to the clearfall, burn and sow techniques and gave credence to industry interests. It is unlikely such burns would fulfil any greenhouse gas monitoring levels. Comments on research findings on the loss of carbon during regeneration burning. Climate change will increase incidences of bushfires. Expresses concern of what the impact of large scale fires would be in Tasmania.

Criterion 4:

No mention is made in the reports of the debate on the impact of plantations on water yield from catchments. The Forest Practices Code does not mention water yield. The current Code review should include this issue. Refers to findings on modelling of the Launceston water supply, the 2004 Senate Plantations Committee report, the 2004 CRC for Sustainable Forestry's statement on plantation water use and various scientific papers and presentations. Conversion of mature forest to plantations or regrowth forest has long term impacts on water yield.

Tasmanian data on the proportion of catchments under plantations should be available at the small catchment level. This data should be tied to new PTRs, coupe size, position and geology. Is disappointed that the State Policy on integrated catchment management is not to be progressed.

Refers the Reviewer to a report on the TasLUCaS modelling tool. Questions what the forest industry and NRM regions responses were. There is no scientific consensus on that plantation conversion is ecologically sustainable. Precautionary principle is not exercised in registering PTRs.

Criterion 6:

With the decision on MIS taxation and the likelihood of the pulp mill proceeding competition for land for agriculture or plantations is likely to intensify. The government is ignoring the land use change that is happening. Stakeholders are unhappy, marginalised and left out of decision making. Several factors have not been addressed.

Aboriginal and European settlement patterns need urgent recognition. Loss of rural landscapes to forestry can be rapid. Many of the agricultural landscapes are quintessentially Tasmanian and unique. The complexity and variety of the landscape in a small area is a vital part of Tasmanian scenes and is recorded in the literature.

No.	Issues
-----	--------

Tasmania is the most forested of all States. Its forest ecosystems are complex. Special species timbers illustrate Tasmania's changing values and perceptions. In the 19<sup>th</sup> Century they were revered. Products made then still fetch high prices. These timbers are today trashed or sold cheaply. Some special species are never mentioned, but burnt. The contribution of understory trees and ferns to aesthetics and their historical significance to the forest has not been considered significant. Forestry Tasmania's big trees list is narrow in what is measured and considered big or valuable.

The RFA did not consider all of Tasmania's forest communities. The RFA was supposed to end debate on forests but it did not.

The cultural landscape is being destroyed by tree plantations. The traditional rural landscape is what tourists value. Iconic places are little value if the journey to them is boring. Plantations are visually uniform and lack complexity. Tasmania's landscapes are unique in scenic diversity within short distances. They represent cultural 19<sup>th</sup> century landscapes painted by colonial artists. A large part of the private land landscapes are inadequately protected. The landscape changes will adversely impact on tourism and the Tasmanian brand.

Papers consistently report community responses to plantations, usually negative. Independent research is urgently needed. Community unrest on this issue over the last 10 years is overpowering. Plantations are taking over prime agricultural land. Perception studies are required in Tasmania, as none have been done. Comments are provided on studies of community impacts done in plantation areas of NSW and Victoria. The loss to tourism and agriculture of continued plantation development has not been calculated.

Pollination services rely on leatherwood trees which are not replaced in plantations. The apiary industry needs resource security. Beekeepers say that the TCFA funding will only be used to provide access for special timbers.

The lack of flexibility to change the RFA is one of its most detrimental aspects. We don't know what the consequences of climate change will be. It must be considered in this review. The precautionary principle needs to underpin the approach to forestry.

Governments cannot afford to ignore climate change. Short rotations used in plantation managed investment schemes are not growing an industry for carbon storage or sawlogs. Scientists have been aware of global climate change and effects for decades. Well researched and monitored forestry practices are crucial for sustainable land and water management.

To allow the RFA to proceed unchanged for another 10 years, given the information on climate change, is unconscionable.

Rainfall is a factor that may change in Tasmania. Significant parts are suffering from recent drought. Indications are that this will become more common in the future. Rainfall affects rainforest distribution and reduces tree growth in plantations.

Climate change is likely to increase the incidence of bushfires in Tasmania. The RFA appears to make no provision for mandatory wildfire management or policy by plantation companies. The statewide fire management policy mentioned in the review documentation does not appear to be publicly available and may not contain what experts recommend.

No.	Issues
-----	--------

Even low impact fires can have detrimental effects on young plantations. The location of plantations must address the fire management costs across a rotation, and the location of settlements downwind. Asks is there prescribed burning policy to reduce fuel loads in plantations. Rainforest are being replaced with eucalypt which is prone to fire. Urgent research is required into fire incidence and intensity.

Global warming may increased the demand for Class 1-3 lands.

The RFA took Tasmania in a backwards direction. Industry cherry picked what they wanted and ignored the rest. Precautionary principle was not considered. The science was uncertain and the information incomplete. The TCFA process was even less transparent.

Science has been hijacked. The industry regulates itself. The Code provides minimum standards to be achieved and is full of non-legally binding statements. The one stop shop approach is a problem. Foresters are not trained in land use planning.

Forestry exempted itself from the Land Use Planning and Approvals Act and other acts. The Resource Management and Planning System objectives are not included in forestry acts eg Historic Cultural Heritage Act. The Australian Heritage Commission determined how the process would proceed under the RFA. Little has changed in the way that forest landscapes are managed since 1997. The reviewer is referred to Mackey's 2005 report on his review of the Historic Cultural Heritage Act. Tasmania's inaction on the recommendations of the review is reprehensible.

Cultural landscapes are mentioned nowhere in the forest practices system and no cultural heritage officer is employed. The industry continues to rely on site appraisal. There is inertia and unwillingness to address cultural heritage landscape values. This is in contrast to what is happening elsewhere in the world.

The PAL State Policy is currently under review. There is community disquiet that the new policy might make it easier for plantation companies to establish new plantations on small land parcels. The problem is classifying plantations as an agricultural crop. This gives industry a further advantage over other land uses.

Water loss through plantations was not included in the Tamar Region NRM Strategy in 2001. Refers to a recent NRM conference in Launceston and a presentation by Professor Lindenmayer.

The EPBC Act has heralded change in Australia's heritage. The previous legislation relating to the national estate has been watered down. There is a disjunct or absence relating to heritage protection in Tasmanian legislation, planning schemes and forestry policy. The forest industry has capitalised on weak legislation and planning. Clause 72 of the RFA was not subject to review. Heritage values have not been assessed with integrity. The Forest Practices Code does not mention cultural landscape. It relies on untrained FPOs to identify heritage sites. The industry does not employ anyone with cultural landscape expertise. Only 4 of the listed research publications and 8 pages of the Sustainability Indicators Report relate to heritage. Tasmania's forest and rural landscape heritage is disappearing. Only 46,000 ha of protected land is classified IUCN Category V. Asks how much of this is on private land.

Private land that may contain heritage is not mentioned in the Sustainability Indicators report. Relies on a FPP to identify heritage. Recherche Bay is an example of the system not sufficiently identifying heritage values.

No.	Issues
-----	--------

The independence of government from commercial interests is questioned. Tasmania needs good and wise government.

The saddest part of the polarised forestry debate is the inability of authorities to confront change. The RFA entrenched plantation expansion without independent checks and balances. Responsibility for risk has been transferred to the private sector and local government.

MIS schemes do not value natural capital and ecosystems. The value of native timbers is dismissed. Asks what research is conducted on the impact of climate change on special species. Australia already has sufficient wood to meet its needs. Tasmania has to compete in the international market, which is a risk. MIS investors are carrying the risk that expected returns may not be realised.

Forest ecosystems are at risk due to climate change. The commercial plantation industry is also at risk. Tasmania is littered with failed plantations from the 1930s on what is now marginal land.

Soil is the building block for life. Asks how much research is directed to the health of soils under plantations? The precautionary principle has been ignored in respect to soils.

Commercial companies don't carry the risk of changed water yield in catchments. Disappointed that the Sustainability Indicators report did not report data on aspects of coupes and PTRs across catchments. This information needs to be made public. The public responsibility for water delivery is being passed to individuals or community organisations. By not initiating studies to determine change the system is not required to change. A Senate committee recommendation for water audits to assess the impacts of plantations on water does not appear to have been done.

Fire is a major future risk. The impacts of plantations on fire management and wildfire behaviour is not well understood. Asks what is the State's fire management policy on plantations and what measures are in place to manage fire risk from plantations?

Forest activities have resulted in increased traffic on roads due to log trucks which pose a safety risk. These risks are borne by the community and local councils. Safety standards for trucks have not been adhered to. Statistics on road counts would help illustrate the pattern of road use by log trucks.

A detailed survey of tourists response to plantations and landscape change is required. As land use and landscapes change so does the risk associated with what the changes mean for tourists. The government and industry transfer this risk to the private individual and community. More research on this transfer is required

The RFA does not reflect the National Forest Policy Statement.

The RFA is not forward looking. It is troubled by controversy. Some of Australia's best scientists and some conservation groups have been critical of the RFA.

The Review helps strengthen the industry point of view of world's best practice. The problem lies with the forest model, one that results in an end goal of quick growing, short rotation trees primarily for woodchips and pulp. The rural community, non-wood perceptions and the special species timbers have become lost. There is a lack of balance or stasis..



No.	Issues
-----	--------

Global warming can be expected to effect change in all areas covered by the RFA. What was public risk is being transferred to the private sector.

Clauses of the RFA and TCFA have not been subject to review in 2002 or this time. Asks who decided what should be reviewed. Suggests those that are reviewed are weighted towards what industry perceive as acceptable. Land use and landscape change has reached a critical level and that areas outside of the review scope must be considered.

Plantations did not receive a lot of attention in the RFA. Important facts about plantations have not been included in the *Sustainability Indicators for Tasmanian Forests* report.

Plantations are causing a significant land use change in Tasmania. Measures in TCFA to reduce conversion of native forest on private land are 8 years away. Plantations have spread rapidly on former agricultural land - increasing by 6,000% since 1985. The comparative (by size) rate of plantation establishment is greater than other states.

The expansion of plantations is fuelled by MIS. The decision on the review of MIS schemes was disquieting. There is considerable agitation amongst a proportion of the farming lobby.

The 2020 Vision to treble Australia's plantation area needs to be revised. Rotation lengths for plantations are likely to be short. Investors are not interested in longer rotations. The *Sustainability Indicators for Tasmanian Forests* report could have reported the proportion of company plantations managed on short term rotations.

- 8 Supports the RFA. Reports show that forestry is undertaken lawfully, sustainably and with no long term detriment to the environment.
- The use of wood is making significant impact on reducing greenhouse gas.
- The security provided by the RFA has led to investments by industry and job creation. However, this has been hindered by an anti- forestry campaign outside of Tasmania.
- There has been a concerted move to certify forest products in the market. Supports the adoption of suitable schemes.
- Reports show agreements have been implemented and sustainable forest management achieved. Limited data on social and economic issues compared with environmental issues. Disappointed with the lack of data on social impacts.
- Reports show commitment to reservation. If the reports were used in a court of law then the court should rule that harvesting is carried out in accordance with the RFA. Report shows that it is nonsense to claim that forest is being destroyed in Tasmania. Only governments and industry are doing research on forest ecology, not environmental groups.
- RFA has succeeded in protecting the environment, partially successful at encouraging investment but yet to be enough data on its long term social benefits.
- Biological diversity indicators have been extensively studied and reported including all key elements: ecosystem diversity, species diversity and genetic diversity. Evidence is available to review the status of many threatened species. No evidence that forestry is a threatening process.
- Productive capacity indicators are well documented. Many figures are only a snapshot in time. Indicates that the health and vitality of forest ecosystems are being maintained. Control of wildfires is a major issue for rural communities.

No.	Issues
	<p>Soil and water have been extensively reported on.</p> <p>Encouraged by the detailed monitoring of forest practices plans and water quality and quantity. Important that Tasmania maintains advantage of abundance of fresh water.</p> <p>Forestry is the science of maintaining forests not deforestation. Replanting the forest after harvest does not contribute to carbon emissions. Research shows managed forest is a carbon sink and carbon is stored in wood and wood products eg paper.</p> <p>The use of wood for energy production is preferable to non-renewable sources. Home heating units are more efficient and wood power station developments have addressed emission concerns. A power station close to the forest would reduce visual impact of regeneration burning.</p> <p>Lack of downstream processing is creating a balance of trade problem</p> <p>Jobs and business opportunity are the main social benefits that need to be maintained. Logging roads support bushwalking, apiary and tourism.</p> <p>Disappointing that data on the importance of forests to people is weak.</p> <p>The Wielangta Case has undermined legislative framework for sustainable forest management. Believes the decision was flawed.</p> <p>Concerned at the granting of tax deductibility for donations to environmental organisations. Donations are being used to fund campaigns to undermine forest management.</p> <p>Notes the progress of implementation of RFA and TCFA commitments and the extent of the CAR reserve system documented in the reports. The reserve figures may be understated, as they appear to exclude local government reserves. The reserve system should be enough to conserve forest, ecosystem, threatened species and Tasmania's reputation.</p> <p>Review should consider the reports in full rather than the meaning of words or allegations of poor performance. Lack of data on social impact does not detract that the RFA has been implemented and achieved ESFM. Demonstrates a strong case for adoption of a rolling 20 year agreement to increase certainty for investment and well being of timber communities.</p> <p>Report findings must be presented in a way that they can be readily understood by the public. Mass communication strategies such as fact sheets, graphics, maps and photos need to be considered. Urges the review to confirm that RFA is result of sound policy and is achieving ESFM. Should confirm that the RFA provides the opportunity for major economic and social development.</p>
9	<p>Has no faith in integrity of the RFA processes.</p> <p>Tasmania has the highest proportional rate of native forest logging and lowest rate of proportional rate of economic return. The State is proposing vast increases in both. Such can only be achieved through a severe breakdown of management.</p> <p>No bodies outside industry have an influence in the RFA processes.</p>
10	<p>Supports the review not being aimed at renegotiating the RFA – important for security of contractors. RFA should be amended to provide a 20 year rolling agreement.</p>

No.	Issues
-----	--------

Continuing reservation of native forests since 2001 impacts adversely on contractor quotas and long term contracts. Increase in plantations and TCFA funds are not enough to address these impacts. Indicator 6.1a shows the reduction in wood production since 2002-03. No provisions in place to deal with the socio-economic impacts of this. TFIDP funding falls well short of what is required.

TFCA members have had difficulty accessing TFIDP funds due to contract uncertainties.

Continuing debate on native forest use has created market uncertainty. A reduction in debate about the status of Tasmania’s native forests and a 20 year rolling RFA would help to combat these perceptions.

Alarmed that real wages have risen less than the national average. This will lead to future problems for the industry. Awaits data for Indicator 6.5c.

Concern with different approaches to forestry by local government.

Concern with implementation of alternative harvesting techniques in old growth wet eucalypt forest (aggregated or variable retention). Outcomes for contractors to date mixed. Concern that current subsidy payments to contractors will be removed with no ability to absorb the increased costs.

---

11 Supports the RFA.

The Huon Valley is now benefiting from value added investments in the industry and tourism resulting from the RFA.

Past resource loss to reserves resulted in closure of local timber processing industry. New sawmill and veneer mill in Huon adding \$40M to the economy each year and directly employing about 100 people.

Concerned that reserve area will be renegotiated as green groups pushing for larger world heritage area – this should not happen under the RFA

Tasmania must continue to explore options for use of harvest residues as feedstock for a biomass energy plant. This is consistent with increasing international recognition of wood as a renewable energy source and effectiveness in reducing greenhouse gas emissions. This will assist adoption of alternatives to clearfall harvesting and reduce smoke from forest regeneration burns.

Export of peeler logs expected to cease in favour of export of peeled veneer.

The impact of the Tahune Airwalk, Island Specialty Timbers and Forest Festival on the Huon economy is significant. A full social and economic impact study should be undertaken.

Congratulates Forestry Tasmania Huon District for recognition of sustainable forest management by the UN FAO Asia Pacific Forest Commission.

---

12 Social and economic benefits of the RFA are understated in the reports eg employment. Employment figures require more work to capture everyone directly or indirectly employed in the industry. ABS data do not accurately reflect the true employment.

CRA social and economic assessments need to be repeated at each review.

Need to develop sound methods to report against the new indicator 6.4.d and better capture employment information.

---

No.	Issues
	<p>An important aspect overlooked is the forest industries contribution to the ability to fight wildfires as recently experienced at St Marys. Endorses State Governments current forest fuel reduction program.</p> <p>Concerned that the CRC project to gather data on the importance of forests to people may overlook values that people traditionally hold may be ignored in favour of newer values. Many traditional values are similar to those examined under the indigenous criteria. Some values are being compromised by recent changes to society in rural areas. St Marys has witnessed a clash of values with new settlers moving into the district, which creates conflict. This should be studied and reported under Indicator 6.5c. South Sister should be a case study for the National State of the Forests Report.</p>
13	<p>Contends that evidence presented in Wielangta Case did not support Justice Marshall’s finding and noted that it is under appeal.</p> <p>Congratulated both governments on amending the RFA following Wielangta decision.</p> <p>Considers Judge’s findings re the Convention of Biological Diversity ignored biological diversity target of conserving at least 10% of each of the world’s ecological regions. Review Reports show 47% of native forests reserved. Could be argued that 95% is effectively conserved under the Permanent Native Forest Estate Policy (TCFA).</p> <p>RFA is protecting priority species. All operations with a forest harvesting plan are lawful and sustainable.</p> <p>Wants RFA period extended for another 20 years then continued as a rolling 20 year agreement. This will give greater confidence in international markets for Tasmanian forest products.</p>
14	<p>Timber harvesting is a part of Bruny Island.</p> <p>Published management plans for State forest meet RFA requirement.</p> <p>Increased reservation of forests on Bruny has resulted from the RFA.. These reserves provide key habitat for threatened species.</p> <p>The PFRP has funded protection of several areas of private forest. This together with NHT funded projects are contributing to long term survival of several threatened bird species.</p> <p>Crop and pasture damage by browsing native animals is of concern and threatens the viability of some farms. Members are involved in process to find effective alternatives to 1080.</p> <p>RFA is working to provide a balance between timber production and conservation.</p> <p>Wildfire has devastating impact on forests and endangered species habitat. Supports further measures to reduce the risk of wildfire.</p>
15	<p>Establishment of plantation tree farms has had a positive contribution to the Preolenna community. During the 1990s farmers were facing an uncertain future with poor land sales. Dairying was no longer viable. Plantations were the saviour of the community. It continues to thrive.</p> <p>The RFA and TCFA created massive conservation reserves in the area. Plantations are going to be very important in maintaining timber needs.</p>

No.	Issues
-----	--------

Request that positive benefits of plantations are highlighted and that the community's views be incorporated into the Forestry CRC's research on community attitudes to plantations.

- 16 Limited time has been made available to research and prepare a submission. The scope of the review is too limited. Comment on matters or issues prior to the 2002 review are precluded.
- The RFA has failed to adequately protect environmental values, modernise the industry, protect jobs or improve Tasmania's image.
- Areas of old growth and high conservation value which were originally agreed to be reserved are now being harvested.
- A Commission of Inquiry is a more appropriate mechanism for investigations into the timber industry and the role governments play in facilitating non-reporting of under performance.
- The reporting against milestones and goals is partially complete and fails to highlight or identify problems. The reporting at times creates a false and misleading impression.
- Examples are given:
- RFA Attachment 11 should report that threat abatement plans, recovery plans and threatened species strategies have not been prepared for all species.
  - TCFA industry grants are an industry prop-up – doesn't support sustainability principles.
  - RFA Attachment 11 should report that there is a major gap in understanding by the forest industry of continuous improvement processes under the ISO system.
  - TCFA should report the breach of the Prime Minister's election promise to protect old growth forest in the Styx and Florentine Valleys.
- Since 1988 the industry in Tasmania has received over \$700m in taxpayer subsidies. During this time there has been a decrease in sawmills and boutique industries, closure of towns and an unregulated land grab by the plantation sector in competition to conservation of private land. Government subsidisation policies have precluded market forces. Protecting inefficiencies of resource extraction. Failure to price native forest product to reflect true costs provides an incentive to continue native forest logging. Discounts for long cartage distance make logging of remote forest more economic. Forestry Tasmania consistently underperforms financially yet does not raise prices in response to cost changes. Governments reward businesses for under performance.
- \$0.5m has been allocated to Forestry Tasmania since 2005 to build access roads to the Weld and Upper Florentine. This policy is in conflict with market expectations and understanding.
- Nippon and Mitsubishi have indicated they will not accept woodchips from Tasmanian old growth forest and high conservation value areas. Government has allocated over \$128m to reinvent the sustainability logging wheel.

No.	Issues
-----	--------

The Australian Government has given over \$50m to subsidise plantations on private land. It also facilitates a taxation benefit to participants in MIS schemes. This has delivered a plantation explosion across Tasmania. This has compromised the effectiveness of government programs to establish private forest reserves and protect land at Mole Creek. The taxation benefit has inflated land values making it impossible to establish conservation covenants. These problems have not been reported in the review. The Australian Government must remove its artificial financial incentives for plantation establishment. A cap must be placed on the number and location of plantations. A detailed social impact study must be undertaken.

Does not agree with claims that a sustainable forest management system is in place when that system does not contain any indicators as to what constitutes sustainable.

A key element of the RFA was directed to development and employment for other forest users. The RFA has failed because its focus was on wood production. The forest practices system precludes and fails to protect the rights of beekeepers, organic farmers or tourism operators. No bidding arrangements exist for allocation of forest to others. The practice of governments financially supporting the RFA at any cost needs to change. The RFA must be abandoned and a new legislative framework established to facilitate industry as outlined by the Forest Stewardship Council.

The Forest Practices Authority must be disbanded and replaced with an independent environmental protection agency. The Tasmanian forest practices system is a legislative whitewash. There is no requirement to monitor impacts on human health of regeneration burns. Exemptions are given from the Environmental Management and Pollution Control and Threatened Species Acts. These exemptions are not recorded under criterion 7. There is no legal requirement for companies to consult with neighbours and stakeholders, or to protect the rights and interests of other forest users. The system is not transparent in regard to third party appeal rights.

The review fails to report on compliance issues of the Wielangta decision. Since the RFA was amended, Forestry Tasmania has logged Arve Loop Forest Reserve and failed to rule out construction of a private road through Mt Victoria reserve. The world's 3 largest trees have been allowed to be destroyed by escaped regeneration burns within reserves in the last 3 years. The CAR reserve system has enabled logging to continue in high conservation value areas and offers no real legal protection.

No legislative requirements for the forest industry to protect water catchments. The State Policy on Water Quality Management is not prescriptive. There is no means of determining the impact of forestry on water quality and quantity.

The Forest Practices System indicates a joint policy of inaction and deliberate non-regulation. It is supported by weak, confusing and optional codes of practice and protocol agreements. These ensure that the industry and governments are not exposed to reporting compliance or subject to legal action. This will ensure that there will be no change in forest practices.

The review fails to report that Forestry Tasmania is in the process of removing forest management plans with the intention of establishing a non-prescriptive statewide plan.

No.	Issues
-----	--------

The greatest failure of the RFA is the creation of a system which denies the public access to information and limits the extent of public participation in decision making. There is no transparency in the forest practices system. There have been deliberate delays in providing information under the FOI Act. The central database does not make plans available.

Understands that there is an exemption under the policy announcement that Gunns and Forestry Tasmania had stopped conversion of native forest to plantation but are unable to find information on how this will be applied.

The FPA is unable to provide information in a timely manner and does not understand what is publicly available documentation. It is secretive in regards to changes to management prescriptions and provides no instruction on any appeal process. There is no policy instructing how consultation will be undertaken. The advice of the CFPO is often at odds with the Minister and FPP documentation.

An ESFM system of denial has been created by the RFA that is incapable of change and incorporating new information. The most potent example is the joint government response to global warming. The RFA makes provision for biomass energy plants and continues to allow regeneration burning. Impacts of climate change are not acknowledged, reported or subject to any policy of restraint.

The Tasmanian Government has enacted legislation to enable up to 50% of threatened vegetation to be removed or degraded without a permit. This should be dealt with under amended threatened species legislation.

---

17 Concerned with:

- destruction of threatened species and their habitat.
- destruction of old growth and high conservation value forest.
- inadequate community consultation processes.
- competency of forest practices officers.
- lack of evidence of landscape scale planning for forest viability.
- lack of independent, peer reviewed science for forest management prescriptions.
- risk management of *Phytophthora*.
- inadequacy of land clearing legislation.

Suggests:

- land clearing legislation administered through local planning schemes, with increased penalties. Broad acre land clearing must be outlawed.
- Major increase in conservation reserves in NE Tasmania.
- Independent review of forest management prescriptions.
- No logging in *Phytophthora* free forests.
- Control of weeds, especially *Pinus radiata*.
- Scientifically qualified forest practices officers.
- Genuine community participation in forest management.
- Abolish Private Timber Reserves.
- Remove forestry exemptions from Threatened Species and EPBC Acts.

Attached correspondence with the Forest Practices Authority.

---

No.	Issues
18	<p>RFA has lead to an increase in security for regional communities and increased investor confidence.</p> <p>Since 1995 \$1.4b invested in new processing techniques &amp; plantations - \$700m in plantations and \$700m in upgrading and new processing plants. This investment is spread throughout Tasmania. Long term benefit flows to the environment due to encouraging afforestation and slowing land clearing.</p> <p>Cites AGO report of a reduction in greenhouse gas emissions in Tasmania from 1990-2004. Tasmania on track to achieve targets of 75% of 1990 levels in 2010. Forestry is a leader in this reduction.</p> <p>Recommends extension of RFA and an “ever green rolling agreement”.</p>
19	<p>Consider the RFA to be inadequate, and the State and Commonwealth have abrogated their responsibilities.</p> <p>RFA is failing to establish a n adequate CAR reserve system on private land. Current logging is often targeting important biodiversity without prior assessment. Private forests are being mined. RFA private land conservation obligations have not been met.</p> <p>RFA has been used to exempt Gunns pulp mill project from full assessment by relying on the inadequate RFA comprehensive regional assessment. Provides an example of a CRA map of endangered species habitat.</p> <p>Land clearance is a EPBC Act threatening process. Asks why threatened species habitat is allowed to be logged. Submits that this is against the public interest.</p> <p>The 2004 draft recovery plan for Spotted Tailed Quoll has not been completed or implemented. Activities under the RFA are likely to drive the Quoll towards extinction. Current rare listing is inadequate. Logged forest is not providing breeding habitat for the quoll. Key habitat is being converted to plantation.</p> <p>Impacts of the RFA will be exacerbated by climate change. This should be considered in the review.</p> <p>Gunns’ pulp mill will expand and intensify native forest logging and expansion of plantations. The pulp mill will pollute the air and marine environment. Plantations are not forests or agricultural crops.</p> <p>Impacts of RFA on forest dependant species may not be recoverable. There is no assessment of threatened ecosystems in Tasmania or the significance of multiple threatened species on a site. Assessment of impacts of forestry on biota are inadequate. Management of threatened species is by prescription by forest practices officers under an inadequate self regulatory system funded by industry. Critical habitat is not protected. Tasmania does not adequately fund threatened species protection. Industry has influence over employment within the FPA and control of scientists. The precautionary principle is not used in the Forest Practices Act nor a definition of sustainable management.</p> <p>RFA has increased Private Timber Reserves. PTRs ensure that all suitable private land is swallowed up. Expansion of forestry will cause an escalation of community conflict, lead to catchment degradation.</p> <p>Air pollution form forestry burns has an adverse effect on health of Tasmanians.</p>



No.	Issues
-----	--------

Expansion of plantations on cleared land will reduce the viability of farms. They should not be regarded as agricultural activity under PAL policy. Plantations threaten adjoining land use. Draft fire standards have been ignored. There are inadequate buffers.

Forestry is scarring the landscape. There is no protection of cultural heritage landscapes. These are important for tourism. Tourism employs more people than forestry.

Forest industries continue to be subsidised to undertake socially and environmentally offensive actions. These are likely to expand in the next 10 years. Councils struggle to maintain roads. Forestry is a heavy road user.

The RFA denies the opportunity to curtail forest extraction and clearance. CAR reserve system has been criticised as inadequate.

Forest industry is unsustainable. Not reasonable that full impacts of the RFA are not considered and attempts to do so fail the EPBC test. The Commonwealth should assess the impacts of the RFA.

RFA provisions for voluntary private land conservation were not adequate. Permanent forest estate provisions remain inadequate. They should protect high conservation value forests from development. Funds for the PFRP were inadequate.

The CRA was a farce. Errors on private land mean it should be done again. Conservation priorities other than vegetation such as threatened fauna habitat should have been given more weight especially on private land. Regional targets should have been used in the RFA to map old growth such as in the PFRP.

The public have no appeal rights in the Forest Practices System. If a person complains they get attacked.

E. ovata forest is important for swift parrot foraging habitat. It occurs within DSC community but is not recognised as conservation priority in the PFRP. Targets under the PFRP for private land have not been met At the end of the program (under 50%). The Review needs to look at what has been lost as well as reserved. Private Forests Tasmania repeatedly failed to refer land to the PFRP. They failed to understand that conservation needs to be embraced. They should not have any conservation role as they are conflicted. Many FPPs were not referred to the PFRP by the FPA.

The FPA do not adequately manage threatened species. Management by DPIW is under resourced.

Most local governments allow forestry and plantations as permitted uses in Planning Schemes. Discretionary use would better support private land conservation.

The PFRP Advisory Committee had a strong development bias. The views of the submitter are not represented by the TCT on the Committee. Conservation incentive payments at market rates are needed to compete with forestry. The PFRP was too slow. Too much time was spent initially writing documents.

There is still an opportunity to protect land that was not completed under the PFRP if more incentives were offered. The FCF will not fix the problem. Urgent attention to private land conservation should result from this review. Mining of private native forests is a crime. The RFA has failed nature.

Private conservation funding is inadequate compared to plantation MIS funding.

No.	Issues
	<p>Opposes the RFA in its entirety. It has proved disastrous for Tasmania's forests. Advocates a smaller industry with greater employment and greater conservation of biodiversity.</p>
20	<p>Supports the RFA and TCFA.</p> <p>Confident that forestry is sustainable. Sustainability Indicators Report shows forestry delivers multiple benefits.</p> <p>The Styx and Florentine Valleys are still icons for the environmental movement despite 65 years of industrial forest harvesting. Their world heritage values have been assessed as part of the RFA.</p> <p>The Derwent Valley is the site of plantation development for the Norske Skog newsprint mill. These plantations have little impact on water resources.</p> <p>Plantation area figure in the reports is less than the December 2006 figures published by PFT. Less than 25% of the area of native forest cleared for agriculture and development.</p> <p>Plantation development has resulted from 2020 vision. This policy is achieving its goal.</p> <p>RFA and legal framework has resulted in Forestry Tasmania and a private company gaining certification under the Australian Forestry Standard. Tasmanian timber can be marketed as legal and sustainable.</p> <p>The environmental success of the RFA should be the basis for extending the agreement beyond 2017. This will encourage further investment in timber production and tourism. An example is the Maydena Hauler proposal. Seeks a recommendation for an amendment to the RFA for an evergreen contract.</p>
21	<p>The Institute of Forests of Australia's policies identify objectives and concerns which must be incorporated by forest managers, governments and communities. Recommends that these be considered when assessing progress with implementation of the RFA.</p> <p>Recognises the high level of commitment shown in developing the reports for the Review.</p> <p>Recommends review avoids addressing public comment and criticism which seeks to broaden agreed terms or reference, definitions or processes to include unrelated and inappropriate forest management and policy concerns.</p> <p>Recommends the Governments commit to finalising agreement to recommendations from the review in a timely manner.</p> <p>Supports the TCFA commitments as an appropriate response to changing industry and community factors. Notes the significant progress made in implementing the RFA. The TCFA commitments cannot be adequately assessed at this time.</p> <p>Sustainability Indicators provide a comprehensive, practical and relevant overview of progress. Recommends that Tasmania's RFA implementation progress be compared with that of other States.</p> <p>Conversion of non-forest land to non-forest agriculture should be monitored to ensure natural and cultural values on private land are protected.</p> <p>Current knowledge on vascular plants and vertebrate fauna is high. Improved systems have reduced risks of extinction. Supports initiatives for development and implementation of economically responsible and practical management systems.</p>

No.	Issues
	<p>Recognises the benefits of the CAR reserve system for maximising genetic diversity.</p> <p>Maintenance of a commercially viable resource is necessary. This relies on maintaining a critical base line forest area to meet future production needs. Concerned about contraction of land available for timber production. Plantations and native forest are complementary resources that support multiple use objectives.</p> <p>Unmanaged phytosanitary threats jeopardise the health of forests. Concerned that tourism in forests may encourage the spread of weeds, pests and pathogens and suggests educational material be prepared for forest users.</p> <p>Intensity and frequency of fires are likely to increase due to climate change. Further support should be considered to ensure suitable levels of controlled burns are undertaken to mitigate the threat from wildfires.</p> <p>It is difficult to quantify the impacts of natural factors and human activity on soil and water values. Values have been adequately protected through legislation and voluntary measures in current management systems. Current monitoring levels are practical. More intensive monitoring cannot be justified. Prescriptions for forestry are more rigorous than those for other agriculture.</p> <p>Questions the exclusion of plantation forests in forest contribution to global carbon cycle indicator and why the impact of wildfires is not reported.</p> <p>Concerned the level of previous ABS reporting on forest products is no longer done. Recommends Australian Government commits funding to enable forest related data to be reported.</p> <p>Forestry is a legitimate land use. Unlike other land uses forestry must comply with the Forest Practices Act and Code. Reporting against legal framework indicators may be open to debate as to accuracy.</p>
22	<p>Reports demonstrate that forestry is a totally renewable industry with long term social, economic and environmental benefits.</p> <p>Meander area (Mother Cummings Peak, Smoko, Warners Sugarloaf, Jackeys Marsh) was site of past forest protests. These areas have now grown back after harvesting. Photographs should be incorporated into the reviewers report. Environmental groups have not been able to embrace the environmental credentials of the RFA.</p> <p>Water quality has been a major issue of debate. Supports the objectives of the River catchment water quality initiative funded under the TCFA. The DPIW pesticide monitoring program show limited detection of pesticides in monitored streams below safe health levels. Outcome partly a result of investment by industry in GPS technology and application in chemical spraying operations.</p> <p>Concerned that many reserves in vicinity of Meander and Western Tiers are yet to have an approved management plan. Plans are important for neighbours on issues such as fire control, weed and wildlife management. Fencing is an important issue with the reduction in 1080 use to control browsing animals. Details of plans could be added to the Parks and Wildlife reserve list.</p> <p>Plantations are not taking over prime agricultural land despite community contention. Refers to the recent report by Private Forests Tasmania.</p>

No.	Issues
	<p>Reports provided for public comment demonstrate the RFA has been successfully implemented. Reports should be republished in a format that is more easily understood by local government councillors.</p> <p>RFA should be extended for a further 5 years following the review and successful completion of future reviews.</p>
23	<p>RFA has been successful from an environmental and social perspective. It has delivered significantly improved knowledge of forest values and uses.</p> <p>The RFA has delivered certainty and stability to industry and stimulated investment in value adding.</p> <p>There are a number of actions which require ongoing commitment from government and industry.</p> <p>The RFA represents one of the most important land use policy initiatives ever.</p> <p>The Review structure and the content of the Review reports are supported.</p> <p>Public land reserve targets have been met on public land where possible.</p> <p>RFA has delivered on protecting oldgrowth values.</p> <p>Detailed maps of forest are an important communication medium.</p> <p>Forest management planning in Tasmania is world class. Production forestry is independently monitored and laws enforced.</p> <p>Suggests review may wish to consider ways in which information on timber production from public and private lands might be combined to provide a more complete picture.</p> <p>Biosecurity and fire management issues are becoming increasingly important. The threat of wildfire, especially in reserves, has a serious potential impact on production forests. Better fire management strategies are needed to reduce this threat, including better access routes for fire-fighters.</p> <p>Regulation to maintain soil and water values is maintained at a high level across all tenures and exceeds those applied for non-forestry land uses in Tasmania</p> <p>The forest industry is well placed to make an important contribution to reducing Australia's greenhouse gas emissions. The review may consider options to promote forestry, including development of models to determine the carbon balance of Tasmanian forests taking account of factors such as regeneration burning, harvesting and replanting.</p> <p>Tasmanian forests provide the resource for many industries which employ more than 10,000 Tasmanians. Reliance will increasingly shift from older native forest to plantations and regrowth. The TCFA shifted plantation sawlog yield from 25% to 40% of projected supply. Need for governments and industry to provide a critical mass to ensure the transition is successful.</p> <p>Need to ensure Aboriginal cultural and heritage values of forests are protected. The new legislation planned by the Tasmanian Government will be an important step towards this.</p> <p>RFA and TCFA have provided a framework for sustainable forest management. There is a greater degree of transparency and more public participation.</p> <p>The RFA requirements for public CAR reserves have been met. There has been substantial progress to meeting the TCFA reserve commitments.</p> <p>Lack of progress of Forest Conservation Fund noted as a concern</p>

No.	Issues
-----	--------

CAR reserve system has been one of the most successful outcomes of the RFA. However, this has meant that industry adjustment and compensation measures have been necessary for loss of resource access.

Pleased with progress on commitments for ESFM including improved management planning, forestry practices and reporting.

Private land strategy is to maintain forest area (under the Permanent Native Forest Estate Policy) rather than a specific volume. The Policy is consistent with the national framework for vegetation management. Concern that amount of private forest available for harvest is undertaken on an area as opposed to a specific volume.

There is emerging concern that reserves present a significant threat to production forest assets. The reduction of fuel loads deserves urgent attention.

Industry’s commitment to ESFM is demonstrated through support for the CRC for Forestry. Information from research program will be used to develop forest management prescriptions. Research provides benefits for industry and forests. Investment in CRC is \$84M over seven years.

There is a need to focus on implementation of industry development initiatives now the reserve and ESFM ones are largely implemented. A more strategic approach to industry development, including skills and training, collection of data and community engagement processes should now be adopted.

Resource security is of paramount importance to industry. There has been a reduction in resource area and volume available since the 1980s. Resource security legislation has been enacted and is critical to industry security. This could be enhanced by implementation of a 20 year performance based roll-over of the RFA.

---

24 40% of current annual wood harvest in Tasmania comes from private land, substantial part of which is owned by members. Forestry is an important element of many farmers’ business.

Strongly supports the RFA. Resource security remains critically important. Without resource security investment in private forestry and processing would not happen.

Strong interest in seeing RFA commitments honoured. Notes that most have been. This should be highlighted in the review report.

A good report card is critical to extension of the RFA beyond 2017. Urges both governments to initiate discussions on extending RFA beyond 2017 using the “evergreen” model so that resource security in the forest and forest products industry is ongoing rather than to one-off “horizons of security”.

Strong advocate of the position of both governments that forest conservation on private land must be voluntary. PFRP delivered significant conservation gains despite perpetual covenants limiting appeal to landowners. Remains to be seen how FCF develops – an evolutionary step forward.

Concept needs to move beyond one-off payments to ongoing stewardship payments.

Recommendation of the first review to develop a process to improve collection of social and economic data has clearly not been progressed.

Urges both Governments to rectify deficiencies in data collection re social and economic implications relating to forest management and use.

No.	Issues
-----	--------

Little development of carbon accounting in forest management context. Is developing strongly in Australia and internationally. Urges the Reviewer to introduce carbon accounting and tree growth into the review report. Urges both Governments to expand consideration of carbon accounting in relation to forest management as an important element of 10 Year Review.

RFA is a very good example of how governments can regulate natural resource use so that natural resource values are protected and social and economic benefits secured.

25 Is committed to the RFA predicated on the original promise of security of access to a high quality resource to sustain industry's needs. This commitment should not be taken as a given due to concerns on the extent of the commitment to long term resource security. Private sector investment is linked to resource security.

The measurement of success of the RFA is not in the measurement of individual commitments or indicators but in the extent of the three legs of triple bottom line being achieved.

Considerably more attention has been given to achieving environmental outcomes and insufficient attention to the social and economic factors. Much more work is required in these areas. The suggestions of the RPDC in this respect have not been heeded. Little effort appears to have been made to redress the paucity of information. The environmental movement have been the "squeaky wheel".

RFA is at its midpoint. Industry needs data on which to make decisions beyond 2017. Recommendation 5.1 in the 2002 review has not been implemented. Data needs to be collected at a level equivalent to the CRA to provide a measure of success of the RFA's social and economic objectives. Disappointed with lack of commitment by the Parties to undertake the work. The work by the Forestry CRC referred to will not provide the outcomes recommended by the RPDC.

The industry has undergone significant changes since the CRA especially as a result of the TCFA. Loss of resource will have an impact on the ability to supply 300,000 m<sup>3</sup>/yr of sawlog. These impacts need to be evaluated. Constant reductions in area available for supply of timber are of concern. Sovereign risk continues to undermine investment confidence. This needs to be evaluated.

There are areas where the policy framework of the overarching intergovernmental agreements within which the RFA operates has not been pursued to the maximum extent possible eg National Forest Policy Statement section on plantations. The PAL State Policy currently under review needs to take account of the NFPS commitments. There should be no further restrictions on plantations on agricultural land. The principles of NFPS and PAL have been frustrated by the actions of some local councils. A new State Policy is required to enshrine the Forest Practices Code as State Policy.

The Parties have not substantially responded to RPDC recommendation 5.2. The intent of Attachment 12 needs to be clarified as a priority.

There remains a significant role for the Parties in making the public more aware of the outcomes of the Agreements. Public debate is characterised by claims often based on misinformation and ignorance. Governments must provide resources. Much of the TCFA funding for this purpose remain unspent.

No.	Issues
-----	--------

RFA is half way through its term. Investment horizon for industry is only 10 years – this is insufficient. The RFA was designed to provide certainty of resource access. This has not been the case. The TCFA reduced the available resource and was promulgated without industry consultation. Proposes the RFA be converted to an evergreen, rolling 20 year agreement with continuing 5 year reviews.

The RFA is premised on the greater use of younger sawlogs. The Parties need to monitor log quality and quantity to ensure a viable processing sector. The sustainability indicators do not monitor log quality only volume. Suitable indicators need to be developed and tracked. Sawlog grown logs will be a significant component from State Forest from 2020. These will be a lower quality than current native forest grown logs. Average log size has been decreasing. Sawmills will require significant refits to process plantation grown logs.

Indicators should be considered for: average log volume, diameter distribution, average product value, log grade specification changes.

Solid wood volumes should not be confused with legislated high quality sawlog volumes.

Volumes of harvested logs in tables differ due to differing methodologies. None are appropriately detailed. Details of log categories should be reported, as Forestry Tasmania do for State forest.

Neither the volume nor value of wood products is reported in Indicator 6.1.a. More meaningful analysis should be undertaken.

Indicator 6.1.d could be valuable but Australian Bureau of Agricultural and Resource Economics data is useless at the State level. Resources need to be expended to estimate parameters on exports and imports to the State. Tables 6.1.d.1-3 should be removed.

The focus of reserve management should be related to the purpose for which the reserve was created and must report on ecosystem health. Questions whether reserving an area protects ecological integrity. Management of reserved ecosystems needs to be considered over 100s of years rather than 5-10 year timeframes. Many forest ecosystems rely on regular disturbance for health and regeneration.

Absence of effective management is the main threat to national parks. A shortage of funds contributes. Adequate management regimes and sufficient long term funding must be in place prior to proclamation of new reserves. Environmental management systems should be in place for reserves.

Ecosystem health of reserves must be monitored and reported.

Supports the monitoring of forest contributions to global carbon cycles. The forest industry plays a major role in minimising greenhouse gases. It is a net sequester of carbon. Establishment of plantations on cleared land represents a significant opportunity to sequester further carbon.

These opportunities are restricted by a number of government policy settings which seek to placate those opposed to forestry. Policies need to be re-examined if Tasmania is serious about combating climate change eg reserving old growth forests and generation of renewable energy from biofuels.

The storage of carbon in processed wood products is not well understood. Or accounted for in the NCAS. The increased use of wood should be promoted for the carbon storage benefits over alternative materials.

Future reporting should include carbon stored in forests by tenure and in wood products.

No.	Issues
26	<p>The RFA represents a seriously flawed policy. The TCFA achieved little in satisfying forest conservation target needs and continued misguided a policy of public subsidisation of logging of old growth and high conservation value forests. Need to end industry grant programmes, old growth logging and export woodchipping.</p> <p>Policies are needed that provide for protection of high conservation value forests. There should be no interference with market forces.</p> <p>Attached a document produced in 2006 that outlines forest areas requiring protection and a plan for industry change. Also attached the submission to the 2002 RFA review. Many issues raised in this submission have gone unaddressed but remain relevant.</p> <p>Highly sceptical of the intentions of governments conducting this review and the outcome. Despite the 2002 submissions there has been few positive changes. The Governments have further eroded public confidence in the RFA and the review process by amending the RFA after the Wielangta Case.</p> <p>Logging and land clearing contribute at least 30% of Tasmania's greenhouse gas emissions. Despite this the RFA and TCFA do not mention it. Forests are a carbon bank. Stored carbon is released when land is cleared of trees, when trees are burnt or rot or when they are used for short term products such as paper. Regenerated forest relogged will never replace initial carbon losses. Protecting forests will help combat climate change. The RFA needs to be updated to consider carbon release and climate change consequences of logging and include protection of carbon dense forests.</p> <p>The proposed pulp mill represents a serious threat to the well being of Tasmania. The RFA has provided a mechanism to shield the use of native forests for the mill to escape environmental assessment. The pulp mill will intensify logging and entrench dependence on the woodchip industry. The pulp mill has corrupted many aspects of Tasmanian systems.</p> <p>The TCFA delivered \$250m of public money to the timber industry. This is on top of other funding over decades totalling over \$750m. The public expectation that this investment would be used to reduce logging of high conservation value forest has not happened but has been used to fund their destruction. Remaining TCFA funds must be invested in a transition away from logging these forests.</p> <p>Logging continues in domestic water catchments. Studies show logging seriously affects water quality and quantity. Plantations can reduce water flows by 50%. Chemicals regularly show up in water tests. Logging of these catchments is unacceptable and is denying down stream users their rights. The RFA fails to acknowledge this, and the review does not consider the impacts.</p> <p>Logging continues to destroy wilderness and World Heritage values. Forestry operations near the eastern and northern boundaries of the TWWHA threaten and destroy values.</p> <p>The Federal Court found that Tasmania was failing to protect 3 threatened species, a breach of the RFA. While under appeal the finding is unequivocal in condemnation of existing logging practices. Instead of amending practices the governments amended the law. This is a serious inadequacy for administering the RFA.</p>



No.	Issues
-----	--------

The RFA was touted as a major mechanism for maintenance of employment in the industry. Levels of logging have been maintained but jobs in manufacturing have decreased. This is attributable to the RFA policy direction and the dependence on export woodchipping. Since the TCFA there has been further job losses in the forest, at Forestry Tasmania and much uncertainty in the softwood sawmilling sector.

A key reason that Japanese customers are rejecting Tasmanian woodchips is because of the pulp mill project. A policy direction to reduce reliance on bulk commodity exports is needed.

The RFA has created an industry with high dependence on a public resource with little or no transparency or public accountability. FOI requests have been refused. Blatant breaches of the Forest Practices Code have gone unprosecuted. The unwillingness or inability of the FPA to act highlights fundamental failures of the entire system.

Public access to public forests is restricted by gates and exclusion zones. This is to hide destruction by logging.

New reserves in the Styx and Tarkine are welcome but fail to address conservation needs of the Tasmanian community. Outside of these areas reservation was limited to scattered small reserves. Not suitable for logging. The reserves fail to acknowledge new scientific understanding. Calls for more protection in the 2002 review went unheeded. This is a serious flaw in the review process.

The decision to ban 1080 on public land was welcome but came from political pressure, not the review process. The use of 1080 on private land is an indictment on the RFA and a blot on Tasmania's reputation. Encourages the review to ensure private landowners end 1080 use.

The recent decision to end broadscale land clearing is welcome but fails to protect the forests in question – they can still be logged, burnt and reseeded. This policy shift was not driven by the RFA review process but from pressure from international forest certifiers. The extent of the phase out is unclear. Information on what areas can still be cleared is difficult to obtain. The RFA still permits land clearing for other uses. This needs to be addressed as dams are likely to become more important.

---

27 The RFA is causing the slow destruction of forests as they are converted to monocultures and not adequately conserving unique forest types. The TCFA is a political fix that entrenched industry while purporting to reserve more forest. Well researched and properly monitored forestry practices are crucial for ecologically sustainable land management.

An article in Tasforests appears to comply with the letter of, but not the spirit of, commitments in RFA attachment 11.2 to publish a description of sustained yield methodology on public land.

Current forest practices are not sustainable and reduce the future yield of special species timbers.

The Tasmanian forest industry is stealing from the future. Security of resource supply is not happening for special species timbers. Clearfell, burn and sow regime is not suitable for special species.

Tasmania's forests are minute on a world scale but have produced some of the finest timbers. The RFA and TCFA have entrenched a progression from producing high quality products to low value products.

<b>No.</b>	<b>Issues</b>
	<p>Current policies are flooding the market with special species timbers at a low price. This cannot continue. The industry is yet to show how it plans to continue supply indefinitely. Has requested Forestry Tasmania to provide detailed information on areas and volumes in special species management units but received no response.</p>

## Appendix 4 Table 1 A preliminary review of Attachment 12 commitments

Clause of Attachment 12	Comment	Proposals
<b>Implementation</b>		
<p>3. The Parties agree to contribute in appropriate ways to the implementation of the specified actions within this Strategy:</p> <ul style="list-style-type: none"> <li>• The Commonwealth agrees to support the Strategy by providing funding as in clause 101 of the Agreement for a number of specific actions; and</li> <li>• The Commonwealth agrees that its contribution to funding for other actions for which it is responsible, or jointly responsible, will be obtained through existing industry development and vocational skills programs. The Commonwealth will encourage Tasmanian applications for assistance under these programs, for actions included in this Strategy.</li> </ul>	<p>Dot point 1 was completed prior to the 2002 Review.</p> <p>Dot point 2 has been superseded by the TCFA.</p>	<p>No further report and review required.</p>
<b>Generic Industries Development Actions</b>		
<p>4. The Parties agree to jointly implement the following generic actions:</p> <ul style="list-style-type: none"> <li>• Microeconomic reforms, including those in the National Competition Policy and reforms for both land and sea transport, aimed at improving the competitiveness of Australian industry.</li> <li>• Facilitating production and marketing networks between existing and emerging industry participants, including by: <ul style="list-style-type: none"> <li>- facilitating access to relevant Commonwealth assistance programs to develop integrated industry structures and strategic partnerships (i.e. networks); and</li> <li>- export facilitation.</li> </ul> </li> <li>• Continuing to jointly assist in funding, where appropriate, pre-feasibility and feasibility studies for</li> </ul>	<p>Dot points 1 and 2 – are broad not limited to the forestry sector, but pursued through COAG reform agendas.</p> <p>Dot point 3 is specific to the forest industry in Tasmania.</p>	<p>While action in relation to dot points 1 and 2 will no doubt be maintained, only need to report at progress on Dot Point 3 at next Review.</p>

Clause of Attachment 12	Comment	Proposals
<p>Forest based industry projects which have strategic significance and economic potential for the State and the nation.</p>		
<p>5. The State agrees to implement the following generic actions:</p> <ul style="list-style-type: none"> <li>• Ensuring the dissemination of market information through key industry groups working with industry to develop voluntary product quality systems (similar to Tasmania’s “Quality Wool” program) and, where applicable, to develop packaging and presentation systems similar to those used by Tasmania’s manufacturers that compete successfully in national markets.</li> <li>• Introducing an integrated development approval system and land leasing system for Public Land which complements the principles and provisions of the State’s planning and environmental legislation.</li> <li>• Utilising the “one stop shop” strategy for “over the counter” or electronic transactions involving approvals, licensing and payments.</li> <li>• Examining requirements for basic electricity, water and transport infrastructure in key areas for development to achieve international competitiveness.</li> </ul>	<p>Dot Point 1. This is a generic action across all industry sectors. Specific forestry sector initiatives are reported in other sections of this Report.</p> <p>Dot point 2 – the State no longer plans this generic action.</p> <p>Dot Point 3. This is being implemented as part of core business across State agencies.</p> <p>Dot Point 4 – this is part of the core business of a number of State agencies and is not specific to forestry.</p>	<p>No further report and review required.</p>
<b>Generic Employment and Skills Development Actions</b>		
<p>6. Both Parties agree to facilitate the coordination of programs between Government departments, industry and training providers to ensure efficient and effective delivery of training covering the important areas of:</p> <ul style="list-style-type: none"> <li>• business management and planning</li> <li>• use of technology in all aspects of industry</li> <li>• safety and effective work practices</li> <li>• marketing and marketing</li> </ul>	<p>This is a generic action across all industry sectors. Specific forestry sector initiatives are reported in other sections of this Report.</p>	<p>No further report and review required.</p>

Clause of Attachment 12	Comment	Proposals
technology <ul style="list-style-type: none"> <li>• design.</li> </ul>		
7. The State will work with industry to coordinate on-the-job training curricula with the Tasmanian College of Technical and Further Education, the University of Tasmania and other training providers to maximise consistency, efficiency and effectiveness of on-the-job and off-the-job training while minimising the disruption to operations.	This is a generic action across all industry sectors. Specific forestry sector initiatives are reported in other sections of this Report.	No further report and review required.
8. The Commonwealth will continue to provide advice and assistance through its industry programs to eligible businesses (including forest based businesses), in the areas of: <ul style="list-style-type: none"> <li>• research and development</li> <li>• commercialisation</li> <li>• business and strategic planning (including quality management and benchmarking)</li> <li>• business networks</li> <li>• business licensing</li> <li>• innovation</li> </ul>	These functions have been superseded by the advent of the Forest and Wood Products Australia.	Future reviews should only report on forest-sector specific initiatives of clause 8.
9. Though the Department of Industry, Science and Technology, the Commonwealth will continue the funding of a dedicated Forest Industries Client Manager to promote the development of Forest based industries in Tasmania. The client manager will establish and maintain contact with all companies in the wood and paper sector, to assist them in identifying and accessing relevant industry development programs.	This initiative was completed in 1999 and reported at the 2002 Review.	No further report and review required.
<b>Specific Tourism Industry Development Actions</b>		
10. The Parties will jointly facilitate sustainable tourism development by the following actions: <ul style="list-style-type: none"> <li>• Providing resources to maintain the environment and heritage values of existing and new reserves.</li> <li>• Providing resources for the visitor infrastructure and services required by markets in existing and new reserves, including Commonwealth</li> </ul>	Dot points 1,2, and 3 commitments are reviewed in Section 3.5.1 of this Report.  Dot point 4 is a commitment to provide opportunities for organisations to apply for programs	Continue to report at next Review except dot point 4.

Clause of Attachment 12	Comment	Proposals
<p>funding under the RFA for the establishment of two new major interpretation facilities at suitable locations.</p> <ul style="list-style-type: none"> <li>• Examining opportunities for funding, through the Natural Heritage Trust, projects to implement elements of the Tasmanian Statewide Walking Track Strategy.</li> <li>• Providing the opportunity for eligible organisations in Tasmania to apply for grants under Commonwealth government tourism development programs.</li> </ul>	<p>that are available from time to time.</p>	
<p>11. Tasmania will facilitate tourism industry development through the following marketing actions:</p> <ul style="list-style-type: none"> <li>• analysing markets and targeting State campaigns accordingly.</li> <li>• identifying the core preferred destinations of the “free independent traveller” and facilitating the provision of appropriate infrastructure and services.</li> <li>• encouraging the year round use of Tasmania’s national parks and other reserves through marketing, information and interpretation.</li> <li>• introducing a state-wide tourism signs policy in light of the results of the recent Arthur Highway Pilot project.</li> </ul>	<p>These commitments are reviewed in Section 3.5.1 of this Report.</p> <p>All dot points reflect ongoing core business of relevant Tasmanian government agencies and are not specific to forest tourism.</p>	<p>No further report and review required.</p>
<p>12. Tasmania will on a continuing basis examine opportunities under Commonwealth programs for research into sustainable tourism.</p>	<p>This commitment should be an ongoing endeavour for numerous Tasmanian Government agencies.</p>	<p>Continue to report at next Review.</p>
<p>13. Tasmania will facilitate sustainable tourism resource development by the following actions:</p> <ul style="list-style-type: none"> <li>• Detailing priority locations / areas that have significant potential for nature based tourism development.</li> <li>• Developing investment briefs for identified sites with potential for major investment in nature based tourism developments, e.g.</li> </ul>	<p>These commitments are reviewed in Section 3.5.1 of this Report.</p> <p>All dot points reflect ongoing core business of relevant Tasmanian government agencies and are not specific to forest tourism.</p>	<p>Continue to report at next Review.</p>

Clause of Attachment 12	Comment	Proposals
<p>Freycinet, Cradle Mountain, Mt Wellington and Lake St. Clair.</p> <ul style="list-style-type: none"> <li>Consulting with the tourism industry, consistent with the Tourism Protocol Agreement for the management of visitor impact.</li> </ul>		
<b>Wood and Wood Products Industry Development Actions</b>		
<p>14. Both Parties agree to implement the national “Plantations for Australia: The 2020 Vision” for expanding plantations in the Tasmanian context.</p>	<p>Implementation of Vision 2020 is continuing. See Section 3.2.11 of this Report.</p>	<p>Continue to report at next Review.</p>
<p>15. Both Parties will jointly facilitate development of the resource, on which the forest industries and related employment depends, by the following actions for which specific funding will be provided by the Commonwealth under the Agreement:</p> <ul style="list-style-type: none"> <li>Expanding the level of intensive management of hardwood forests on Public Land, including:</li> <li>pre commercial thinning of very young eucalypt plantations and regrowth forests;</li> <li>commercial thinning of young eucalypt plantations and regrowth forests;</li> <li>establishment of new eucalypt plantations for sawlog production; and</li> <li>improved planning to facilitate subsequent thinning in newly regenerated native forests.</li> <li>Establishing new special species timber resources (e.g. blackwood plantations and fenced regeneration).</li> <li>Supporting research and development into alternative, chemical-free pest and weed control systems for intensively managed forests.</li> </ul>	<p>Superseded by TCFA commitments.</p>	<p>Reports on TCFA commitments only for the next Review.</p>
<p>16. The State will facilitate softwood plantation resource development and related employment opportunities by</p>	<p>This continuing commitment is reviewed in section</p>	<p>Continue to report at next Review.</p>

Clause of Attachment 12	Comment	Proposals
expanding the current rate of softwood plantation establishment.	3.2.11 of this Report.	
17. The Commonwealth will provide specific funding under the Agreement for the construction of essential infrastructure to provide more efficient access to forest resources and to reduce haulage impacts on existing routes, noting that these new roads will also give access for other forest users and for the general public.	This commitment was fully met prior to and reported on in the 2002 Review.	No further report and review required.
<p>18. The Parties will jointly facilitate wood and wood products industry development and related employment opportunities by the following actions:</p> <ul style="list-style-type: none"> <li>• Continuing to support programs to educate the public on issues of forest management and on the suitability of wood as an environmentally acceptable raw material for a wide range of uses.</li> <li>• Continuing the funding of research, including specific funding under the Agreement, into new processing technologies and market opportunities to assist in the transition from old-growth to regrowth and plantation resources including: <ul style="list-style-type: none"> <li>- new sawing and seasoning techniques (e.g. pre-drying, solar kilns, thermal vacuum systems);</li> <li>- technologies for manufactured wood products (e.g. panel products, laminated beams, paper); and</li> <li>- commercialisation of new technologies (e.g. kiln drying).</li> </ul> </li> <li>• Supporting a new emphasis in furniture design and marketing that complements Tasmania’s existing success in “one off” design for high value, but focuses on product lines more suited to large scale production for medium to high value markets.</li> <li>• Investigating opportunities to improve forest harvesting</li> </ul>	<p>Dot points 1, 2 and 4 –Both Governments are supporting initiatives through a variety of programs. See section 3.4.3 and 3.4.4 of this Report for details.</p> <p>Dot Point 3. The Governments report that a variety of initiatives have been undertaken in this area.</p>	Continue to report at next Review.



Clause of Attachment 12	Comment	Proposals
technologies by, for example, the design of log trucks.		
<p>19. The State will facilitate wood and wood products industry development by the following actions:</p> <ul style="list-style-type: none"> <li>• Supporting the development by industry of comprehensive reports on market trends, commodity and log price information and supply and demand factors facing the timber, pulp and paper, panel and woodchip industries.</li> <li>• Amending the terms of reference of the FFIC to provide advice on: <ul style="list-style-type: none"> <li>- a strategic overview of the market for forest products (including specifically export logs) and the preference for maintaining and increasing domestic processing in Tasmania; and,</li> <li>- the encouragement of the development of downstream processing in Tasmania, such that the preferred market for growers is within the State.</li> </ul> </li> <li>• Maintaining an Internet site for Tasmanian timber, open to all industry participants to provide a new method of marketing and increasing awareness of individual products.</li> <li>• Continuing to support the Tasmanian Wood Design Collection, through sponsorship and other assistance by Forestry Tasmania, through continuing the biennial exhibition and purchase program and through seeking further opportunities to use the collection to advertise Tasmanian wood design nationally and overseas.</li> </ul>	<p>Dot points 1, and 3 – continuing actions see Section 3.4.3 of this Report.</p> <p>Dot point 2 - completed prior to and review in 2002 Review.</p>	<p>Continue to report on dot points 1, 3 and 4 at next Review.</p>
<p>20. The Commonwealth will facilitate, through FISAP and other programs, industry development for the Private Forests sector by the following actions:</p> <ul style="list-style-type: none"> <li>• Assisting in the expansion of private planting including by</li> </ul>	<p>These commitments are continuing.</p>	<p>Continue to report at next Review.</p>

Clause of Attachment 12	Comment	Proposals
<p>encouraging partnerships and joint ventures between property owners and investors.</p> <ul style="list-style-type: none"> <li>Assisting the State in programs aimed at achieving increased numbers of Private Forest owners managing and improving productivity in their forests.</li> </ul>		
<p>21. The Commonwealth will facilitate through the FISAP and other programs, overall industry development by the following actions:</p> <ul style="list-style-type: none"> <li>Providing assistance for sawmilling industry redevelopments, on a case by case basis. The assistance is designed to help industry adjust to predominantly regrowth and plantation resource supplies while achieving value adding investments, improved productivity and international competitiveness.</li> <li>Encouraging the use of “Crown Cut” regrowth veneer, for construction and renovation projects that involve the Commonwealth, including by promotion: within Commonwealth purchasing agencies; and within design specifications.</li> <li>Advocating the use of wood and wood products sourced from regions covered by RFA’s and from regions where the Commonwealth has removed export controls on wood sourced from plantations, on the basis that they: <ul style="list-style-type: none"> <li>are recognised as sustainably managed; and,</li> <li>will be considered by the Commonwealth to have environmental credentials such that there is no basis for discrimination against such products on the issue of sustainability.</li> </ul> </li> </ul>	<p>Dot point 1 – superseded by TCFA. See Section 3.4.3 of this Report.</p> <p>Dot Point 2 – see Section 3.4.3 of this Report. No longer relevant.</p> <p>Dot point 3 – see section 3.4.7 of this Report.</p>	<p>Continue to report at next Review on dot points 1 and 3 only.</p>
<p>22. The Parties, based on the Agreement, will promote the sustainability of Tasmanian wood products in domestic and international</p>	<p>See section 3.4.4 of this Report.</p>	<p>Continue to report under the TCFA commitment at the next Review.</p>

Clause of Attachment 12	Comment	Proposals
markets.		
<p>23. The Commonwealth, as part of the Wood and Paper Industry Strategy and other programs, will facilitate skills development in enterprises and workplaces by:</p> <ul style="list-style-type: none"> <li>• Development of programs within the harvesting, sawmilling, and furniture manufacturing sectors as part of the <i>National Small Business Best Practice Professional Development Program</i>.</li> <li>• Assistance in the form of Network grants for sawmilling and furniture small to medium enterprises in the Commonwealth's <i>Technology Support Centre Program</i> for technology transfer. Grants for sawmilling enterprises would assist in the use of advance timber seasoning concepts, and for furniture manufacturing enterprises, would assist the adoption of intricate and high volume computer controlled processing.</li> <li>• Working cooperatively with the relevant agencies to promote and market <i>National Vocational Education Training</i> packages in Tasmanian forestry and ecotourism.</li> <li>• Encouraging Tasmanian applications for funding under the <i>Industry Skills Centres Program</i> in the areas of: <ul style="list-style-type: none"> <li>- Plantation and intensive Native Forest silviculture;</li> <li>- Sawing and seasoning;</li> <li>- Packaging and consignment for export;</li> <li>- Merchandising and marketing;</li> <li>- Catchment management; and</li> <li>- Ecotourism</li> </ul> </li> <li>• Encouraging the uptake of the Commonwealth's work-based <i>New Apprenticeships Program</i>.</li> </ul>	<p>Some of these programs are no longer available. Skills and training commitments superseded by the TCFA - See section 3.4.9 of this Report.</p>	<p>No further report and review required against these commitments.</p>
<p>24. The Parties will jointly facilitate skills development by:</p> <ul style="list-style-type: none"> <li>• Encouraging Australian National Training Authority assistance,</li> </ul>	<p>Some of these programs are no longer available. Skills and training</p>	<p>No further report and review required against these</p>

Clause of Attachment 12	Comment	Proposals
<p>through the Forest and Forest Products Education Skills Company and the Tasmanian Forest Industry Training Board, of <i>Vocational Education and Training in Schools</i> in the areas of:</p> <ul style="list-style-type: none"> <li>- Ecotourism;</li> <li>- Information Technology including mapping, communication, engineering and construction; and</li> <li>- Forestry.</li> </ul> <ul style="list-style-type: none"> <li>• Encouraging the adoption of the Commonwealth's <i>School - Industry Links Demonstration Program</i> by local forestry and ecotourism businesses in regional centres in Tasmania.</li> </ul>	<p>commitments superseded by the TCFA - See section 3.4.9 of this Report.</p>	<p>commitments.</p>
<b>Minerals Industry Development Actions</b>		
<p>25. The Parties will jointly facilitate minerals industry development and related employment by the following actions:</p> <ul style="list-style-type: none"> <li>• Implementing the Regional Minerals Program for the Western Tasmanian Minerals Province, to enable development of an optimal development strategy for the minerals industry.</li> <li>• Actively advocating and supporting the Agreement as providing secure access to those areas having land tenure suitable for minerals exploration and mining.</li> <li>• Through data acquisition and research, support the development of an improved geoscientific knowledge base at regional and continental scale to promote investment in mineral exploration.</li> </ul>	<p>Dot point 1 – this program has been completed.</p> <p>Dot points 2 and 3 - continuing commitments.</p>	<p>Continue to report against dot points 2 and 3 only at the next Review.</p>
<p>26. The State will provide and maintain relevant databases and search and retrieval systems on line to clients.</p>	<p>Continuing commitment.</p>	<p>Continue to report the next Review.</p>

<b>Actions to develop other industries dependent on access to Forests</b>		
<p>27. Tasmania will facilitate industry development and related employment for wood craft industries dependent on special species timbers by the following actions:</p> <ol style="list-style-type: none"> <li>1. Assessing the potential for additional areas of State Forest in Tasmania to be managed for the long term production of special species timbers and implementing appropriate zoning and management for those areas that are suitable.</li> <li>2. Promoting access to unprocessed and semi processed special species timbers and craftwood and by developing new opportunities for the use of species such as silver wattle and white sassafras, noting that these actions are currently addressed through Forestry Tasmania’s business “Island Specialty Timbers”.</li> <li>3. Supporting the establishment of the “Living Boat Trust” for the registration, preservation and study of Tasmanian’s wooden boats and for the recording of associated history.</li> <li>4. Assisting in the construction of appropriate mooring facilities adjacent to the Shipwrights’ Point School of Wooden Boat Building.</li> <li>5. Promoting and fostering the further development of a viable wood design and fine craft industry.</li> <li>6. Providing seeding funds to boost the marketing role of the Tasmanian Design Development Company, with the following particular emphases on: <ul style="list-style-type: none"> <li>- marketing Tasmanian wood design and fine furniture;</li> <li>- developing potential retail outlets; and</li> <li>- pursuing new markets for corporate crafts through direct representation or establishing a regular presence at fine craft and design fairs throughout Australia.</li> </ul> </li> <li>7. Conducting a study to identify the best potential locations in which to</li> </ol>	<p>Reported under special species section 3.3.2 of this Report.</p> <p>Dot point 1, 4 and 7 completed.</p> <p>Dot point 6 – this is no longer relevant.</p>	<p>Continue to report on dot points 2,3 and 5 in conjunction with TCFA special species commitments at the next Review.</p>

<p>establish “focus areas” for wood design and other fine craft, akin to the Salamanca complex in Hobart, and to foster the establishment of such focus areas in other locations that are shown to be commercially viable.</p>		
<p>28. The Commonwealth will assist the State, in:</p> <ul style="list-style-type: none"> <li>• Maximising the recovery of special species timbers from forests managed for these timbers and from all other harvested forests.</li> <li>• Establishing a trading house and permanent storage facility for wooden boat boards, such that irregular supply and demand patterns can be managed to optimise the long term state-wide recovery of boards suited to wooden boat building from sawmillers processing Huon pine and celery top pine (in particular).</li> </ul>	<p>Dot point 1 - RFA funding has been allocated and spent prior to last Review.</p> <p>Dot point 2 – this is an ongoing commitment.</p>	<p>Continue to report on commitment in dot point 2 only at the next Review.</p>
<p>29. Tasmania will facilitate industry development and employment for other industries dependent on forests by the following actions:</p> <ul style="list-style-type: none"> <li>• Developing and implementing an agreed management plan and licensing system for the harvest of <i>Dicksonia antarctica</i> tree ferns across all available land tenures, to be administered by Forestry Tasmania and the Department of Environment and Land Management and to meet the requirements of the <i>Wildlife Protection (Regulation of Exports and Imports) Act 1982 (Cwth)</i>.</li> <li>• Completing the implementation of the protocol for leatherwood honey management on all Public Land tenures throughout the State, as agreed between the Tasmanian Beekeepers’ Association, Forestry Tasmania, the Department of Primary Industry and Fisheries and the Department of Environment and Land Management.</li> </ul>	<p>Dot Point 1 – completed.</p> <p>Dot Point 2 – see Section 3.5.2 of this Report.</p>	<p>Continue to report on dot point 2 only in conjunction with TCFA special species commitments at the next Review.</p>

