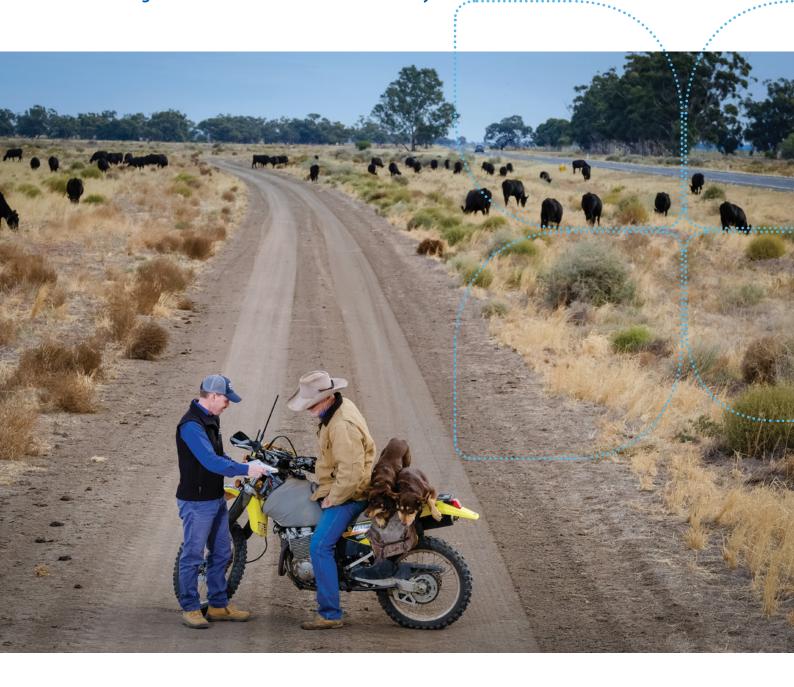
Travelling Stock Reserves

State-wide Plan of Management

Delivering better TSR services for our community







Acknowledging Traditional Custodians

Local Land Services acknowledges that First Nations Peoples are the traditional custodians of the land and pays respect to Elders past, present and future. We also recognise the unique, diverse and enduring cultures of First Nations Peoples.

Message from the Chair

This state-wide plan provides our LLS staff, Travelling Stock Reserve stakeholders, investors, partners and customers with a shared vision and common mission. It sets out agreed strategies, approaches, principles and quality system so we, together, can continue managing the reserves in the ever changing environment we operate in.

Extensive consultation with landholders, drovers, non-government organisations, First Nations Peoples, recreational fishers, conservationists, rate payers and government agencies shaped the plan. We acted on what was discussed during the Travelling Stock Reserve network review, preparation of the Local Land Services Reconciliation Action Plan, and the development of this plan.

This Plan aims to improve social, economic, environmental and cultural outcomes while maintaining grazing as an important economic use and conservation tool. Importantly this plan establishes the need for shared responsibility and collaborative funding.

Travelling Stock Reserves in NSW have a proud history. To ensure a strong future we need to encourage partners and stakeholders to co-invest in the management of the reserves. Over time this allows a transition of our funding model from a private to a collaborative model.

The success of this plan is dependent on support from the community who we have put at the centre of our thinking and strategies. Together we must focus on ensuring that Travelling Stock Reserves remain healthy and sustainable and that our industries, and the communities they support can prosper.

Richard Bull

Local Land Services Chair









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Travelling Stock Reserves | Delivering better TSR services for our community



Our plan of management

Our innovative approach

A single statewide plan that:

- Articulates a shared vision and common mission
- Recognises the state-wide significance of TSRs
- Future proofs use of TSRs with changing community expectations
- Maintains grazing as an important economic use and conservation tool
- Introduces more accountable and transparent decision making
- Adopts a statewide classification model using a consistent system
- Transitions to a new funding model
- Showcases investment opportunities
- Improves social, economic, environmental and cultural outcomes
- Develops and maintains information and knowledge sharing resources
- Implements a customised quality system which provides a structured service delivery
- Leads the community to understand the constraints, values and opportunities for TSRs
- Results in greater collaborative action and improved outcomes

Our strategy

Our vision

To inspire others in public land management by setting the new standard.

Our mission

To connect with our community to maintain or improve TSRs for

Our goals

Social: provide and promote a wider range of tourism and recreational uses and facilities within TSRs.

Economic: maintain the financial benefits of TSRs, particularly in times of drought, flood, fire and other emergencies.

Environmental: advance the contribution that TSRs make to biodiversity conservation at various scales.

Cultural: enrich the value that people give to, and derive from culturally important items and places in TSRs.

Our plan

Consistent classification: manage as a single resource - values and uses consistently identified.

Collaborative action and funding: focus on our four goals funding underpinned by collaboration, contestable grants and accountability.

Working with our community: staff are on the ground when it matters – feedback is valued and acted on.

Quality management system: improve performance, be accountable and increase community satisfaction.

Our scope

The TSR area in NSW that Local Land Services is responsible for approximately 533,911 hectares or almost 30 per cent of NSW TSRs.



Developed in consultation with the community.



Adopted by statewide Local Land Services Board early 2019.



Supersedes the 2016 Framework.



Monitored and reported annually to Government and the community.



Reviewed and improved in five years.

Our travelling stock routes

What are TSRs?

Travelling stock reserves are parcels of Crown land reserved under the Crown Land Management Act 2016 for use by travelling stock. The plan of management is intended to be consistent with the Crown Lands TSR Dealings Policy and nothing in the plan of management can restrict the ability of Crown Lands to take any action that is permitted under the TSR Dealings policy.

TSRs include stock routes, which are corridors (ranging from 60 metres to almost two kilometres wide) that connect smaller watering and camping reserves, generally spaced 10 to 20 kilometres apart (based on a day's walk for cattle or sheep). The total TSR network in NSW covers almost two million hectares, with 75 percent (including Stock Watering Places) in the Western Division of NSW.

Why are they important?



T Stock use

TSRs are important for agricultural productivity e.g. travelling stock, access for stock, emergency refuge and transport to market. Strategic grazing controls weeds, reduces fire hazard and improves conservation.



Biodiversity conservation

TSRs provide corridors connecting otherwise isolated patches of habitat providing opportunities for many native plants and animals to survive the rigours of a changing climate. Their location on fertile soils and in over-cleared landscapes means they support threatened species and habitats that have largely been cleared elsewhere, and are therefore at risk of extinction and poorly represented in the formal conservation estate. TSRs are also an important source of native seed.



First Nations Peoples' cultural heritage

TSRs are important to First Nations Peoples for access and connection to Country, cultural practices and cultural heritage protection. Many TSRs are also the subject of First Nations Peoples' land claims (NSW Aboriginal Land Rights Act 1983) or Native Title determination (Commonwealth Native Title Act 1993). These claims may eventually lead to a transfer of land and/or management agreements with First Nations Peoples.



Historical significance

TSRs contain many places of historic or scientific significance associated with pastoralism, droving life and coach travel.



Recreation

TSRs provide public open space for passive recreation such as bush walking, horse riding and bird watching. They also provide important and valued access points to rivers and creeks for fishing and boating.



(M) Emergency management

All regions experience exceptional circumstances caused by fire, flood, drought or biosecurity risks that result in unforeseen or unconventional hardship or threats. TSRs provide emergency refuge or fodder for stock.



Other productive uses

Productive uses include apiary, forestry and carbon sequestration.

Our community



Customers

People who use TSRs or enjoy the amenities they provide, such as landholders, drovers, day-visitors, neighbours and the First Nations Peoples' community.



Stakeholders

People, organisations and government agencies that have a special interest in TSRs. Key stakeholders and partners include peak body organisations such as Combined Action to Retain Routes for Travelling Stock (CARRTS), Landcare NSW and local Landcare groups, environmental groups, local government and government agencies such as the Office of Environment and Heritage and the Department of Aboriginal Affairs.



(\$) Investors and partners

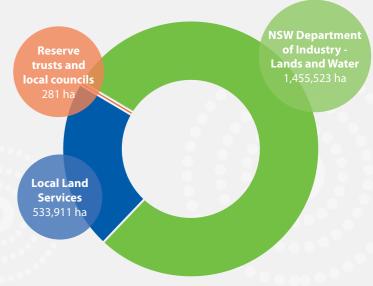
People, organisations and government agencies that invest in public benefit initiatives on TSRs. Government organisations include the NSW Environmental Trust, NSW Biodiversity Conservation Trust, and NSW and Federal governments.



Local Land Services

The organisation and its people who are responsible for the governance and management of TSRs.

Who manages our TSRs?





1. Consistent classification

Decision making at the state level

Our statewide classification system will guide decisions about opportunities, risks and management for different TSR uses and values. To conform to Crown land legislation and respect the original purpose for which TSRs were established, the classification system is based primarily on travelling stock use.

Five categories are used to classify TSRs at a state scale based on uses and values. The results are presented visually in the **Statewide Travelling Stock Reserves Classification Map**, which is also available as an interactive tool, together with maps of livestock 'highways' and conservation values. Guidelines were considered in developing the State Map (See **Appendices 1 and 2**).

Description of categories used at a state scale

Category	Description		
Category 1	TSRs that are only used for travelling stock or emergency management and biosecurity purposes. These sites have no other important uses or values.		
Category 2	TSRs that are used for travelling stock, emergency management or biosecurity purposes, but they are also important and used for other reasons, e.g. biodiversity conservation, First Nations Peoples' cultural heritage or recreational purposes.		
Category 3	TSRs that are rarely, if ever used for travelling stock or emergency management, but are important, valued and used for other reasons such as biodiversity conservation, First Nations Peoples' heritage or recreation. These TSRs are not Stock Watering Places.		
Category 4	TSRs, in the Western Division only, that are rarely, if ever used for travelling stock or emergency management, but are important, valued and used for other reasons such as biodiversity conservation or First Nations Peoples' heritage. These TSRs are Stock Watering Places.		
Category 5	TSRs that are no longer used or valued for any of the above reasons.		

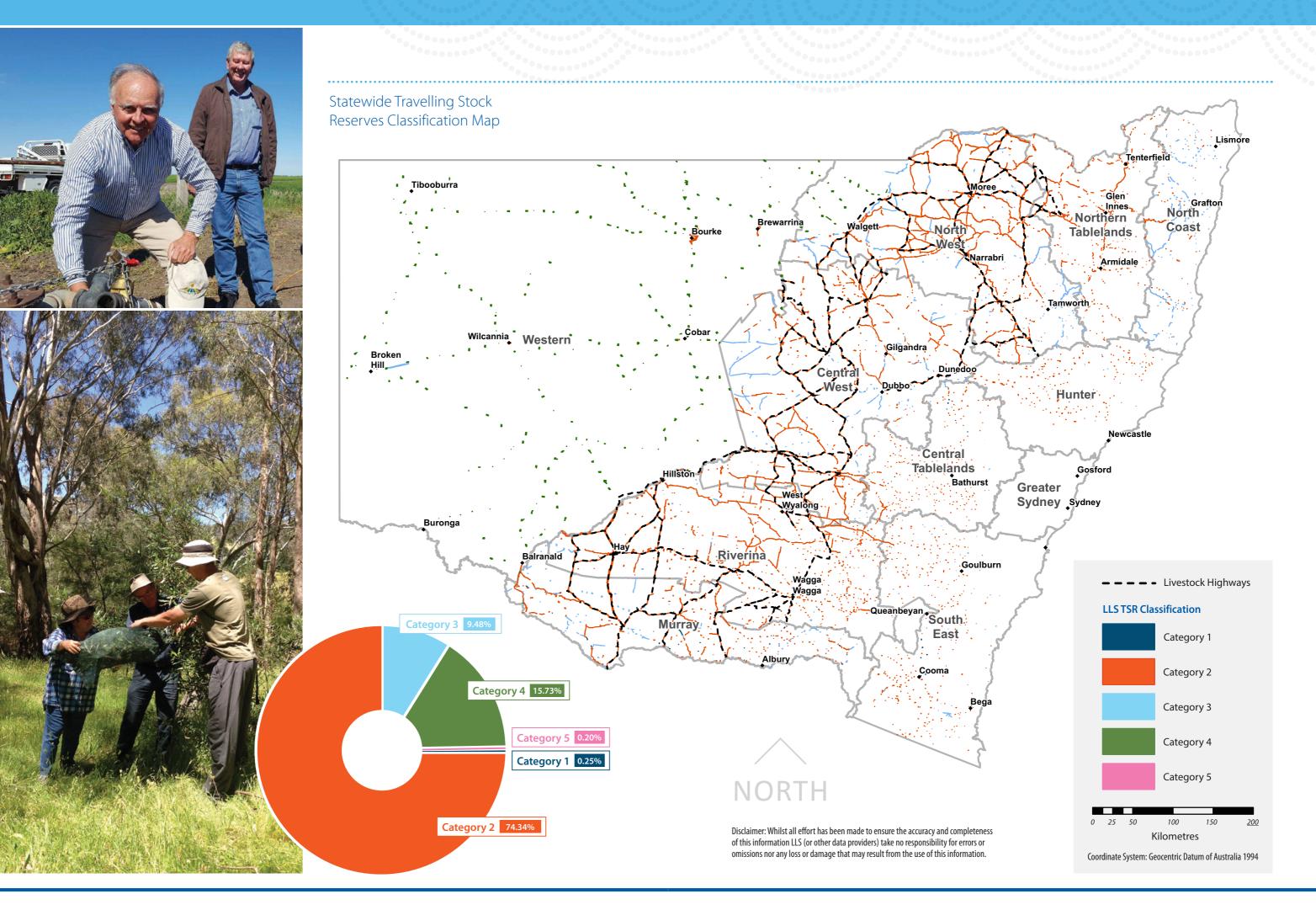
What are Stock Watering Places?

Stock Watering Places (SWP) are at intervals along TSRs and are only in the Western Division. They supply water to prescribed persons or stock, or allow stock to graze. LLS is the controlling authority of SWPs, that have not been declared a town water supply, and have no other controlling authority.

Decision making at a local level

In recognition of the diversity of TSRs across the state Local Land Services will record decision making at a local scale using map classes provided at **Appendix 2**. This information will be updated annually and presented in a Local Travelling Stock Reserves Classification Map included in Annual Business Plans.







2. Collaborative action and funding

Our new funding model

Local Land Services must transition from a private to a *collaborative funding model* and adopt a more entrepreneurial approach that showcases TSR investment opportunities.

Currently permits and leases generate most TSR revenue, which is used to fund compliance, statutory obligations and routine management on a cost recovery basis. This *private funding model* means that very little revenue is invested in public benefits.

Collaborative funding from grants enables practice change leading to improved social, economic, environmental and cultural outcomes. As a community, we need to increase this source of funding.

We will adopt a more entrepreneurial approach to attract and sustain grant funding from investors. Opportunities will be actively explored and mutually agreed on a case-by-case basis.

Our community	Funding principle	Revenue source	Opportunities	Investment in public benefit	Funding focus
Customers	Impactor/ risk creator	Permits and leases	Limited – business as usual	Underinvestment	Maintain
Customers & Investors	Cost sharing	Joint funding	Improved multiple use, in collaboration with the community	Limited	Increase
Investors	Beneficiary pays	Grants	Improved biodiversity conservation, in collaboration with the community	Practice change leading to improved social, economic, environmental and cultural outcomes	Actively explore

Mitigating our reputation risks

We acknowledge the reputation risk of over-promising and under-delivering on the available opportunities. This risk will be mitigated by:

- Presenting a wide field of possibilities without setting expectations too high
- Actively exploring investment opportunities, in collaboration with the community

- Keeping all interested people and organisations informed
- Allocating sufficient resources and having sufficient expertise to deliver commitments in full and on time
- Reporting achievements openly and honestly, including no or limited progress

3. Working with our community

Our commitments to our customers, stakeholders, investors and partners will support the delivery of quality work and results.

Our commitment to our customers

We will understand your changing needs and aspirations so we can better focus our efforts where we have greatest impact. We will provide services that makes doing business with us easier.

Our commitment to our stakeholders

We will understand how together we can improve TSR management, focus on areas of greatest need, be transparent in our processes and decision making and share a common purpose. We will develop and maintain an adaptive approach to improving outcomes.

Our commitment to our investors and partners

We will strive to increase the benefit to the public by improving social, economic, environmental and cultural outcomes. We will be transparent and accountable and provide direction and inspiration for others to aspire to.

Our commitment to our LLS people

We will provide and nurture our people with the support, skills and motivation necessary to help them deliver in a client focussed, collaborative and adaptive organisation.

What's driving our change?

A number of factors are driving change in how we govern and manage TSRs. We acknowledge some have been longstanding, while others are more recent.

Drivers of change affecting TSRs

Drivers	Effects
Modernisation of transport and abattoirs	Efficient and refrigerated road transport and decentralisation of abattoirs has reduced the value of many TSRs since the 1950s.
Changes in community attitudes	Many TSRs are now more important, valued and used for reasons other than traveling stock, e.g. biodiversity conservation, First Nations Peoples cultural heritage or recreational purposes.
Stakeholder dissatisfaction	A grazing-based funding model has resulted in significant underinvestment in public benefits. Inconsistent processes and performances have also contributed to three major organisational changes in the last 30 years.
Inadequate revenue	Permit or lease revenue is sufficient to fund basic TSR operations only. Important assets are not maintained or leased and not replaced in some cases. Subsidisation from other revenue sources is sometimes required.
New grant programs	New and well-resourced contestable grant programs provide greater opportunity for Local Land Services to secure funding for public benefit initiatives.

Legislation and policies relating to TSRs have continued to evolve in response to these drivers since the establishment of Local Land Services, including:

2014-2018 Crown land management review completed followed by four years of engagement with the community - the *Crown Land Management Act 2016* commenced on 1 July 2018.

2015-16 The 'NSW Travelling Stock Reserves State Planning Framework 2016–21' (the 2016 Framework) was published after consultation during late 2015. The Framework defined six TSR categories and related principles for regions to use in developing their regional management plans and Annual Business Plans.

2016 Development of the 'Aboriginal Land Agreement Negotiation Framework' in partnership with the NSW Aboriginal Land Council.

2017 Travelling Stock Reserves Review was conducted in 2017, and an interim report was released in November of that year. The review showed that a key network of TSRs continued to be used for travelling stock, and that TSRs are used and important for a number of complementary values. TSRs were divided into four categories based on uses and values.



4. Quality management system

Our approach

We will use:

- quality assurance to ensure consistency of process and decision-making among our regions.
- · quality control, including audits, to ensure that quality requirements have been fulfilled.

We will adopt a phased approach that meets our needs. Processes and competencies will be progressively developed. The Quality Management System will be consistent with ISO 9000:2015: Quality management systems - Fundamentals and vocabulary. Certification to ISO 9001:2015: Quality management systems - Requirements may be considered after 2020.

Our management principles

We will manage TSRs as a single resource of State significance in the best interests of the people of NSW. Decisions will be based on best available data, information and knowledge necessary to maintain or improve the resource base.

Decision will also be guided by the following principles:

- Environmental protection compliance with environmental law and application of the precautionary principle
- **Use and conservation of natural resources** application of *ecologically sustainable development* and *multiple use principles*
- Land administration application of a collaborative funding model based on the *impactor/risk creator pays, cost-sharing* and beneficiary pays principles
- Accountability and transparency decisions should be consistent, efficient, effective, fair and capable of withstanding public scrutiny

Our quality management system

This Plan is the guiding document for all others. Operating detail consistent with the policy, principles and strategy of this Plan is provided in these supporting documents:

- · Annual Business Plans
- · Permits and agreements
- Best Management Practice Toolkit

Annual Business Plans

Annual Business Plans will provide a structured way of delivering a better TSR service to the community. The plans will set out all TSR activities planned for the next financial year, as justification of an annual operating budget.

Operations fit into five broad categories:

- Issuing permits and ensuring compliance with conditions (e.g. for travelling stock)
- Biosecurity duty and other statutory obligations (e.g. animal welfare, pests and diseases of animals, weeds, invasive species and fire management)
- Routine management (e.g. dam desilting and fence repair)
- Public benefit initiatives (e.g. revegetation to enhance woodland bird habitat)
- Identifying opportunities to increase collaboration with First Nations Peoples in the management of TSRs

To build capacity in regions and ensure our staff are visible, competent and responsive, initial attention will be given to defining recruitment and professional development requirements so that the right set of skills and personal attributes are targeted.

Annual Business Plans will be based on a statewide template for consistent format and content among our different regions, and released for public information after approval by local boards.

Local boards will monitor and report achievements set out in their Annual Business Plans, including usage, compliance and revenue levels. The need for, or risk of, cross-subsidisation will be disclosed to ensure transparency.

Permits and agreements

We will continue to authorise uses on TSRs by issuing stock permits, reserve use permits and stock watering place lease agreements. Compliance monitoring and the types and conditions of permits and agreements will be standardised among different regions and be informed by the quality management system. There will be autonomy for regions to tailor for unique regional requirements.





Permits under the LLS Act

Permit	Туре	Description
Stock	Walking stock permit	Authorises stock to walk on a TSR at a rate of not less than 10km per day
permit	Slow travel permit	Authorises stock to walk on a TSR at a rate of less than 10km per day
	Short term grazing permit	Authorises stock to graze on a TSR for a period less than three months
	Management agreement permits	Authorises stock to graze on a TSR for a period greater than three months and up to five years
	Annual stock movement permit	Authorises stock to regularly walk over a TSR between properties
Reserve use permit	Apiary	Authorises a registered Apiarist to keep bee hives on a TSR for commercial honey production
	Recreation	Authorises a community event or fundraising activity on a TSR (recreational camping permits are rarely issued)

Best Management Practice Toolkit

We will develop and maintain a Best Management Practice Toolkit for TSRs (see **Appendix 3**). This Toolkit will be used as an information and knowledge sharing resource to:

- Strengthen uniformity in language and process
- Provide confidence that processes are being carried out as planned
- Elevate and sustain consistently high standards of management
- Inform preparation of Annual Business Plans and conditions applied in stock permits, reserve use permits and agreements
- Identify opportunities for collaborative action and improved outcomes

The Toolkit already comprises four documents funded by NSW Environmental Trust. Similarly detailed documents will be prepared over the next five years covering additional TSR topics as resources allow and with input from our customers, stakeholders and investors.

Measurement and evidence

We will demonstrate to customers, investors and stakeholders that our decisions are sound and effective using a framework to measure, evaluate, report and improve achievements over time.

We will be held to account against seven evidence-based, TSR-specific metrics.

TSR-specific metrics

Key accountabilities	Measure	2024 target
Quality of service	Annual customer satisfaction score	85%
Financial sustainability	Revenue (\$ per annum) from grants	Increase grant revenue to \$5 million per year
Social Goal	Number of collaborative opportunities created with recreationists/tourists	Nine collaborative projects created (one per region but not including TSRs in the Western Division, where recreational use is not authorised)
Economic Goal	Number of permits issued and total stock number by class	Maintain the seasonally adjusted 2019/20 baseline
Environmental Goal	Area (ha) managed under conservation agreements	Increase to 250,000ha
	Number of monitoring points providing data, information and knowledge	Habitat condition maintained or improved on all grant-funded sites
Cultural Goal	Number of collaborative opportunities created with First Nations Peoples	Ten collaborative projects created (one per region)



Our Success

While achieving our 2024 targets is realistic, given the available opportunities, support from our community will be needed to make these and other possibilities a reality and allow TSRs to achieve their full potential.

Critical success factors

Our ability to effectively implement this Plan is dependent on successful transitioning from a private to a collaborative funding model, as well as continuous improvement. The critical success factors for contestable funding are:

- our capacity to engage the community, identify opportunities for improved multiple use, and convert these ideas into compelling applications in contestable grant programs
- accessibility of contestable grant programs (eligibility, timeframes, funding limits, etc.)
- comparative merit of our applications against other submissions or applications
- our capacity to identify and implement corrective and preventative actions in a timely manner, and to deliver sustained performance over long time frames

We are confident of meeting these challenges with the support of the community.

What success could look like?

VISION To inspire others in public land management by setting the new standard Nine collaborative projects More people connecting with **SOCIAL GOAL** and visiting TSRs created (one per region but not Number of collaborative including TSRs in the Western More of the community sees the value opportunities created with recreationists/tourists use is not authorised) **ECONOMIC** Maintain the seasonally TSRs connect regions and states adjusted 2019/20 GOAL TSRs continue to play an important role baseline in emergency management Number of permits issued Droving continues to be an important and total stock number use of TSRs by class **ENVIRONMENTAL** More rural landscapes reconstructed around TSRs GOAL Stock use is widely recognised as an Area (ha) managed under important conservation tool conservation agreements 250,000ha More TSRs making a greater contribution to the protected area estate Number of monitoring **Habitat condition** points providing data, maintained or improved More landcare groups actively engaged information and knowledge on all grant-funded sites in TSR management **CULTURAL** Ten collaborative projects More interpretative sites explaining the historical importance of TSRs created (one per region) GOAL More First Nations Peoples engaged and Number of collaborative employed in TSR management opportunities created with More sites showcasing where First **First Nations Peoples** Nations Peoples' cultural heritage and travelling stock co-exist Cultural burning practiced on more TSRs

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Appendix 1.

TSR Classification and Management Guide

Category	Guideline
General	Engage an expert panel
	Make decisions based on best available data, information and local knowledge
	Ensure the weighting given to different uses and values is commensurate with community support and opportunitie
	Use consistent TSR classifications at regional boundaries
	Ensure access to stock permits and reserve use permits are equitable
	Avoid granting management agreement permits where other revenue sources provide adequate alternate funds
	Use strategic grazing as a management tool to maintain or improve the resource base
	Continue uses that do not degrade or damage the land
	Maintain or enhance ecological linkages and connectivity
	Maintain or enhance vegetation condition where funding permits
	Avoid fertilizer applications
	Avoid supplementary fodder except in emergency management situations
Category 1	Designate the Map Class as either: 1a – walking and/or slow travel permit 1b – emergency management or biosecurity purposes
	Rating of conservation value is low
	Potentially no incompatible uses
	Avoid investments to improve the resource base as they are unlikely to be effective
Category 2	Designate the Map Class as either: 2a – walking and/or slow travel permit 2b – strategic grazing under an agreement 2c – management agreement permits 2d – short term grazing permit
	Rating of conservation value is medium or high
	Include all TSRs livestock 'highways'
	Compatible uses and values include biodiversity conservation, First Nations Peoples' cultural heritage and passive recreation
	Avoid conflicting management or uses that restrict travelling stock, such as large non-grazing conservation areas and incompatible active recreational uses
	Develop management plans for high conservation value TSRs in Map Class 2c
	Consider alternative funding sources prior to renewing Management Agreement Permits
	Seek investments to improve conservation value and access for recreation and First Nations Peoples' cultural practices
Category 3	Designate the Map Class as either: 3a – excluded under an agreement 3b – strategic grazing under an agreement 3c – short term grazing permit 3d – management agreement permits 3e – excluded for conservation but not under an agreement
	Rating of conservation value is high-medium
	Compatible uses and values include biodiversity conservation, First Nations Peoples' cultural heritage and passive recreation

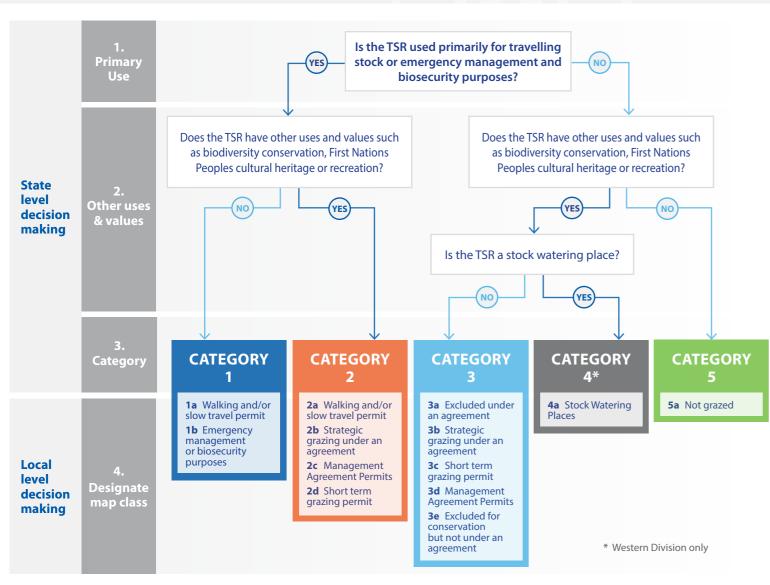
Category	Guideline		
	Avoid conflicting management or uses such as emergency management, stock grazing under Management Agreement Permits, active recreation and forestry		
	Utilise grazing as a conservation management tool		
	Explore, in collaboration with the community, opportunities to improve environmental and cultural outcomes		
	Seek investments to improve conservation value and access for First Nations Peoples' cultural practices		
Category 4	Designate the Map Class as 4a - Stock Watering Places (Western Division only)		
	Rating of the conservation value is low, medium or high		
	Utilise grazing as a conservation management tool		
	Recreational use is not authorised in the Western Division		
Category 5	Designate the Map Class as 5a – not grazed		
	Rating of the conservation value is low		
	Compatible use and value is carbon sequestration		
	Record values or uses that exist for purposes other than grazing, conservation, First Nations Peoples' cultural heritage or recreation		



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Appendix 2. Classification decision tree

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Appendix 3.

Best Management Practice Toolkit outline

Торіс	Description	Priority
SOCIAL		
Recreational use Manual	Details the policies and procedures for providing recreational activities and servicing recreational facilities on TSRs.	Medium
Customer, stakeholder, investor and partner relationship Strategy	Describes the risks and opportunities to maintaining or improving the satisfaction of interested parties that could have an impact on the results achieved.	Medium
Monitoring and Audit Strategy	A framework to assist LLS staff to monitor, evaluate, report and improve TSR management outcomes.	Very high (Draft)
Co-investment principles and decision support tool	A support tool to guide LLS and provide transparency on when, how and under what circumstances third-party investment agreements should be entered into.	Very high
ECONOMIC		
Compliance Handbook	Defines and explains the purpose of the TSR compliance program, including the laws that govern TSRs, the professional and ethical standards that must be followed, training and accreditation, the chain of responsibility, and guidelines for compliance monitoring and action.	
Drovers Code of Conduct	Describes what a drover or person responsible for stock walking or grazing on a TSR or along public roads should know and/or do (to update the 2004 code).	Very high
Standard permits	Defines the classes of permits, standard conditions and pricing, to be uniformly adopted among different regions, with scope for regional adaption.	Very high
Asset management	Describes the best management practices to manage items of TSR property, plant or equipment.	Very high
ENVIRONMENTAL		
Environmental impact assessment	Defines best practice to identify, predict, evaluate and mitigate environmental and other impacts associated with TSR development proposals and policies, plans and programs, including Management Agreement Permits.	High
Best environmental management practice	A tool to assist LLS staff to consistently determine the conservation value of individual TSRs; and identify management practices that maintain or improve biodiversity conservation outcomes.	
Regional TSR vegetation guides	Tools describing vegetation formations, endangered ecological communities and site managed species in each region to enable rapid assessment of the potential status of native vegetation in the field.	
Rapid conservation assessment method: training package and guidelines	ssessment method: training condition to be monitored over time.	
Management Plan template	Management Plan template for management agreement permit areas.	Very high
Information management system	Map and database of TSR Conservation Values.	
CULTURAL		
First Nations Peoples' Cultural Heritage Guide	A guide to investigating, assessing, reporting on and preserving First Nations Peoples' cultural heritage within TSRs.	High
Information management system	Map and database of TSR Cultural Heritage.	High
Historical Significance Guide	A guide to investigating, assessing, reporting on and preserving historically significant sites and items within TSRs.	High



