

Biodiversity, Conservation and Science Compliance Policy

Biodiversity, Conservation and Science Group

Department of Climate Change, Energy, the Environment and Water



Acknowledgement of Country

Department of Climate Change, Energy, the Environment and Water acknowledges the Traditional Custodians of the lands where we work and live.

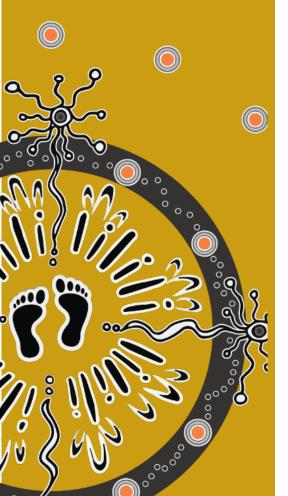
We pay our respects to Elders past, present and emerging.

This resource may contain images or names of deceased persons in photographs or historical content.

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1. Introduction

The Biodiversity, Conservation and Science Group within NSW Department of Climate Change, Energy, the Environment and Water has the legal responsibility to protect the natural environment and Aboriginal cultural heritage across New South Wales. To meet these requirements, we oversee a range of programs and activities to promote and monitor compliance with the law and take action on non-compliance.

Our compliance and enforcement work upholds government legislation and ensures the fair and safe application of the law. The focus of this work is to protect the environment, its biodiversity, and Aboriginal cultural heritage to achieve better environmental outcomes for New South Wales and its residents.

Table 1 What we do

What we do Why we do it How we do it We protect, preserve We co-regulate with other We aim to achieve: agencies, educate and engage and strengthen the improved compliance with with stakeholders and use the quality of the natural natural environment and environment, Aboriginal best available data and science Aboriginal cultural heritage cultural heritage, and when making decisions. protection laws native species, by We do this by: prevention of unlawful applying a robust and vegetation clearing and detecting potential breaches trusted compliance harm, damage, and of the law through surveillance program. cumulative impacts to and community reporting We prevent unlawful biodiversity at a bioregional analysing satellite imagery to loss, reduce harm, and scale monitor changes in vegetation contribute to maintenance of integrity of cover across New South Wales rehabilitation of these statewide regulatory monitoring and auditing assets through frameworks that govern compliance education, engagement biodiversity and Aboriginal investigating potential and enforcement. cultural heritage breaches of the law using an remediation of damaged intelligence-informed, riskecosystems and Aboriginal based approach to prioritise cultural heritage compliance issues and focus high-quality customer on the highest conservation experiences. priorities across New South taking regulatory and enforcement action when appropriate remediating harm to the environment and providing

community-wide deterrence.

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Our compliance and enforcement programs complement other NSW Government programs designed to protect the environment and our Aboriginal cultural heritage. They also take into account our co-regulatory relationship with the Local Land Services and Heritage NSW, namely, that we enforce legislation jointly administered by those agencies.



Polblue eyebright, Barrington Tops National Park. Adam Fawcett/DCCEEW

2. Purpose

This policy sets out the policies and principles that underpin our compliance approach.

The policy:

- explains our regulatory principles
- explains our compliance approach and how we focus on the highest conservation priorities across New South Wales
- guides our staff in the provision of a consistent, fair and efficient approach
- explains the regulatory measures available to us where there is a failure in voluntary compliance
- assists those we regulate and the public at large to understand our decision-making processes
- aligns with our vision for a natural environment that is valued, protected, and can be enjoyed
- aligns with the NSW Government's Quality Regulatory Services Initiative, which requires agencies to take a risk-based, outcomes-focused approach to compliance.



Enjoy the view. Leo Lopez/DCCEEW

3. Our compliance culture

We apply the NSW Public Sector core values of service, integrity, trust and accountability to all aspects of our compliance and enforcement work.

3.1 What you can expect from us

In our compliance interactions we will:

- ensure the community knows what to expect from us
- understand perspectives of the regulated and broader community
- maintain a focus on conservation outcomes
- work with the community to help people understand their obligations
- encourage the community to support and cooperate in our compliance role, and to appreciate and respect the position of our officers under the law
- regulate firmly but fairly
- direct our compliance efforts to matters that pose the highest risks to the environment and our Aboriginal cultural heritage
- have proper regard to the safety of the public and our officers
- apply laws and regulations consistently across New South Wales
- act in a non-discriminatory, ethical, fair, impartial and reasonable manner
- use a combination of proactive, early intervention and reactive compliance strategies.

3.2 What we expect from you

When we engage with you, we will do so respectfully, fairly, lawfully and in good faith and ask that you do the same. Whilst we undertake activities to support you to understand and comply with the laws we regulate, the responsibility for complying with those laws rests with you.

4. Our regulatory principles

We undertake our compliance activities and prioritisation based on the following principles.

4.1 Outcomes focus

Our approach is designed to facilitate the protection of our natural environment and Aboriginal cultural heritage across New South Wales by allowing the regulated community to orient their activities to comply with their legal obligations, rather than prescribing how the regulated community achieves compliance. Likewise, our decision-making processes are driven by outcomes and to achieve our regulatory objectives.

4.2 Authoritative

We strive to maintain our expertise and understanding of the regulatory environment and compliance issues. In doing so, we strive to support you in complying with your obligations.

4.3 Inclusive

We engage and consult with the community, businesses and relevant government agencies when developing regulatory tools, policies and support materials. We cooperate and engage with internal and external stakeholders, including interstate counterparts and those representing various interest groups within the NSW community.

4.4 Risk-based and targeted

We focus on the most significant risks to the natural environment and Aboriginal cultural heritage. This ensures we use our resources effectively to maximise our regulatory outcomes. We do this by identifying the nature, source, cause and impact of past, current and emerging risks. This assists us to identify compliance priorities through a risk analysis process.

The risk matrix in Table 2 shows how we assess risk and consequences.

Table 2 Risk matrix

	Consequence				
Likelihood	Insignificant	Minor	Moderate	Major	Extreme
Almost certain	Medium	High	High	Very high	Very high
	11	17	20	23	25
Likely	Low	Medium	High	High	Very high
	7	12	18	21	24
Possible	Low	Medium	Medium	High	High
	4	9	13	19	22
Unlikely	Low	Low	Medium	Medium	High
	2	5	10	14	16
Rare	Low	Low	Low	Medium	High
	1	3	6	8	15

This risk management and prioritisation process enables us to:

- identify our highest conservation and environmental priorities or matters where compliance activity is likely to be most effective
- use early intervention to minimise the risk of ongoing harm
- use the most effective and appropriate compliance response
- allocate our resources to priority compliance responses and early intervention strategies
- adapt to new information and emerging risks
- improve guidance materials for business and community.

Matters most likely to be a priority for compliance attention are those that seriously affect our natural environmental and Aboriginal cultural heritage objectives, are of high public interest, and/or occur frequently or repeatedly by the same person, or in patterns or trends.

While we focus our resources in accordance with our compliance priorities, we will continue to conduct some compliance activity in areas of lower risk to test how robust our prioritisation process is and deter non-compliance. Resource allocation is designed to minimise or solve a compliance issue and increase voluntary compliance.

We periodically undertake risk analysis of trends or themes to re-evaluate our priorities, management objectives and integrity of our regulatory framework.

4.5 Intelligence guided

To assist in determining our priorities, we use an evidence-based approach based on science, satellite imagery, spatial analysis, ground-truthing and research. We also obtain information and evidence from the community, others we regulate, local councils, Local Land Services, other NSW agencies and federal agencies.

4.6 Proportionate and graduated responses

Our response will be proportionate to the:

- potential risk of harm, or actual harm involved
- attitude, compliance history and cooperativeness of those involved.

Significant harm due to deliberate non-compliance will result in the strongest response, as illustrated in Figure 1.

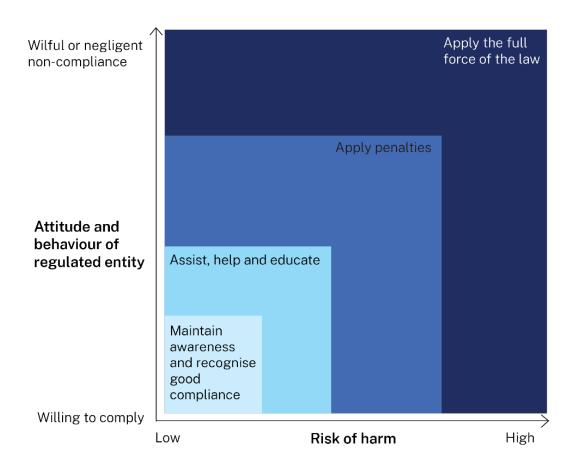


Figure 1 Graduated regulatory responses

Office of the Conservation Regulator (2019) Compliance and Enforcement Policy, Victoria.

4.7 Consistency

We strive to apply our decision-making processes fairly, consistently, predictably and in an objective manner. As much as possible we will provide similar or standardised responses in similar circumstances; that is, where the factual circumstances and surrounding circumstances of non-compliance, together with the attitude and past performance of those responsible, are similar. We follow clear processes in delivering consistent results. The scale of our approach is guided by the tool at Figure 2.

Occurrence	Type of behaviour	Our response
A small number of people decide not to comply	Deliberate or serious non-compliance	Apply the full force of the law
A few people seek to take advantage	Opportunistic non-compliance or inappropriate behaviour	Correct behaviour with graduated and proportional sanctions
Sometimes people make mistakes	Accidental or inadvertent non-compliance	Engage and educate
Most people do the right thing	Supported self-regulation / Voluntary Compliance	Recognise and reward

Figure 2 Proportionate, graduated, and consistent approach

4.8 Effective and efficient

We judge risk accurately and introduce regulatory responses that seek to prevent, mitigate and/or remedy harm or improve outcomes using the most effective regulatory tool(s) necessary to achieve our objectives. We allocate resources in a proportionate way that aims to achieve outcomes most efficiently. This includes minimising administrative burdens and unintended regulatory impacts on the regulated community.

4.9 Accountable and transparent

We are accountable for our actions and strive to be clear and open about our decision-making processes and outcomes. We document our decisions appropriately. However, certain matters will remain confidential for legal reasons and to protect the integrity of ongoing compliance activities.

We periodically re-evaluate our compliance priorities based on science, policy and intelligence. The allocation of resources to a compliance priority is designed to minimise or solve a compliance issue and increase the levels of compliance for that issue. While we will focus our resources in accordance with our compliance priorities, we may also continue to conduct compliance activity in areas of lower risk to deter all noncompliance.



Purple copper butterfly. David Roma/DCCEEW

5. Our approach to compliance

Consistent with our regulatory principles, our compliance approach is informed by:

- encouraging compliance through engagement and promotion
- monitoring compliance through analysis of data, information and imagery
- applying a compliance response that is proportionate, appropriate and consistent
- evaluating compliance programs to assess effectiveness and facilitate improvement.

Our approach enables us to focus on the right compliance priorities to adapt and learn, and continuously improve the appropriateness, efficiency and effectiveness of the compliance program. Figure 3 illustrates our approach.

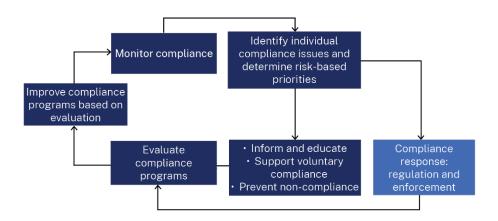


Figure 3 Our continuous improvement approach

5.1 Promoting and encouraging compliance

We encourage and support voluntary compliance and work with the community to improve outcomes for our natural environment and Aboriginal cultural heritage. We encourage compliance using tools including:

- direct engagement with landholders
- · community engagement
- media statements and campaigns
- audits and audit programs
- advisory letters
- guidance published on our website
- promoting results of court findings (where appropriate)
- promoting benefits of compliance to industry and community

 promoting reporting of pollution and environmental incidents to Environment Line on 131 555 (NSW only) or email to info@environment.nsw.gov.au

We aim to provide practical and constructive guidance to encourage compliance with the law. We also work with other organisations that can help promote important information to help people comply, including Local Land Services, Heritage NSW, and local communities. Our website contains further guidance information.

We encourage the regulated community to seek independent expert advice where required.



Eastern grey kangaroo, Yellow Rock, Murramarang National Park. John Spencer/DCCEEW

5.2 Compliance monitoring

We collect and analyse a range of information to identify non-compliances. We also consider innovative techniques and better methods to improve our capability to detect non-compliances.

Information is examined and emerging issues are identified, enabling us to develop and implement appropriate responses. Potential causes of individual incidents or patterns of activity are identified, and targeted action is taken.

Monitoring compliance with legislation is essential to our compliance program. We monitor compliance to:

- detect individual instances of non-compliance in a reliable and timely manner
- alert us promptly to potential non-compliances to enable early intervention

 assess the level of compliance, and trends in compliance across the regulated community to provide assurance to government and the community, and information and intelligence for development of our compliance operations and programs.



Langidoon/Metford Station. John Spencer/DCCEEW

5.3 Community reports

We receive reports of potential breaches of legislation from the public, industry, state government agencies, local government and through self-reporting. We recognise the value of information provided by these sources and encourage the use of Environment Line as our primary conduit for reporting.

Reports of suspected non-compliance can be made by:

- calling Environment Line on 131 555
- emailing info@environment.nsw.gov.au

We assess all reports and determine an appropriate response in accordance with this policy and other relevant policies. We also use this information to help us understand community concerns and to consider where our focus should be.

We manage confidential information according to the *Privacy and Personal Information Protection Act 1998*. We provide feedback to those who report alleged breaches via phone or email upon request.

People can call Environment Line or the officer investigating the matter.

Feedback can be provided to the extent that is legally permissible according to confidentiality and privacy considerations, and when to do so will not compromise investigation and enforcement actions, or the safety of our officers.

Any member of the public can also acquire certain information under the *Government Information (Public Access) Act 2009* (GIPA Act).

5.4 Remote surveillance

We use high-resolution satellite imagery, aerial surveys and imagery, and surveillance flights to detect changes in land use and vegetation cover in targeted areas.

We regularly analyse this information to identify potential unlawful clearing of native vegetation and activities that may impact threatened species and endangered ecological communities. This process helps us to improve environmental outcomes through early intervention, which enables us to focus our compliance efforts on areas and issues that represent the greatest risk to conservation outcomes.

5.5 Audits

We conduct audits to:

- assess compliance with legislation, permits, remediation orders, licences and notices issued under our legislation
- inform our compliance risk assessment processes
- enable us to assess the effectiveness of our compliance programs
- serve as a deterrent to non-compliance
- assist us to improve our prioritisation and risk management processes
- educate the regulated community on their legal responsibilities
- identify areas where conservation management may require improvement.

We design our audits with a defined purpose, methodology and reporting arrangement, which is informed by powers available to us under legislation.

5.6 Investigations

We investigate all reports to assess potential non-compliance. We give priority to incidents that cause the greatest harm, or pose the greatest risk to the environment and our Aboriginal cultural heritage.

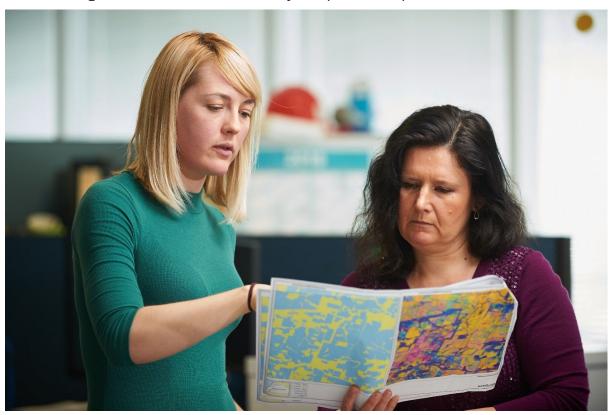
During an investigation we gather evidence on the incident to establish whether an offence may have been committed and, if so, the seriousness of the offence and who is responsible for committing the offence.

Our investigations may involve comparing satellite and aerial photography, site inspections, surveillance, taking photographs, video and samples, analysing data, taking witness statements, and conducting interviews. Where necessary, our officers may use their investigative powers as Authorised Officers.

Investigations take time. The time required for each investigation depends on the complexity of the matter, the cooperation and availability of witnesses and suspects, the need to analyse data and conduct scientific analysis, and our other priorities.

We will not provide detailed information to the public about matters under investigation unless legally required to do so. This protects the investigation's integrity and may also involve legal and privacy considerations.

Noting these considerations, we will endeavour to inform those involved of the outcome of an investigation and the reasons for any compliance response.



People in science. Peter Robey/DCCEEW

6. Our response to non-compliance

Where there has been a breach of our legislation, we can take a range of actions as provided by legislation. These include:

- stopping the non-compliance by (for example)
 - issuing a stop work order
 - taking civil court action
- repairing the environmental harm by (for example)
 - issuing a legal direction or order requiring remediation
 - taking civil court action
 - agreeing to an Enforceable Undertaking to restore the damage to native species, threatened species or ecological communities
- sanctioning those responsible by (for example)
 - issuing a Penalty Notice (a fine)
 - agreeing to an Enforceable Undertaking that requires the payment of an amount or for a project to be undertaken to recompense for the breach
 - initiating prosecution action in court
- discouraging future non-compliance by (for example)
 - issuing an Advisory Letter that acknowledges the incident, provides educational guidance, and invites the recipient to contact the investigator for more information. The letter also notes that no further action will be taken regarding this incident, at this time
 - issuing an Official Caution or Warning Letter
- increasing public knowledge of their responsibilities under our legislation by utilising
 - promotional and media activities
 - community engagement and educational activities.

In accordance with this policy, our responses will be proportionate.

6.1 Escalation of response

We tailor our response to an incident depending upon the:

- seriousness of the non-compliance to conservation or environmental objectives
- culpability of those responsible and their compliance history
- mitigating and aggravating circumstances.

Our senior management has legal delegation to make decisions on which regulatory measures to use in relation to non-compliance based on:

- available evidence
- specialist advice from our scientists, lawyers, compliance officers and external experts
- our Prosecution Guidelines 2021
- our Guidelines for Enforceable Undertakings.

Regulatory measures available to deal with non-compliances are outlined in Table 3.

In prosecution proceedings the courts have a range of orders they can make in addition to a penalty for proven offences. These include:

- orders regarding monetary benefits, representing the amount of monetary benefit acquired by or which accrued to the offender as a result of the commission of the offence
- orders for restoration and prevention, to prevent, control, abate, mitigate or make good any resulting damage from the commission of the offence
- orders for costs, expenses and compensation.

We can also take civil proceedings to obtain court orders to:

- require non-compliance to be rectified and for any harm to the environment or our Aboriginal cultural heritage to be remediated
- stop unlawful conduct that threatens harm to the environment or our Aboriginal cultural heritage.



Turquoise parrot. Lachlan Copeland/DCCEEW

 Table 3
 Regulatory measures available to us and under which legislation

Non-compliance response tool	Description	National Parks and Wildlife Act 1974 (NPWS Act) Aboriginal cultural heritage	Biodiversity Conservation Act 2016 (BC Act) Native species, threatened species and ecological communities	Local Land Services Act 2013 (LLS Act) Native vegetation clearing
Advisory letter	Reminds the recipient of their legal responsibilities but is not an accusation that they have breached the law. It provides guidance on where to find information on how to be compliant	Yes	Yes	Yes
Warning letter	Informs the recipient that we consider that a minor non-compliance has occurred, but we will not take further action in relation to this incident. The letter reminds them of their legal obligations and asks that they modify their behaviour to achieve compliance. The letter may refer to guidance material to support compliance	Yes	Yes	Yes
Official caution	This is a discretionary alternative to a Penalty Notice where a breach has occurred but a fine may be excessive in the circumstances. It is a tool available under the <i>Fines Act 1996</i> . Our officers are required to have regard to the Attorney-General's Caution Guidelines under the <i>Fines Act 1996</i> when considering issuing an official caution. The caution may also refer to guidance material to support compliance	Yes	Yes	Yes

Non-compliance response tool	Description	National Parks and Wildlife Act 1974 (NPWS Act) Aboriginal cultural heritage	Biodiversity Conservation Act 2016 (BC Act) Native species, threatened species and ecological communities	Local Land Services Act 2013 (LLS Act) Native vegetation clearing
Directions relating to protected animals	This is specific to stopping activities distressing protected animals or the welfare of protected animals in confinement	No	Yes	No
Stop work order	Where it is likely that a serious non-compliance is occurring or about to occur, we can issue this order	Yes	Yes	Yes
Interim protection order	This is applied when the Minister considers preservation, protection and maintenance is required of an area of land, its fauna, plants, threatened species and populations, threatened ecological communities and critical habitat of endangered species and Aboriginal objects or places	Yes	Yes	Yes
Penalty Notice (PN)	A PN is a fine that we can issue in response to a non-compliance. The fine amount is fixed and regulated and is less than the maximum penalty if the matter is heard in court. The recipient may elect to appeal a PN in court. The issuing of a PN does not preclude the issuing of a remediation order or direction	Yes	Yes	Yes

Non-compliance response tool	Description	National Parks and Wildlife Act 1974 (NPWS Act) Aboriginal cultural heritage	Biodiversity Conservation Act 2016 (BC Act) Native species, threatened species and ecological communities	Local Land Services Act 2013 (LLS Act) Native vegetation clearing
Remediation Order (BC Act) or Remediation Direction (NPWS Act)	The recipient must undertake specified works to repair harm to the environment or our Aboriginal cultural heritage. The recipient usually has an opportunity to comment on the draft order or direction for procedural fairness. The recipient may elect to appeal the order in court	Yes	Yes	Yes
Variation, suspension, revocation, or cancellation of licence or permit	This can be appealed in court	Yes	Yes	Yes
Variation, suspension, revocation, or cancellation of licence or permit	This can be appealed in court	Yes	Yes	Yes
Enforceable Undertaking	If the non-compliant person agrees, the Environment Agency Head may accept a written undertaking from the person, where the undertaking relates to a matter under the BC Act. The undertakings often require the remediation of the harm caused and the payment of an amount, or the undertaking of an activity,	No	Yes	Yes

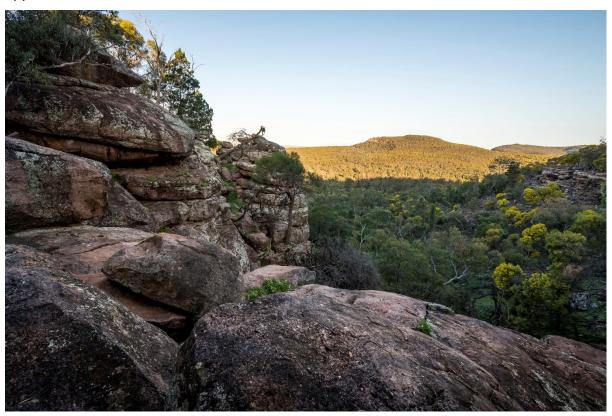
Non-compliance response tool	Description	National Parks and Wildlife Act 1974 (NPWS Act) Aboriginal cultural heritage	Biodiversity Conservation Act 2016 (BC Act) Native species, threatened species and ecological communities	Local Land Services Act 2013 (LLS Act) Native vegetation clearing
	to recompense for the non-compliance. The Environment Agency Head may seek a court order if the person breaches any of the terms of the undertaking			
Prosecution	Involves a court determining if there has been a non-compliance beyond reasonable doubt. Where the defendant is found guilty of the offence, the court can impose a penalty and may make other orders to penalise the offender or make good the harm that was caused. We promote successful prosecution outcomes to the public, to deter other non-compliances	Yes	Yes	Yes
Civil proceedings	Where harm to our natural environment or Aboriginal cultural heritage is occurring or is threatened, we may take court action to stop the responsible party from causing or threatening the harm. We can also seek orders to rectify/remedy any harm caused	Yes	Yes	Yes

We work collaboratively with other regulatory agencies to apply the most effective regulatory measures, which may include regulatory measures taken by those agencies under their legislation.

7. Appeal and review rights

A person who is subject to a regulatory action may have the right to appeal that decision, or to seek a review, as provided for in the relevant legislation. For some regulatory decisions we are required to provide the reasons for our decisions and information on review and appeal rights. In most cases, internal and external review processes for decisions exist.

We will learn from reviews and appeals to improve our compliance and enforcement approach.



Cocoparra National Park, Wiradjuri Aboriginal Country. John Spencer/DCCEEW

8. Measuring and reporting

We measure performance of our compliance function so we can:

- learn from our past performance and improve the effectiveness and efficiency of our approach
- report on our performance and its effectiveness
- identify emerging compliance issues.

In particular, we measure:

- the number and type of reported or detected non-compliances
- regulatory outputs such as the number of prosecutions and penalty notices
- indicators specific to the objectives of priority strategic compliance programs.

This approach enables us to accurately evaluate the overall effectiveness of our compliance function and assess behaviour change, response to emerging risks and legislative reform.

9. Continuous improvement

We are committed to continuously improving our compliance approach to ensure we remain credible, fair, efficient and effective. Actions we take to achieve this, either periodically or when required, include:

- evaluating the appropriateness, effectiveness and efficiency of strategic compliance programs
- developing new and adapted monitoring approaches including adopting new and additional technologies where practical and cost-effective
- reviewing compliance priorities using our risk analysis framework
- reviewing our risk analysis framework.

Appendix A: Useful information and links

General

- <u>Environment and Heritage</u> homepage of the Biodiversity, Conservation and Science Group
- Environment Line 131 555 or email <u>info@environment.nsw.gov.au</u> report suspected non-compliance
- Guidelines for Enforceable Undertakings
- NSW legislation links to all NSW legislation and regulations, including natural environment and conservation legislation referred to in this policy
- Our Code of Ethics and Conduct sets out mandatory requirements and best practice conduct for all our employees
- Prosecution Guidelines 2021

Aboriginal cultural heritage

- <u>Aboriginal cultural heritage</u> information on the regulation of Aboriginal cultural heritage, including background and the approach to protection of Aboriginal objects and places under the National Parks and Wildlife Act 1974
- <u>Aboriginal Heritage Information Management System</u> information about our information management system (AHIMS) for known Aboriginal cultural heritage objects and places and past archaeological reports
- Aboriginal objects and places information about Aboriginal Heritage Impact Permits (AHIPs) and how to apply for them
- Guide to Investigating, Assessing and Reporting on Aboriginal Cultural Heritage in New South Wales – guidance on investigating and assessing whether Aboriginal cultural heritage values and objects are present and the harm a proposed activity may cause to them

Native vegetation protection

 <u>About native vegetation</u> – information about the benefits to the environment and farmers of protecting and restoring native vegetation, including economic benefits

Threatened species conservation

- <u>Threatened biodiversity profile search</u> provides access to a search engine for information about threatened species, populations and ecological communities, including threatened status, relevant conservation projects and linked vegetation classes
- <u>NSW BioNet</u> provides access to NSW Government-held information about plants and animals in New South Wales and enables searches for information based on geographic location

Commercial kangaroo management

 <u>Kangaroo management in NSW</u> – information about our regulation of the commercial kangaroo harvesting industry