2024–2025 Annual Report



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More information

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Acknowledgement of Country

The NSW Independent Biosecurity Commissioner acknowledges the traditional custodians of the lands on which we work and gather, and their continuing connection to land and waters. We pay respect to Elders past, present and emerging. We pay tribute to the diversity of Aboriginal and Torres Strait Islander peoples, to their ongoing culture and to our Aboriginal and Torres Strait Islander colleagues.



Image: Overhead drone shot of waterways. (Source: Travis De Vries.)

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10 September 2025

The Hon Tara Moriarty MLC Minister for Agriculture Minister for Regional NSW Minister for Western NSW 52 Martin Place SYDNEY NSW 2000

Re: Letter of Transmittal - submission of the Independent Biosecurity Commissioner's Annual Report 2024 - 2025

Dear Minister.

I am pleased to provide you with the annual report of the Independent Biosecurity Commissioner (the Commissioner) for the year ended 30 June 2025, detailing the actions undertaken by the former Commissioner, Dr Marion Healy.

This report has been prepared in accordance with the annual report provisions outlined in section 360R of the *Biosecurity Act 2015* and is submitted to you for tabling in Parliament.

Following the tabling of this report in Parliament, it will be made available for public access from the Commissioner's website at <u>Independent Biosecurity Commissioner | Department of Primary Industries.</u>

Yours sincerely,

Dr Katherine Clift

NSW Independent Biosecurity Commissioner

Katherine Clife.

Foreword



The management of pests and weeds is at a critical point in NSW, with more than 340 weed and 40 pest animal species contributing to a financial cost of at least \$1.9 billion per year.

As the former NSW Independent Biosecurity Commissioner, I am proud to present my annual report to the NSW Government highlighting my activities for the 2024 – 2025 financial year.

Over 12 months, I met with many stakeholders that openly shared their thoughts and views to improve pest and weed management in NSW. Through my engagement I have been fortunate that people from community organisations, peak bodies, government and industry have shared their time and insights to speak about what's currently working well, and what can be improved for a more coordinated approach to pest and weed biosecurity management, compliance and enforcement.

I acknowledge these important insights and views, which together culminated in the completion of work on two priority focus areas on pest and weed management, and delivery of two reports to the NSW Government. These reports outlined my observations on the current system, including findings and recommendations to mitigate the growing

risks and impacts posed by pests and weeds to industry, the environment, culture and our communities.

While there is still much work to do, I commend the NSW Government for already taking early steps to improve our pest and weed biosecurity system, including implementation of a revised Weeds Action Program and Good Neighbour Program. With a collaborative and innovative approach, together we can curb the impact of invasive pests and weeds in NSW.

I encourage everyone to continue working towards biosecurity as a shared responsibility

I would like to acknowledge the dedication and professionalism of my departmental support team. Despite our modest size, the team has consistently delivered high quality work. I also extend my appreciation to the department for enabling the services that allow me to fulfill my functions.

Finally, I extend my gratitude to the many organisations and individuals from government, industry, the environment and the community that have been generous in providing their valuable time and insights to support my work. I have been heartened by the strong desire and willingness shown by all to work together to mature the management of pests and weeds in NSW, and I am optimistic we will see future improvements.

Marion Healy

Dr Marion Healy PSM

Former NSW Independent Biosecurity Commissioner

Year at a glance

The NSW
Independent
Biosecurity
Commissioner
has completed:

2

reports, with a total of

17

recommendations for consideration of the NSW Government.





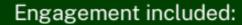
The Commissioner engaged with



public

private

land managers who have pest and weed management responsibilities.



- 361 responses to a public survey
- Held 80+ meetings,
- Attended 15 events,
- Conducted 5 targeted
 workshops with representatives
 of state, federal, and local
 government, industry,
 environment, Aboriginal and
 community groups
- 2100+ webpage views



Figure 1. Year at a glance

About the NSW Independent Biosecurity Commissioner

This is the first report of the NSW Independent Biosecurity Commissioner (the Commissioner), provided under section 360R of the *Biosecurity Act 2015* (the Act). It relates to the period from 1 July 2024 to 30 June 2025.

The Commissioner was established as a statutory role under the *Biosecurity Act 2015* (the Act) on 12 December 2023, reporting to the Minister for Agriculture. The Commissioner provides advice to the Minister, other Ministers and the Government on issues relating to pests and weeds in NSW.

Dr Marion Healy PSM was appointed as the State's first Independent Biosecurity Commissioner, commencing in the role 1 July 2024.



Image: NSW Independent Biosecurity Commissioner presenting to workshop participants. (Source: NSW DPIRD © State of New South Wales).

Stakeholder Engagement

In her first term of establishment and as part of delivering on the work priorities above, the Commissioner focused on engaging with key stakeholders to build meaningful relationships and promote pest and weed management as a shared responsibility.

In 2024-25 the Commissioner engaged with stakeholders over a total **83 meetings** and **20 events.** This includes:

- information gathering and sharing discussions with key NSW government departments and agencies, federal and local government, industry, environment, Aboriginal and community groups
- targeted workshops to elicit views and information from representatives of state, federal, and local government, industry, environment, Aboriginal and community groups
- speaking appointments at conferences and forums on the Commissioner's focus areas and biosecurity matters
- a public survey to facilitate input from a range of organisations and individuals (including private land managers and community groups) about their level of satisfaction and views on the effectiveness of the current management system and opportunities for improvement
- meetings with non-government organisations and individuals about the management of pests and weeds in their local area.

Highlights



4.2/5

Stakeholder rating on overall satisfaction with workshop



4.1/5

Stakeholder rating on ability to contribute during workshop



Image: NSW Independent Biosecurity Commissioner with workshop participants. (Source: NSW DPIRD © State of New South Wales).



Image: The NSW Independent Biosecurity Commissioner presenting at the LGNSW Rural and Regional Summit in May 2025 (Source: Local Government NSW).

Work Program

In 2024-25, the focus of the Commissioner was on building relationships with key stakeholders and completing work on initial focus areas; governance of pest and weed management and compliance and enforcement of pest and weed biosecurity in NSW.

Following appointment, the Commissioner was directed by the Minister for Agriculture to review and provide advice and recommendations on certain focus areas related to the management of pests and weeds in NSW, including:

- Governance Review and make recommendations on governance structures to optimise management of pests and weeds in NSW
- **Enforcement** Consider issues that may be creating a perception of an inconsistent enforcement approach to pest and weed management and make recommendations for improvement.

Review of governance of pest and weed management in NSW

The Review considered existing governance structures and arrangements with a focus on recommending a revised governance model for managing pests and weeds on both public and private land in NSW.

The legislative framework for biosecurity, including requirements for minimising pest and weed risks in NSW manages biosecurity risks and promotes a shared responsibility between government, industry and communities. The strength of the Act comes from its design as outcome-based legislation providing for risk-based decision-making and flexibility to respond to changing circumstances. This strong framework has resulted in NSW being seen as a leader in biosecurity among other Australian jurisdictions.

Despite this, previous reviews have identified a need to improve governance for pest and weed management in NSW to facilitate improved coordination across government and non-government organisations to achieve a more unified approach, coordinated on-ground management, and improved monitoring and evaluation. In light of this, the Commissioner made a total of seventeen findings and ten recommendations to improve governance for pest and weed management in NSW. The Review findings are grouped into five themes as depicted in Figure 2.

These recommendations can be found in **Appendix A**. A copy of the report is available on the Independent Biosecurity Commissioner's website.



Key findings on a review of governance

Strong leadership for coordinated crosstenure outcomes



- · Strengthen state leadership and develop a unified strategy
- Balance government and stakeholder priorities
- · Clearly define roles and responsibilities
- Enhance coordination and management planning
- Leverage synergies across agriculture and environment

Efficient and strategic landscapescale planning and administration



- Streamline administration and decision-making processes
- · Leverage existing geographic boundaries in regional planning and coordination
- Capitalise on relationships between pests and weeds invasion and integrate into planning

responsibilities · Provide clear communications on managemen obligations

Clear expectations of



- Develop arrangements for information and data sharing • Facilitate improved engagement with Aboriginal people
- · Integrate compliance and enforcement into planning

Adaptive management & outcome reporting



- · Strengthen evaluation and performance monitoring
- · Integrate research into management practices
- · Develop a centralised, accurate, information portal

Leverage funding for optimal resource use



- Determine the required quantum of funding necessary
- · Leverage available funds more effectively

Figure 2. Summary of key findings from a review of governance of pest and weed management in NSW.

Exploring perceptions in compliance and enforcement of pest and weed biosecurity in NSW

This report considered issues that may be creating a perception of an inconsistent compliance and enforcement approach for pest and weed biosecurity across both public and private land in NSW.

The Act and associated regulatory framework provide the general biosecurity duty of people to prevent, eradicate, or minimise biosecurity risks and impacts. It is underpinned by a risk and outcome-based regulatory approach that is based on understanding and assessing risks to inform strategic regulatory approaches and specific actions. Under the Act there are a range of tools for managing biosecurity risks and impacts, beginning with extension activities such as education and advice, through to legislated regulatory tools like compliance inspections, audits, biosecurity management plans, warnings and directions to penalty notices and prosecution.

Compliance and enforcement functions for pest and weed biosecurity are a shared responsibility; the Department of Primary Industries and Regional Development (DPIRD) is a primary regulator under the Act, in addition to authorised officers in Local Land Services and other agencies, as well as Local Control Authorities (LCAs) (including local councils, weed county councils or Joint Organisations of councils; JOs) specifically for weeds.

The Commissioner analysed the current barriers and opportunities to improved compliance and enforcement for pest and weed biosecurity under the *Biosecurity Act 2015*.

The Commissioner made a total of ten findings and seven key recommendations. The findings are grouped into three themes as depicted in Figure 3. Recommendations of this report can be found in **Appendix B**. A copy of the report is available on the Independent Biosecurity Commissioner's website.



Key findings enhancing
compliance and
enforcement

Centralised leadership coordination and oversight of regulators



- Strengthen statewide leadership and develop clear, unified and coordinated regulatory service delivery
- Clarify roles and responsibilities
- Mature the governance and oversight of each regulator's and AO's service delivery

Statewide framework for effective planning and regulatory service delivery



- Develop a statewide compliance and enforcement policy and regulatory framework
- Identify and categorise regulatory risks and priorities
- Enhance mechanisms to support strategic and operational intelligence
- Prioritise and allocate resources for landscape-scale, cross-outcome compliance and enforcement with other programs and agencies

Enhanced guidance to build knowledge and awareness of tools



- Develop guidance material to interpret and inform requirements to comply
- Improve usability, access, and awareness of currently dispersed information
- Mature the use of proactive compliance regulatory tools and monitor and evaluate their effectiveness

Figure 3. Summary of key findings on analysis of compliance and enforcement

Status of Implementation of Recommendations

This is the first annual report of the NSW Independent Biosecurity Commissioner. Two reports with 17 recommendations have been provided to the NSW Government delivering on the work outlined above. The status of implementation of the recommendations made by the Commissioner will be reported in the next annual report.



Image. NSW Independent Biosecurity Commissioner presenting to workshop participants. (Source: NSW DPIRD © State of New South Wales).

Appendices

Appendix A. Findings and recommendations to improve pest and weed governance in NSW

Key Findings

Recommendations

Theme 1: Strong leadership for coordinated cross-tenure outcomes



There is a need to:

- strengthen state leadership and develop a unified strategy for pest and weed management
- balance government and stakeholder priorities, noting the strong focus on new and emerging exotic pests and weeds, with weak coordination for established pests and weeds
- clearly define roles and responsibilities across multiple agencies
- enhance coordination and management planning effectiveness

 That the NSW Government create a system of robust leadership and coordination of pest and weed management with strong authorisation and led by a **State Invasive Species Group** consisting of both government and non-government members with an Independent Chair.

Key functions should include development of statewide:

- Strategy and associated rolling Action Plans to manage pest animals, and terrestrial and aquatic weeds
- Compliance and Enforcement Plan
- Research and Innovation Plan for managing pests and weeds
- **Report** to the Minister for Agriculture, provided annually on the implementation status of the State Action Plan, and report on periodic evaluation of the impact of the Strategy, both published on a government website (see **Recommendation 8**).
- 2. That the State Invasive Species Group is supported by, and provides oversight to, two advisory/working groups:
- Technical Advisory Group to provide technical and scientific input into decision making and consist of both government and non-government experts

Key Findings Recommendations leverage synergies across agriculture and • Senior Officials Working Group to implement the plans and decisions of the State Invasive Species Group and consist of senior officers with decisionenvironment. making authority from relevant government departments/agencies. Theme 2: Efficient and strategic landscape scale planning and administration 3. That the NSW government reduce the administrative burden associated with pest and weed planning and management and strengthen landscape scale planning and implementation by: replacing the current separate regional pest and weed committees with a combined There is a need to: regional pest and weed committee, in each of the 11 regions defined by the current Local Land Services regional boundaries streamline administration and simplify decision-making processes revising Terms of Reference for regional committees to specify the member composition, and appointment and recruitment processes with membership to leverage the existing geographic boundaries include both government and non-government representatives, approved by the to strengthen regional planning and State Invasive Species Group coordination tasking regional committees to develop Regional Strategies and Regional Action capitalise on the relationships between pests Plans that align with priorities and actions in the State Strategy and Action Plan and weeds invasion and integrate together in taking into account regional and local issues and priorities and climate event planning. contingency • requiring regional committees to be accountable to the State Invasive Species Group for developing, and reporting on implementation of, regional strategies and action plans, including adapting Action plans in response to changing circumstances. The State Invasive Species Group is responsible for publishing the regional plans and

reports.

Key Findings	Recommendations
	4. That the NSW Government support strengthened governance processes, accountability and monitoring by establishing a Secretariat with strategic, policy, stakeholder engagement and administration skills, that:
	is appropriately funded and resourced and located within the lead department for biosecurity
	ensures the effective functioning of state and regional groups and committees.

Theme 3: Clear expectations of responsibilities across agencies, outcomes and tenure

There is a need to:

- provide clear communications on pest and weed management and obligations
- develop arrangements for information and data sharing
- facilitate improved engagement with Aboriginal people.



5. That the roles and responsibilities of the multiple government departments and agencies, that manage land and/or have obligations under the *Biosecurity Act 2015* (and may have obligations and priorities under other legislation), and key private and non-government groups, are clarified and codified through formal agreements.

The formal agreements should include principles of working collaboratively, such as communications, data and information collection and sharing and facilitating involvement of Aboriginal people in the pest and weed management system.

Priority should be given to:

- development of a communication approach that provides a single point of entry for information and communications about pests and weeds.
- considering further advice provided by the Commissioner as part of a separate review of pest and weed biosecurity communications to landowners and managers about pest and weed management obligations and requirements.
- considering further advice provided by the Commissioner following exploration
 of avenues to enhance the involvement of Aboriginal people and communities in
 pest and weed management initiatives, fostering cultural engagement and
 sustainable practices.

Key Findings

Recommendations



There is a need to integrate effective compliance and enforcement in planning processes.

6. That compliance and enforcement planning, strategies, priorities, guidance and programs for pest and weed management are thoroughly integrated into state, regional and local strategic priorities and plans and action plans.

That the roles, responsibilities and pest and weed management standards be clearly defined. That further advice provided by the Commissioner as part of a separate analysis of pest and weed biosecurity compliance and enforcement be considered.

Theme 4: Integration of expertise for adaptive management and outcome reporting



There is a need to:

- strengthen evaluation and performance monitoring
- integrate research into management practices to enable adaptive management
- develop a centralised, accurate information portal.

- 7. That the Technical Advisory Group be tasked with providing advice on the following high priority focus areas:
- appropriate performance metrics for priority pests and weeds to evaluate the impact of landscape scale planning and management processes
- an approach to use the extensive amount of data collected by government agencies and through other organisations and citizen science to develop detailed heat maps of pest and weed populations in NSW for use in planning and prioritisation processes
- explore available tools and technologies for managing pests and weeds, advising whether the full tool kit is being used, and which additional tools could be deployed and/or developed.

¹ Refer to the NSW Independent Biosecurity Commissioner report - Enhancing compliance and enforcement of pest and weed biosecurity in NSW - Report on issues relating to the perception of inconsistent enforcement of pest and weed biosecurity in NSW

Key Findings	Recommendations
	8. That the State Invasive Species Group monitors implementation of the State and Regional Action Plans and considers the feedback from regional committees during planning and evaluation processes to achieve continuous improvement and adaptive management.
	That the State Invasive Species Group actively assesses the effectiveness of statewide actions and ensure accountability by:
	providing an update on progress against statewide pest and weed plans in an annual report provided to the Minister for Agriculture and published on a government website
	undertaking a full evaluation of management impacts periodically, providing a report to the Minister of Agriculture, and
	publishing the evaluation report on a government website to support transparency and build community trust.
Theme 5: Leverage funding for optimal resource use	
¶ ŏ	9. That the department responsible for biosecurity undertakes a comprehensive review to determine the quantum of public expenditure across the full spectrum of pest and weed management activities and identify opportunities to use resources more efficiently.
There is a need to:	
 determine the required quantum of funding necessary for effective management activities leverage available funds more effectively. 	10. That the State Invasive Species Group reviews and provides advice to government on the most appropriate funding arrangements for sustainable management of pests and weeds, paying particular attention to both public and private funding and resourcing, and opportunities to improve leveraging of funding, resources and programs.

Appendix B. Findings and recommendations to improve compliance and enforcement of pest and weed management in NSW

Key Findings Recommendations

Theme 1: Centralised leadership coordination and oversight of regulators

There is a need to:

- strengthen leadership of regulatory service delivery of the *Biosecurity Act 2015* and develop a clear, unified and coordinated approach to the current disparate regulatory compliance and enforcement delivery across the three groups with regulatory roles and responsibilities (DPIRD, Local Land Services, Local Control Authorities)
- clarify the roles and responsibilities of all parties involved in regulatory service delivery of biosecurity legislation to provide clear definition of pest and weed compliance and enforcement functions, roles and responsibilities
- mature the governance and oversight of each regulator's and authorised officer's delivery of compliance and enforcement and oversight of system-wide delivery of compliance and enforcement.

- 1. That within the department responsible for administration of biosecurity legislation (currently DPIRD) the NSW government implement stronger statewide leadership, oversight and coordination of pest and weed compliance and enforcement delivery that is characterised by:
 - a unified approach with clear roles and responsibilities of regulatory service delivery including recommending any required legislative changes
 - statewide agreement articulating the roles, responsibilities, functions, powers and any limitations of each regulator and authorised officers under the Biosecurity Act 2015
 - provision of centralised coordination, training and support of compliance and enforcement delivery, in partnership with Local Land Services and Local Control Authorities
 - mature the governance and performance oversight of all regulators and authorised officers (also see Recommendation 2)

That the NSW government:

 allocate the State Invasive Species Group responsibility for oversight of the effectiveness of statewide strong, unified and coordinated approaches to compliance and enforcement.

Theme 2: Statewide framework for effective compliance planning and regulatory service delivery

There is a need to:

 develop an agreed and documented statewide pest and weed compliance and enforcement policy and regulatory framework for the coregulatory model applying to pests and weeds.



- 2. That the NSW Government build a cohesive regulatory framework by tasking the State Invasive Species Group, with the assistance of an appropriately skilled working group led by the department responsible for administering biosecurity legislation (currently DPIRD), to:
 - develop a strong, coherent and clearly communicated statewide NSW pest and weed biosecurity compliance and enforcement policy and framework that is followed by all regulators and authorised officers,
 - incorporate into the policy and framework elements such as:
 - how compliance is achieved, and enforcement action is determined, undertaken, recorded, communicated and reported to improve overall transparency
 - how regulator and authorised officer conflict of interest, complaints about regulators and authorised officers and appeal of enforcement decisions are managed
 - standards for compliance that enable regulators and authorised officers to determine whether a person or entity has met their pest and weed biosecurity obligations, (including the General Biosecurity Duty), and principles and processes for escalation pathways of compliance and enforcement action
 - standards for regulators and authorised officers delivering pest and weed compliance and enforcement activities, including training of authorised officers and a monitoring program to identify issues and improvements related to compliance and enforcement action and performance.

Key Findings	Recommendations
There is a need to: • strengthen planning to identify and categorise regulatory risks and priorities, so compliance and enforcement is targeted and achieves a landscape-scale approach.	 Recommendations 3. That pest and weed management is strengthened by integration of compliance and enforcement planning into statewide and regional pest and weed management planning processes. This should address: compliance and enforcement representation in governance structures, strategies and reporting facilitating involvement of Aboriginal people in pest and weed compliance and enforcement planning developing jointly planned and implemented compliance and enforcement strategies and plans that specify priorities and associated activities, responsibility, timeframe and reporting defining regulatory outcomes for regulatory performance reporting to improve strategic targeting and adaptive improvement publishing compliance and enforcement priorities, strategies, plans, programs, activities and outcomes to provide visibility and increase trust embedding a compliance and enforcement component into priority pest and weed control programs to provide a clear pathway and expectation of
	 enforcement action consideration of inter-related pest and weed management requirements (e.g. use of biosecurity legislation regulatory tools to support compliance with pest and weed management requirements in nature protection and conservation agreements, plans and programs) development of a proactive compliance program with public land managers.

Key Findings	Recommendations
There is a need to: • enhance mechanisms to support strategic and operational intelligence that informs compliance priorities, outcome reporting, accountability, evaluation and adaptive improvement.	 4. That pest and weed compliance and enforcement priorities and action have a stronger prioritised and strategic approach by developing and implementing a mechanism to collect, manage and use robust information and data that supports joint monitoring, intervention and improvement by: mapping current data collection, sharing, analysis and reporting and opportunities to leverage synergies/inter-relationships with other programs, agencies and legislation establishing a strategy and process to consistently and systematically coordinate collection, analysis and reporting of data available across multiple systems and owners.
There is a need to: • develop and implement processes for prioritisation and allocation of resources to strengthen opportunities for landscape scale, cross-outcome	 5. That a mechanism be developed to improve identification, prioritisation, allocation and leveraging of regulatory service delivery and compliance & enforcement programs funding by: developing and implementing a strategy and process to optimise funding prioritisation and allocation consistent with the statewide pest and weed regulatory policy and framework (see Recommendation 2) and state and regional strategic plan priorities² (see Recommendation 3) that supports sustainable, efficient and effective regulatory service delivery across the
compliance and enforcement with other programs and agencies.	 landscape and outcomes mapping the allocation of funding and resources to deliver regulatory service and compliance & enforcement programs, to understand the total amount available, sources, mechanism, allocation to regulatory service delivery

² Refer to the NSW Independent Biosecurity Commissioner report - Opportunities for the future of pest and weed management in NSW - Report on a review of governance of pest and weed management in NSW.

Key Findings	Recommendations
	provider, allocation to purpose, timing and timeframes, and opportunities to leverage synergies/inter-relationships to deliver.

Theme 3: Enhanced guidance to build knowledge and awareness and mature use of the regulatory tools



There is a need to:

- develop guidance material to interpret and inform requirements to comply with outcome and riskbased legislation
- improve usability, access and awareness of compliance information currently dispersed across multiple sources to make it easier for regulated parties to understand where to find information about what is reasonably expected of them to comply.
- 6. That regulators, authorised officers and regulated parties are supported to meet their regulatory obligations by the Department responsible for administering biosecurity legislation (currently DPIRD) developing and publishing specific, actionable, practical guidance on the 'reasonable measures' required to meet pest and weed biosecurity compliance obligations, including:
 - updating policy and guidance materials to more clearly guide regulators and authorised officers in driving compliance with the biosecurity legislation and particularly the General Biosecurity Duty
 - updating or developing materials for stronger guidance for regulated parties on 'reasonable measures' for achieving the required pest and weed biosecurity outcome, including for meeting the General Biosecurity Duty
 - considering formal recognition of guidance materials in the legislation
 - consolidating the sources of information, building a consistent and coordinated set of information and delivering awareness and good practice education and engagement programs.

Key Findings	Recommendations
There is a need to: • mature the use of proactive compliance regulatory tools available under the <i>Biosecurity Act 2015</i> and monitor and evaluate their effectiveness at delivering pest and weed biosecurity outcomes.	 7. That the use of the regulatory tools under the <i>Biosecurity Act 2015</i> for proactive compliance and monitoring be enhanced by clearly defining situations for which the available tools apply including: articulating how proactive compliance inspections and compliance audit programs are used better defining compliance priorities and analysing and reporting inspection and audit outcomes and insights so inspection and compliance audit programs are more strategically targeted evaluating the effectiveness of the regulatory tools in delivering pest and weed biosecurity outcomes maturing the use of Biosecurity Management Plans as a tenure-neutral tool for regulated entities to demonstrate how they comply with the <i>Biosecurity Act 2015</i>, including consideration to: optimise synergies with audited industry quality assurance programs optimise synergies with other legislated management plans and agreements.

