

# Gungahlin Strategic Assessment Annual Report 2024 - 2025

Annual compliance report for the Gungahlin Strategic Assessment and Biodiversity Plan for the period  
1 July 2024 to 30 June 2025

**City and Environment Directorate, ACT Government**  
**August 2025**

## Acknowledgement of Country

The City and Environment Directorate acknowledges the Ngunnawal people as traditional custodians of the ACT and recognise any other people or families with connection to the lands of the ACT and region.

We respect the Aboriginal and Torres Strait Islander people, particularly our Aboriginal and Torres Strait Islander staff, and their continuing culture and contribution they make to the Canberra region and the life of our city.

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## Review and Approval

Revision No.	Date	Prepared by	Reviewed by	Approved for issue by
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Final				

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The Plan Implementation Team would like to extend appreciation to the contributions made to the Annual Report by the Chief Minister, Treasury and Economic Development Directorate, the Suburban Land Agency and the City and Environment Directorate.

## Declaration of accuracy

In making this declaration, I am aware that sections 490 and 491 of the *Environment Protection and Biodiversity Conservation Act 1999* (EPBC Act) make it an offence in certain circumstances to knowingly provide false or misleading information or documents. The offence is punishable on conviction by imprisonment or a fine, or both. I declare that all the information and documentation supporting this compliance report is true and correct in every particular. I am authorised to bind the approval holder to this declaration and that I have no knowledge of that authorisation being revoked at the time of making this declaration.

Signed: 

Full name: George Cilliers

Position: Executive Group Manager

Organisation: City and Environment Directorate

Date: 28 November 2025

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## List of Abbreviations

ACT	Australian Capital Territory
AMS	Adaptive Management Strategy
ANU	Australian National University
APZ	Asset Protection Zones
BGW	Box Gum Woodland
BOP	Bushfire Operations Plans
CED	City and Environment Directorate
CEMP	Construction Environment Management Plan
CMTEDD	Chief Minister, Treasury and Economic Development Directorate
CWD	Coarse Woody Debris
DA	Development Application
DCCEEW	Department of Climate Change, Energy, the Environment and Water (Cwth) (formerly DAWE)
DAWE	Department of Agriculture, Water and the Environment (Cwth) (formerly DoE, superseded by DCCEEW)
ED	Economic Development (Part of CMTEDD)
EDP	Estate Development Plan
EOEG	Environmental Offsets Executive Group
EOWG	Environmental Offsets Working Group
EPA	Environment Protection Authority
EPBC Act	<i>Environment Protection and Biodiversity Conservation Act 1999</i> (Cwth)
EPSDD	The ACT Government's Environment, Planning and Sustainable Development Directorate (previously Environment and Planning Directorate and Environment and Sustainable Development Directorate) which is now part of the City and Environment Directorate or CED.
ESA	ACT Emergency Services Agency
FVS	Floristic Value Score
GNR	Goorooyaroo Nature Reserve
GSA	Gungahlin Strategic Assessment
GSM	Golden Sun Moth
HIP	Habitat Improvement Plan
ILRP	Indicative Land Release Program
KNR	Kinlyside Nature Reserve
LMA	Land Management Agreement
MNES	Matters of National Environmental Significance

NCA	National Capital Authority
NMNR	Nadjung Mada Nature Reserve
NRM	Natural Resource Management
OFHA	Overall Fuel Hazard Assessment
OMP	Operation Management Plan
PCS	ACT Parks and Conservation Service
PCT	Plant Community Type
PIT	Plan Implementation Team
the Plan	Gungahlin Strategic Assessment Biodiversity Plan
PTWL	Pink-tailed Worm Lizard
RAO	Registered Aboriginal Organisation
SDA	Subdivision Design Application
SLA	Suburban Land Agency
SLL	Striped Legless Lizard
SP	Superb Parrot
TCCS	Transport Canberra and City Services (formerly Territory and Municipal Services Directorate) which is now part of the City and Environment Directorate or CED.
ToR	Terms of Reference

Note: References to government agency names in this report are accurate at 31 August 2025.

## A message from the Plan Implementation Team chairperson

The Territory continued its commitment to implement the Gungahlin Strategic Assessment Biodiversity Plan (the Plan) during the 2024-2025 reporting period, a period that posed ongoing challenges and benefits from above average rainfall for the past few years.

While many activities are undertaken annually by the ACT Parks and Conservation Service (PCS) across offset sites within the Gungahlin Strategic Assessment area, several from the last financial year are of particular note:

- Collaboration with Suburban Land Agency to engage with Shirley Smith High School and planning the establishment of the new suburb of Kenny, adjoining Nadjung Mada Nature Reserve (NMNR).
- Working with the ACT Natural Resource Management Team's First Nations Conservation Trainee Program in the Northern Woodlands (Horse Park North, Taylor and Jacka avoidance areas) and NMNR for environmental restoration works.
- Rangers hosted volunteer working groups with various activities such as plantings, weed removal and presentations on ecological values within the wider Goorooyaroo Nature Reserve.
- Engagement with Registered Aboriginal Organisation (RAOs) in a heritage survey for the Old Well Station Road project at NMNR.

Monitoring of Superb Parrot, Golden Sun Moth and Striped Legless Lizard continued in 2024-25. In the 2024 season, climatic conditions were improved, with a larger number of hot and dry days. There was an increase in the number of Golden Sun Moth recorded at both Kinlyside and Throsby North. In the 2024 season, the habitat for Striped Legless Lizard at NMNR has improved and it is expected that numbers will remain stable during the 2025 spring monitoring season. Additionally, a translocation plan has been produced to guide salvage translocations across the Kenny/NMNR.

Superb Parrot breeding was monitored at the Throsby East offset sites in the spring and summer of 2024. Six nesting attempts were located on the Throsby East offset site and three nests successfully produced young.

Funding allocations increased in the 2023-24 financial year compared to previous years. Funding for the 2024-25 financial year has not been officially confirmed at the time of preparing the report (end of August 2025), and any variations will be reported in the 2025-26 annual report.

During 2024-25, the ACT Government released land to cater for 206 dwellings, 19,038m<sup>2</sup> of commercial land and 11,124m<sup>2</sup> of community facility land in the GSA area

George Cilliers  
Chair – Plan Implementation Team  
City and Environment Directorate

# 1. Background

In October 2012, the ACT and Commonwealth governments commenced a strategic assessment under Part 10 of the *Environment Protection and Biodiversity Conservation Act 1999* (the EPBC Act). The focus of the strategic assessment was to protect and conserve the remaining identified green-field sites in Gungahlin, the northern-most district in the ACT.

The [Gungahlin Strategic Assessment Biodiversity Plan](#) (the Plan) was endorsed on 20 June 2013 and the actions associated with the development were approved on 17 July 2013. As a result of the approval, the Plan has streamlined the development process by removing the need for site-by-site assessment of Matters of National Environmental Significance (MNES).

The Plan outlines the activities required to complete the urban development of the Gungahlin district. Accordingly, the Plan is defined by the establishment and implementation of measures to affect urban development and biodiversity conservation within Gungahlin. The Plan is relevant to the following Gungahlin Strategic Assessment (GSA) areas as they appear below in **Figure 1** and the Territory Plan:

- Urban development areas of Kenny, Throsby, Moncrieff, Jacka (north), Taylor;
- Urban development areas in the Gungahlin Town Centre (east precinct); and
- Conservation areas, including broad acre areas, being additions to Goorooyarroo and Mulligans Flat Nature Reserve, Kenny Nature Reserve, Horse Park north broad acre, Kenny broad acre and Kinlyside Nature Reserve.

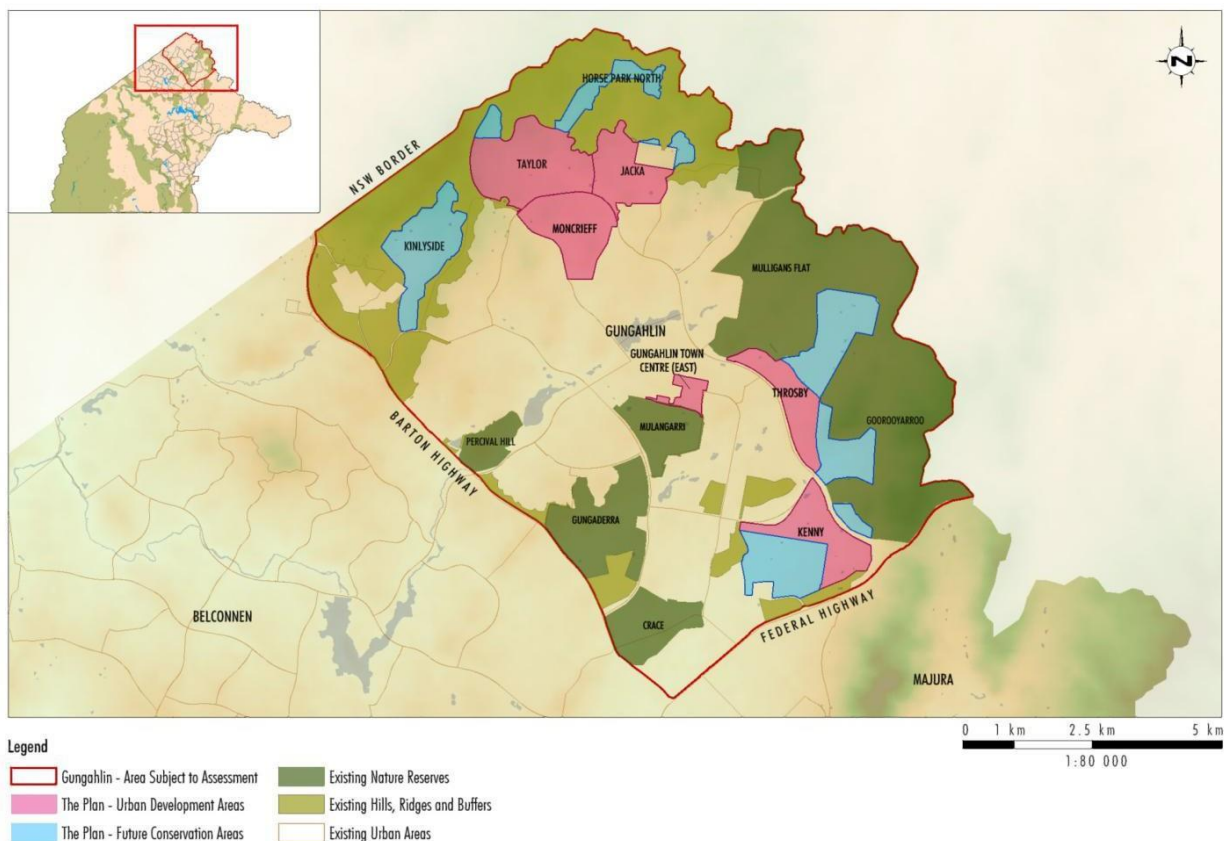


Figure 1. Overview of the GSA Area in the Plan

## 1.1 Annual Reporting under the Plan

This annual report is a comprehensive report on the activities related to the Plan throughout the preceding year, being 1 July 2024 to 30 June 2025. The annual report provides information about ACT Government activities and performance against the commitments of the endorsed Plan.

## 1.2 Plan Review Report

The Plan requires a Plan Review Report to be prepared every four years from endorsement of the Plan. The first Gungahlin Plan Review Report was completed in September 2018 with limited information available to comment on all commitments.

The second Report for the period of June 2018 to June 2022, discusses the GSA progress over the past 4 years and recognises the delivery of commitments to date. The 2022 Report provides findings on actions undertaken, improvements to MNES, legislation and policy changes, and knowledge gained from June 2018 to June 2022. The Report provides recommendations for improving the delivery of commitments in the future, and the ACT Government will continue to work with the Commonwealth Government to deliver these recommendations. **Table 1** summarises the recommendations proposed, progress at the time of the Report (i.e. 2022 Comment) and current status.

The next Plan Review is due in August 2026.

## 1.3 Independent Audit

The Commissioner for Sustainability and the Environment completed the first independent audit of the GSA Plan in November 2017. The audit found that a total of 19 commitments (five with observations) were compliant. 13 commitments were not compliant, five of which were identified as high risk.

Areas of non-compliance resulted largely from delays in timely delivery and implementation of the commitments across government agencies. Five corrective actions were issued for high-risk items to ensure commitments are met. All of the corrective actions had been completed by the 2021-22 financial year.

The second independent audit of the GSA was completed in July 2023, prepared by NGH Pty Ltd. The audit found that a total of 13 commitments were not compliant:

- Eight of these are non-compliant findings from the previous audit which cannot be closed out as they relate to timing.
- One is ongoing non-compliant finding.
- Four are new non-compliant findings.

City and Environment Directorate (CED) continues to work with relevant entities on improvements to the strategic assessment process and responses to the recommendations of the independent audit report.

**Table 2** summarises the recommended actions for non-compliant findings identified during the audit process with timeframe of completion and current status.

The next Independent Audit is due in June 2028.

Table 1. Recommendations of the Gungahlin Strategic Assessment Plan Review Report 2

2022-2026 Recommendation	2022 Comment	Current Status
<b>Coordination</b>		
Regular meetings with stakeholders should be established (e.g. 3-monthly whole of GSA stakeholder catchups).	In progress with the formal establishment of the GSA Working Group. However, further work is needed as the Terms of Reference (ToR) for the group are unclear, and meetings are not as frequent as they need to be.	The GSA Working Group has been merged with the Environment Offsets Working Group (EOWG). The EOWG meets as required and there were two meetings during 2024-25. Further improvements to the ToR and meeting frequency are required following a review of offset governance arrangements. An Offsets governance improvement review was undertaken by Aestra in 2024.
Pursue an ongoing offsets policy position to complete required policy review and associated policy development identified in the Review Report.	In progress with a staff member recruited on a temporary contract to focus on the offsets policy review and offsets register. However, this position is not ongoing which risks completion of all required policy review and policy development as the GSA Working Group do not have capacity to do policy development.	The ACT Government engaged Rooftop Social to undertake a review of the ACT Environmental Offsets Policy in 2023. CED is continuing to consider and progress the review recommendations.
There are a number of compliance teams within ACT Government that have specific powers under different legislation (e.g. NC Act, Environment Protection Act and PD Act). All teams are currently collaborating when investigating compliance issues.	Compliance monitoring and enforcement is a gap that still requires further development.	Discussions have been occurring between these areas. A review of compliance capacity was undertaken by Environment, Heritage and Parks in 2023. Action on review recommendations is ongoing.
A clearer process, and sufficient resourcing, is required to record and transfer information across stakeholders involved in GSA delivery. This process should be communicated to all stakeholders at the commencement of each financial year (post-annual reporting), and when there is turnover in key stakeholders.		Discussions for improvements are ongoing. After completion of the Annual report, it is circulated to the stakeholders as part of information sharing.
<b>Interpretation and delivery of commitments</b>		
Further discussions to be undertaken about developing a wiki or glossary detailing the interpretation of each commitment which could help to reduce confusion across the various stakeholders involved in implementing the GSA.	This recommendation was noted in the 2019 Umwelt brief sent to the Commonwealth. This should be raised at GSA Working Group (offsets working group), to ensure a responsible party is agreed and the work is progressed.	Improved communication and education of roles and responsibilities for all stakeholders across all offsets will be developed as part of any future ACT environmental offset policy reform.

2022-2026 Recommendation	2022 Comment	Current Status
A service delivery agreement should be prepared which clearly sets out the intent and actions that need to be delivered for each commitment. Service delivery agreements could be developed by EPSDD for future strategic assessments and would be subject to approval from the Commonwealth.	Greater guidance on interpretation of each commitment is essential due to the long lifetime of the GSA and subsequent changes to staffing and team structures that inevitably occurs. Service delivery agreements are an ongoing matter.	Noted. Will be considered for future strategic assessments.
<b>Monitoring and mapping</b>		
Guidance from the Commonwealth is required on the implications of the 2018 mapping in achieving the GSA Plan commitments. This guidance will facilitate restoration planning decisions.	Desktop mapping exercises were undertaken in preparing the Plan. Ground-truthed mapping was then undertaken by Ecological (2011), and again by Capital Ecology (2018). The 2018 mapping was inconsistent with the earlier mapping, and the refined method employed by Capital Ecology has now been used across GSA and other offset sites, and this will be used to re-map GSA sites in 2026-2027.	Re-mapping of GSA sites is set for 10 years intervals, and Capital Ecology's refined method of Plant Community Type (PCT) mapping will be utilised for consistency. This mapping was more precise and consistent across the ACT. The next round of PCT mapping by a qualified expert is due in 2026-27 to demonstrate progress with commitments.
There has been a movement towards spatial planning & delivery of monitoring/management data via spatial platforms. Consideration should be given to providing flexible means of delivering Operation Management Plans (OMPs) under Commonwealth commitments, e.g., via spatial platforms.		Ongoing. Spatial management units (areas where specific actions are undertaken in georeferenced areas) are being developed within the gazetted nature reserve boundaries.
<b>Research</b>		
Research commitments should look to build on previous research to ensure investment is not duplicated on topics that have already been addressed. A national level register of research projects aligned with offsets and specific MNES would assist in reducing duplication (and increasing scientific collaboration) in the offsets research space.	Research undertaken across GSA is checked against commitments, as well as strategic documents within ACT Government (e.g., action plans, strategies).	Ongoing. Research actions are considered as outlined in the OMPs, to better achieve adaptive management in the GSA offset areas.
<b>Timing and delivery of commitments</b>		
Provided that the overall outcomes for MNES are achieved, commitments that have specific targets should be flexible to respond to the different challenges and opportunities across the strategic assessment. Mechanisms that allow for flexible delivery of targets needs to be clarified at the commencement of the strategy.	This recommendation has been tackled during the 2018-22 reporting period. The new processes developed under the Adaptive Management Strategy and for OMPs allows for flexibility in meeting targets. Effectively, the overall commitment provides the required flexibility, while specifics around how and what is being achieved sits in the	Ongoing

2022-2026 Recommendation	2022 Comment	Current Status
	OMP.	
Delivery of commitments could be improved by adopting an environmental stewardship program. The objective of this program would be to provide long-term support for private landholders to maintain and improve the extent and condition of MNES.	Environmental stewardship was perceived as an alternative option to Land Management Agreements (LMAs) – but LMAs unlikely to be a mechanism used for engaging rural lessees in offsets management in future. It is still an option to be considered by the ACT Government, but there are considerable challenges (legislative, governance, compliance etc.) that may preclude the use of this option. A plan review and reform project is currently being undertaken for the PD Act and associated legislation. Issues with LMA’s have been raised in the review.	This recommendation is no longer applicable to the GSA offset sites as almost all areas that were previously privately leased are now under the custodianship of and managed by ACT Parks and Conservation Service (PCS). Discussions are currently being held across CED on potential options in this space for future strategic assessments.
For the 2022-26 reporting period, a clear template and process guidelines, communicated early in the review will expedite feedback.	Informal discussions with the Commonwealth clarified content of current report, but feedback on this report would assist with development of the next GSA Review report.	Ongoing. Department of Climate Change, Energy, the Environment and Water (DCCEEW) provided guidance for preparing Annual Compliance report for GSA in June 2024. The GSA annual report 2023-24 was prepared in line with the <a href="#">Annual Compliance Report Guidelines (2023)</a> .
<b>Land Management Agreements</b>		
Review the effectiveness of LMAs as a tool to facilitate the management of the offsets to achieve commitments and as a tool to measure and enforce compliance.	LMAs unlikely to be a mechanism used for engaging rural lessees in offsets management in future, as it has been challenging to ensure conservation outcomes are being met (especially with difficult weather conditions e.g. extreme rainfall, and drought). A plan review and reform project is currently being undertaken for the PD Act and associated legislation. Issues with LMA’s have been raised in the review.	Risks relating to LMAs have been reduced following withdrawal of most areas of leased land. In general, Discussions about LMA effectiveness are ongoing following an <a href="#">ACT Auditor-General’s Report</a> undertaken in 2021.
Develop policy to understand options for advanced offsetting, both in the GSA and across the ACT.	Continuing to consider developing policy.	Outcome of policy review will be provided in the next Plan Review Report.
<b>Reserve Management</b>		
Government resourcing needs to allow for reserve management planning, implementation, monitoring, evaluation and reporting. Set up and allocate funding to an evaluation program.	Adequately resourced, with the exception of planning (currently under-resourced) and evaluation (not resourced).	Ongoing. PCS develop key business cases as required for resourcing and an evaluation framework has been developed.

2022-2026 Recommendation	2022 Comment	Current Status
A new ACT Government urban connectivity project offers the opportunity for a multi-agency approach in planning for landscape scale connectivity for multiple species. Employing the outputs of this project to guide plantings will enhance conservation outcomes.		Ongoing. PCS provides comment and feedback on these projects and related statutory processes to improve connectivity outcomes.
Multi-disciplinary approaches to developing planning tools yield good conservation outcomes even beyond the GSA offset sites (e.g. strategic grazing for GSM). However, processes and governance structures need to be developed early to ensure that, with staff turnover, corporate knowledge is not lost, and program continuity is not compromised.		Ongoing. Improvements to offsets governance arrangements are currently in discussion following a review in early mid-2024.
<b>Adaptive Management (AM) Principles</b>		
Set up and allocate funding to an evaluation program to improve review process for adaptive management (and increase understanding of AM principles across teams).	Adaptive Management Strategy (AMS) developed over the 2018-22 reporting period and guides implementation across GSA. The process within this AMS will be applied to GSA Offset Management Plans being reviewed and drafted during the 2022-26 reporting period. AM can be difficult in practice, and the ACT Government are still establishing and refining our systems for providing ecological advice to land managers in a timely and efficient manner. However, progress has been made in the timeliness of information delivery that will assist in adaptively managing GSA offset sites. For 2022-26 reporting period, a review of the AMS may be required.	Ongoing
<b>Reporting</b>		
For future GSA annual reports, guidance on whether previous financial reports have been suitable, and/or what information Commonwealth is looking for, on annual basis would improve efficiency of financial reporting.	Financial audit is undertaken site-by-site.	Ongoing. Feedback from the Commonwealth on these aspects would be welcome.
Guidance by Commonwealth around reporting requirements where there are lags in being able to demonstrate progression towards commitments would improve the efficiency and quality of future GSA reporting.		Ongoing. Feedback from the Commonwealth on these aspects would be welcome.

2022-2026 Recommendation	2022 Comment	Current Status
<p>The timely delivery of annual reports could be improved by taking into account time frames for the ACT Government processes and negotiating more flexible timeframes with the Commonwealth Government.</p> <p>Further deliberations on this with interested parties including EPSDD, the Commonwealth, PCS, SLA.</p>	<p>This recommendation is reiterated in this plan review.</p>	<p>Ongoing. The process would benefit from additional flexibility. The ACT Government will look to have further discussions on this with the Commonwealth on possible options.</p>
<p>While monitoring capacity has improved greatly over between 2018-2022, capacity in data analysis/evaluation is still limited. Future reporting can be enhanced by engaging a suitably qualified staff member in-house. Alternatively, planning for ecological analysis and engaging statistical consultants early in reporting processes (annual, but also for land managers) would enhance current reporting.</p>		<p>The PCS Environmental Offsets teams conduct extensive annual monitoring. Monitoring data is shared with land managers, however capacity for more extensive evaluation of monitoring data to inform conservation planning is limited at this time.</p>
<b>Funding</b>		
<p>Budgeting should be allocated to meet the resourcing requirements for ecologists, and administration, planning and evaluation processes. This will build internal capacity and help to achieve commitments. Set up and allocate funding to an evaluation program.</p>	<p>Allocations now meet resourcing requirements for ecologists, administration, planning and reporting.</p>	<p>Funding for an evaluation program is not yet available.</p>
<p>Undertake more focused research around MNES management and restoration to improve offset delivery.</p>	<p>Over the 2018-2022 reporting period, multiple ongoing positions have been secured to undertake ecological research associated with the GSA.</p>	<p>Research is planned and delivered within the capacity of the team. However, this is limited by reduced team capacity.</p>

Table 2. Recommended actions for non-compliant findings identified during the audit process

Commitment	Recommended action	Recommended timeframe	Status
3	Develop site-specific guidance documents for any future developments that indicate how the land use has considered adjacent MNES habitat (as required).	As required	The guidance documents are now completed, see <b>Appendix A</b> – Completed Commitment.
9	Finish the Nadjung Mada Nature Reserve (NMNR) Management Plan and submit the Plan to Commonwealth.	31st October 2023	The OMP for NMNR was submitted to the Commonwealth on 15 November 2023 (extension granted by DCCEEW) and is now compliant with commitment 9. DCCEEW provided comments on the OMP which have largely been addressed by PCS, however discussions regarding final changes are ongoing with DCCEEW. Completion of the OMP is dependent on decisions with DCCEEW regarding the part of the reserve damaged by construction of the Shirley Smith High School (detail provided in <b>Table 3</b> commitment 15). The actions are still under consideration. The ACT Government and DCCEEW are negotiating whether the damaged area of reserve should be restored or if another offset is required to compensate.
12	Develop a process for contractor auditing and review of audit results.	31st October 2023	A standard condition requiring an independent auditor will be included in all Subdivision Design Application (SDA) approvals.
28	Revise the Strategic Bushfire Management Plan to include MNES considerations or develop site-specific management plans that address MNES requirements.	30th June 2024	Bushfire protection activities must be conducted consistently with the Ecological guidelines for fire, fuel and access management operations that include considerations for protection of MNES. Ongoing. See comments for Item 28 in <b>Table 3</b> .
37	EPSDD to prepare response to altered spending and how this may be rectified in the future to meet the intended goals of the GSA.	30th June 2024	Ongoing. See updates for item 37, Item 38 in <b>Table 3</b> and Section 7.

## 1.4 Commitments

The Plan identifies a range of commitments to be undertaken by the ACT Government targeting MNES affected by urban development in Gungahlin on the basis of analysis presented in the GSA - Assessment Report, refer to **Table 3** and **Appendix A** – Gungahlin Strategic [Assessment Completed Commitments](#). Commitments in the Plan include:

- avoidance of areas that support habitat for MNES on land presently designated by the Territory Plan as developable;
- increased investment in habitat enhancement beyond the minimum level required by ACT legislation; and
- increased investment in research targeted at the affected MNES and guided by action planning objectives.

Direct impacts on MNES have either been avoided (Pink-Tailed Worm Lizard, Superb Parrot breeding sites, important migratory bird habitat) or minimised through protecting core, well connected endangered woodland or habitat (Box Gum Woodland, Golden Sun Moth or Striped Legless Lizard habitat).

The GSA is halfway through its project life span of 20 years. In the last 10 years 19 commitments have been completed of the 38 commitments of the Plan. There are 19 commitments which require ongoing progress, refer to **Table 3**.

## 2. Plan Implementation Team

The Plan Implementation Team (PIT) is responsible for all aspects of implementation of the Plan in addition to ensuring accurate records are maintained of all activities that are conducted in relation to implementation of the Plan as per Commitment 6 of the Plan. The PIT was established in 2014 and was a multi-agency group drawn from executives within the EPSDD (former Environment and Planning Directorate), Chief Minister, Treasury and Economic Development Directorate (CMTEDD) and coordinated by Economic Development (ED), CMTEDD. However, from 1 July 2016 the responsibility for compliance monitoring and reporting was assigned to Impact Assessment, Statutory Planning, within the City and Environment Directorate or CED (previously EPSDD). The PIT membership was then reviewed in response to the ACT Directorate restructure. The revised PIT membership and Charter was approved by the former Commonwealth Department of Environment on 13 January 2017.

The approvals monitoring, and implementation of the GSA is the responsibility of the PIT for the 20-year life of the Plan. Upon conclusion of the Plan, ongoing management responsibility will divest in the appropriate ACT Government agencies. The PIT will ensure the appropriate transfer and accessibility of information gathered over the life of the Plan. The PIT will operate with a mandate to ensure a whole of government approach to implementation of the Plan.

### 2.1 Membership

PIT members include executive representation from CED, CMTEDD, and SLA. As of 30 June 2025, the PIT comprised:

- Statutory Planning, CED (Lead Directorate);
- Environment, Heritage and Parks Division, CED;
- Suburban Land Agency (SLA);
- Policy and Cabinet, CMTEDD; and
- Treasury, CMTEDD.

## 3. Working groups

### 3.1 Internal working group

The GSA Working Group has been merged with the Environmental Offsets Working Group (EOWG). The EOWG comprises members from multiple divisions within CED and meets during the year to discuss implementation and delivery of the commitments under the Plan. The Environmental Offsets Executive Group (EOEG) provides cross directorate executive oversight of offsets within the ACT. This includes the provision of advice and recommendations on offset matters.

### 3.2 Consultation and engagement groups

PCS undertakes extensive stakeholder engagement in relation to the management of offset sites, throughout planning, monitoring, research, and operational management processes. Stakeholder engagement has been increasing in areas surrounding the Kinlyside Nature Reserve (KNR), Nadjung Mada Nature Reserve (NMNR), and Jacka, Taylor, and Horse Park North avoidance areas, where surrounding residential development continues and in areas surrounding the Goorooyaroo Nature Reserve (GNR) (comprising the Throsby and Kenny Broadacre offset sites) where recent residential development has occurred.

The development of new suburban estates adjacent to offset sites has provided an opportunity for PCS Rangers to engage with these new communities. Public engagement has focused on community education on the natural values surrounding resident's homes and encouraging participation.

#### 3.2.1 Community engagement in 2024-25 by PCS

In the 2024-25 financial year PCS undertook the following community engagement:

- Ranger engagement with Shirley Smith High School (Kenny) to talk about the nearby NMNR and environmental conservation across the ACT.
- Working with SLA to engage with Shirley Smith High School and planning the establishment of the urban suburb of Kenny, adjoining NMNR.
- Working with the ACT Natural Resource Management Team's First Nations Conservation Trainee Program in the Northern Woodlands (Horse Park North, Taylor and Jacka avoidance areas) and NMNR for environmental restoration works.
- Bird surveys in KNR by Canberra Ornithologists Group.
- Rangers hosted a planning/training day for DCCEE staff in Throsby North for the biodiversity assessment method.
- Rangers conducted an outreach visit to Throsby School to strengthen partnerships with educators and share insights into the ecological significance of Throsby East. This initiative aimed to inspire greater student engagement with local environmental values and conservation efforts.
- Rangers hosted volunteer working groups with various activities such as plantings, weed removal and presentations on ecological values within the wider GNR.
- Rangers hosted a mountain bike tour of the GNR with the National Parks Association.
- Engagement with traditional owners on the Old Well Station Road upgrade project.
- Hosted Registered Aboriginal Organisation (RAOs) participation in a heritage survey for the Old Well Station Road project at NMNR.
- Work has also begun to engage the Hall community and other important stakeholders in creating a recreation plan for the KNR, which will become an open reserve in the near future.
- PCS continues to engage with the SLA Communications Team ('Mingle'), to enable better delivery and promotion of offset and conservation messaging to communities. Community engagement

tools have been developed for deployment at Taylor and Jacka that are focused on enhancing community understanding of the conservation values at their doorstep.

PCS has also worked closely with other key stakeholders who assist with the management of the GSA offset sites, including:

- Non-Government Organisations such as WaterWatch, Friends of Grasslands, ParkCare and Canberra Ornithologists Group.
- A selection of Aboriginal businesses, contracted to deliver restoration works.
- The Dhawura Ngunawal Caring for Country Committee.
- RAOs, as declared under Section 14 of the *Heritage Act 2004*, including:
  - *Buru Ngunawal Aboriginal Corporation*;
  - *King Brown Tribal Group*;
  - *Mirrabee*; and
  - *Ngarigu Currawong Clan*.
- Current lessees and agistment license holders (including in KNR and Kenny development area).
- The Woodlands and Wetlands Trust.
- Tertiary institutions, including the Australian National University (ANU), University of Canberra and Canberra Institute of Technology.
- Utility providers with infrastructure located near or within reserves, such as EvoEnergy, and ICON water.
- Office of Nature Conservation (Environment, Heritage and Parks Division, CED) which provide ongoing ecological advice and expertise.

### 3.2.2 Community engagement in 2024-25 by SLA

Since opening the Wildbark Learning Centre at Mulligans Flat Woodland Sanctuary in 2022, the Woodlands and Wetlands Trust have run tours through the surrounding offset area. Additionally, several social media engagement posts have been made on Facebook about management activities such as ecological burns, weed management, planting and seeding projects and reintroduction programs (such as the New Holland Mouse, Eastern Bettongs, Bush-Stone Curlew and Eastern Quoll). Many of these activities have engaged volunteers including the Mulligans Flat ParkCare group.

A multi-disciplinary and broad stakeholder engagement led Master Plan refinement process commenced in 2023 for the new suburb of Kenny, including the Place Vision (2023), Connecting with Country Framework (2024), Sustainability Ambitions Report (2025) and Principles of Good Planning (Planning Act 2023). Engagement with Government stakeholders, First Nations, and local community to produce and refine a Master Plan is expected to continue in future.

The new Shirley Smith High School development commenced on the northern boundary of the NMNR, and the school opened to students in 2024. There are ongoing stakeholder discussions with the school, as well as the City Services, CED (former Transport Canberra and City Services, TCCS) and Infrastructure Canberra, particularly relating to stormwater management.

The Final milestone of an engagement and placemaking program for Gungahlin Town Centre East was achieved in August 2024 with release of the Design and Place Framework. This followed release of the Place Ambition report in June 2023. Together these documents will guide the future development of the precinct, complementing statutory requirements of the Territory Plan. Additional engagement opportunities are expected over the forward two years as SLA seek to progress a Subdivision Application and associated Development Applications.

On 17 October 2024, a Koala was sighted within the proposed future development area of Jacka. Subsequent notification and engagement with ACT and Commonwealth Government stakeholders has commenced to guide the next steps. All stakeholders across the ACT Government are working closely together to ensure informed advice can be provided that prioritises protection of MNES.

## 4. Land Release Program

The ACT Government prepares a five-year Indicative Land Release Program (ILRP) as part of the Housing Supply and Land Release Program, setting out the ACT Government's intended program of residential, commercial, industrial and community land releases. The ILRP is indicative and is subject to change as market conditions alter or as ACT Government priorities adjust.

The ACT Government plans for the supply and release of land, taking account of factors such as forecast population changes, household changes, demand for land and the capacity to cost effectively deliver key infrastructure and services. The SLA and the Development and Implementation Division of CED are responsible for preparing the ILRP in conjunction with other relevant Territory authorities.

The five-year ILRP enables the ACT Government to deliver on its economic and social strategies for the Territory. The ILRP 2024-25 to 2028-29 included the following release targets for Gungahlin during 2024-25:

- 556 dwellings;
- 19,038m<sup>2</sup> of commercial site area; and
- 20,219 m<sup>2</sup> of community facility site area.

The actual 2024-25 land release for Gungahlin was:

- 206 dwellings;
- 19,038m<sup>2</sup> of commercial site area; and
- 11,124 m<sup>2</sup> of community facility site area.

The divergence between the ILRP and actual releases achieved relates to the deferment of a site in Gungahlin Town Centre East which is outlined below. More information about the ILRP is available at ACT Government [Land Release](#) site.

### 4.1 Gungahlin Town Centre

The Gungahlin East project was approved in 2017 and finished civil construction in 2018-19 with site releases to developers and occupiers commencing in February 2019. The remaining commercial, community and residential sites will be sold in line with the ILRP.

Since October 2022, ACT Government has progressed a place-based engagement to help inform future releases. The engagement supports achievement of the vision and direction outlined in the new planning system, helps to improve line-of-sight from planning strategy to development outcomes.

The final milestone of this engagement, [the Design and Place Framework for Gungahlin Town Centre East](#) was released August 2024, following release of the [Place Ambition Report](#) in June 2023. The Place Ambition and the Design and Place Framework will together guide the future development of the precinct, complimenting statutory requirements of the Territory Plan.

As a result of this place-led and engagement and the subsequent statutory planning process needed to embed the intent of the Design and Place Framework into the Territory Plan, a land release to support a 350 dwelling Build-to-Rent development has been moved from 2024-25 to 2026-27.

Notwithstanding the processes outlined above, two community facility sites were released in 2024-25, a 2,895m<sup>2</sup> block for development of Community Housing and a 4,075m<sup>2</sup> block for future development

of a Community Activity Centre or Religious Associated Use. The community facility releases deliver on the 'Big Drivers' identified in the ACT district strategies, providing essential social infrastructure to meet the needs of the community, support diversity, and strengthen community connections to create a sustainable and liveable city.

## 4.2 Jacka

The future urban areas of Jacka are expected to deliver around 700 additional residential dwellings. This is made up of two stages. Civil construction of Stage 1 commenced in early 2023 and 400 dwellings released in late 2022-23. An additional 55 dwellings and the Local Centre site were released in 2023-24, followed by release of 26 dwellings in 2024-25.

A Development Application (DA) for the second stage of North Jacka comprising approximately 200 dwellings was conditionally approved by the Territory Planning Authority on 18 September 2024.

On 17 October 2024, a koala was sighted within the proposed development area and subsequently notified to the Office of the Conservator of Fauna and Flora, CED and DCCEEW. Forward actions relating to the Koala sighting and any potential impact on development are outlined in section 5.4 below.

## 4.3 Taylor

The major civil and landscape works in Taylor have been completed along with the land release in accordance with the ILRP. Several minor infrastructure improvements were completed in 2024-25 including edge treatments at several locations along the urban edge interface with the nature reserve to mitigate illegal access, dumping and other impacts.

Boundary fences between PCS and City Services (former TCCS) custodianship areas, recreational way finding signage and the western Taylor fire trail improvements were all progressed during 2023-24.

The Margaret Hendry Primary School opened in 2019 and completed expansions in August 2023. Construction of the adjacent North Gungahlin High School was recently completed, with its first year 7 cohort welcomed in 2025. The Local Centre site finalised its sale process in June 2024.

## 4.4 Throsby

Throsby estate construction was completed in 2017. All land release and sales in accordance with the ILRP have been completed, with the final block settled in September 2021.

There have been some changes to the 'Home of Football' project, which was initially planned to be built at Throsby. This site will no longer be the new headquarters for football in the ACT, and the proposed features and amenities have been scaled down. The current proposal resembles that of a regular district playing fields, (similar to many other suburbs) with four playing fields, a smaller carparking area and a small change room and bathroom building. This proposal is still awaiting ministerial approval.

## 4.5 Moncrieff

The final land release for Moncrieff was completed in 2024-25, with release of Block 4 of Section 23 to support opportunity for a future Community Housing development. Sale of the adjacent Moncrieff Group Centre was concluded in May 2025. The Group Centre will play an important role for Moncrieff, Taylor, Jacka and surrounds – providing for a range of convenient retail and services, together with a mix of housing.

## 4.6 Kenny

The first land released in Kenny was for the new Shirley Smith High School, which welcomed its first year seven cohort in 2024. The proposed suburb of Kenny has been managed under an agistment licence since the uplift of the rural lease in 2020.

Over 2024-25 SLA progressed a range of due diligence, master planning and engagement activities to inform the development of the suburb. Preparation of an SDA will commence in 2025-26 to enable the first residential, commercial and community land releases from 2027-28 in accordance with the ILRP.

At this stage, it is expected Kenny will accommodate approximately 1,800 to 2,500 dwellings, with a mix of housing choice, including affordable, public and community housing. Kenny will have a unique character and identity, defined by its landscape setting and relationship to adjacent nature reserves. The concept of a series of small neighbourhoods connected by an overarching network of open space 'green fingers' and system of smaller open spaces where residents will have access to a range of local facilities underpins the development intention.

## 5. Environmental offsets

Environmental offsets are measures that compensate for residual adverse impacts of an action on the environment. Offsets provide environmental benefits to counterbalance the impacts that cannot be avoided once avoidance and mitigation measures have been considered.

The condition of the offset sites established through the GSA are presented below based on monitoring data gathered by ACT Government ecologists and consultants. It should be noted that this does not include other offset areas located within the GSA region that relate to developments outside the scope of the Strategic Assessment, such as the Budjan Galindji Nature Reserve offset area (previously Franklin Grasslands) which offsets the impacts from the Dudley Street upgrade in Yarralumla (EPBC 2017/8072). The offset areas established through the GSA are identified in **Figure 1**.

The following sections represent the survey findings and activities undertaken in each conservation area and any major achievements by ACT Government in 2024-25.

### 5.1 Kinlyside

The KNR was created and gazetted through a Territory Plan Variation on 6 November 2014. The KNR includes a large section of land adjacent to the Casey residential suburb. The primary objective of establishing the offset area was to permanently protect and enhance the extent and quality of the White Box - Yellow Box - Blakely's Red Gum Grassy Woodland community and the population and habitat of Golden Sun Moth (GSM). KNR primarily included areas of land managed under rural lease for agricultural purposes and thus it was a closed reserve. These leases were periodically monitored and reviewed to ensure optimal conservation and biodiversity outcomes in line with the Plan and the [Kinlyside Offset Management Plan](#).

Nature reserve lands managed under rural lease for KNR were withdrawn in accordance with the decision of the Minister. New parts of the boundary have now been fenced, and plans are progressing for opening the nature reserve to the public, including development of a recreation plan, a review of the OMP, and a Major Plan Amendment under the new *Planning Act 2023* to modify the boundary of the nature reserve. A recreation plan and review of the OMP will allow safe use of the reserve by the public without negatively impacting MNES.

### 5.1.1 Findings

#### **Box Gum Woodland (BGW)**

The BGW within KNR continues to represent the largest area of EPBC BGW vegetation within any offset area in the ACT. Results from the spring 2024 survey season indicate that native ground cover has continued to decrease since 2020 in the EPBC woodlands. In the 16.4 EPBC Plant Community Type (PCT), average native cover (29.4%) has fallen well below the benchmark EPBC requirement of 50% cover. There has been an increase in the cover of exotic perennial grasses (e.g., Yorkshire Fog (*Holcus*) and Serrated Tussock), leading to decreased cover of native species.

Average grass height has continued to be below the lower benchmark (5cm) across the EPBC BGW areas. Thatch depth remains stable and was within benchmark levels across the EPBC BGW areas. Serrated Tussock and St John's Wort are the weed species of most concern as they are often above asset protection levels in the EPBC BGW at KNR. Serrated Tussock numbers have reduced compared to 2023, but St John's Wort numbers are relatively high across EPBC BGW areas.

#### **Golden Sun Moth (GSM)**

KNR continues to represent some of the best quality GSM habitat in northern ACT, with very high cover of Wallaby Grass across the site, and grass tussock height and bare ground cover favourable to the species.

In 2024, there were 32 records of GSM across the site. This is a strong survey result, and coupled with the 2023 results, indicates an improvement on previous years. This is the strongest survey result since 2020 and an encouraging increase from the two GSM recorded in 2022. The decline in population density and occupancy in 2021-2022 is due to seasonal variation in populations arising from unfavourable annual climatic influences. In comparison, the past two years (2023-2025) have experienced the hot and dry conditions preferred by GSM, allowing the population numbers to grow.

#### **Pink-tailed Worm-lizard (PTWL)**

As all impacts to PTWL were avoided through the GSA, there was no requirement to offset. However, PTWL habitat is known to occur in KNR (four individuals were recorded by Biosis in 2012), and therefore was subject to early mapping and monitoring in 2016, with one individual recorded on the site.

PTWL monitoring infrastructure was set up in August 2023 in preparation for future monitoring, and in a positive sign, two individuals were incidentally found. Monitoring will commence in the 2025-26 season after the two-year settling period.

### 5.1.2 Actions undertaken

Most of the offset and all the nature reserve area is now managed by PCS (leases were withdrawn in 2022-23). Reserve operational teams conducted the following actions:

- treatment of invasive plants throughout the reserve including Serrated Tussock, African Lovegrass, St. John's Wort and Briar Rose;
- Gully erosion control to address headcuts in drainage lines and planting of native Sedge (*Carex*) and Tussock Grass (*Poa labillardierei*) in drainage lines to prevent erosion;
- functional restoration through the addition of coarse woody debris to improve woodland structural complexity while avoiding GSM habitat;
- monitoring of pest animals via rabbit spotlight transects, rabbit thermal monitoring and cat and fox camera detection arrays;
- Rabbit control via warren fumigation;
- Determined that biomass control was not required due to grazing pressure from kangaroos. An

agistment licence for a small section of the reserve has been issued for targeted livestock grazing;

- Small mammal monitoring which detected Common Dunnarts (*Sminthopsis murina*);
- Writing the Kinlyside Trail Feasibility Report, quantifying the disturbance impact from the proposed recreational trail network at KNR.

### 5.1.3 Achievements

A landscape improvement implementation plan was created in 2020 for the Northern Woodland areas that include KNR. Actions from the plan have been implemented and a review delivered in June 2024 (Works Report and Planning Update June 2024) stated that there has been extensive work carried out by reserve staff and contractors. Outcomes include:

- erosion control works have prevented significant erosion in association with unprecedented rains and flooding in 2021-2023;
- significant revegetation activities using a large range of locally native trees, shrubs, grasses, forbs and sedges have improved connectivity and enhanced existing vegetation;
- continual management of important weeds such as Serrated Tussock and woody weeds have reduced the threat to MNES and plant diversity;
- strategic placement of woody debris has increased habitat structural complexity and augmented existing habitat; and
- livestock grazing management has improved and is better aligned with conservation outcomes.

Small mammal survey arrays detected the Common Dunnart (*Sminthopsis murina*) as part of research by CED. On-ground operational planning now includes conserving small mammal habitat in the reserve and providing connectivity with small mammal habitat in surrounding areas (Northern Woodlands to the north-east of KNR).

## 5.2 Taylor

The Taylor avoidance area is located within the Gungahlin district, north of the suburb of Taylor close to the NSW/ACT border.

### 5.2.1 Findings

#### **Box Gum Woodland (BGW)**

The high level of native ground cover in the Taylor avoidance area has been maintained within the 16.1 EPBC PCT in 2024 (92% cover, down slightly from 97% cover in 2023). The level of native cover in the EPBC 16.4 PCT has improved since the 2023 survey season (49.6% in 2023 to 54.4% in 2024). This returns the EPBC 16.4 PCT zone to above benchmark condition.

Due to dry conditions in 2023 and 2024, grass heights fell below the lower benchmark. Average thatch depth remains within benchmark levels. St. John's Wort has decreased significantly since very high densities in 2023 (4,543 plants/ha in 2023 down to 568 plants/ha in 2024). Similarly, Serrated Tussock numbers continue to reduce since the high levels of 2022, and now the density falls within asset protection levels (<500 plants/ha).

#### **Golden Sun Moth (GSM)**

GSM surveys were undertaken at Taylor in 2024-25, however no GSM were recorded. This is consistent with previous seasons in Taylor. GSM do not have a monitoring commitment for Taylor offset site in 2025-26. However, further opportunistic surveys for GSM may be undertaken during the flying season of 2025-26 if the conditions are appropriate for GSM and resourcing permits.

## 5.2.2 Actions undertaken

- Invasive plant treatment for Serrated Tussock, St John's Wort, and Sulfur cinquefoil;
- maintenance of previous extensive plantings of both native Sedge (*Carex*) and Tussock Grass (*Poa labillardierei*);
- maintenance of previous shrub node by replacing the dead plants with Blackthorn (*Bursaria*) and Redstemmed wattle (*Acacia rubida*);
- monitoring of pest animals via cat and fox camera detection arrays;
- Gully erosion control using rock battering to control headcuts in drainage lines;
- seeding Kangaroo grass (*Themeda*), native Fuzzweed (*Vittadinia*) and Red-leg grass (*Bothriochloa*) in dam restoration areas following earthworks;
- planting 400 plants of Tuber spike rush (*Eleocharis atricha*) near a large dam; and
- management of waste/rubbish blown in to the reserve from the suburb.

## 5.2.3 Achievements

- A landscape improvement implementation plan was created in 2020 for the Northern Woodland areas that include Taylor avoidance area. Actions from the plan have been implemented and a review delivered in June 2024 stated that there has been vast improvement in terms of landscape function and in meeting MNES targets (Works Report and Planning Update June 2024).
- Continual management of important weeds such as Serrated Tussock, St John's Wort have reduced their densities considerably thus reducing the threat to MNES and plant diversity.

## 5.3 Horse Park North

The Horse Park North avoidance area is located in the north of the Gungahlin district, close to the NSW/ACT border.

### 5.3.1 Findings

#### **Box Gum Woodland (BGW)**

The Horse Park North avoidance area continues to support some of the highest quality BGW across ACT offset areas.

An increase in native cover was recorded in EPBC 16.1 PCT zone, and a small decrease in native cover in EPBC 16.4, however the native cover remains within recommended EPBC levels. An exception to this is a low-quality (non EPBC 16.8 PCT) area in the south – adjacent to the new urban development – that has a high cover of Yorkshire Fog.

Grass heights decreased in 2024 due to dry conditions, though still falls within benchmark levels. Thatch depth was within benchmark across the site. Serrated Tussock was stable but remains above asset protection levels in EPBC 16.1 and 16.8. St John's Wort has decreased considerably since 2023 and now falls within asset protection levels (<500 plants/ha).

#### **Golden Sun Moth (GSM)**

GSM monitoring is not a core commitment of this avoidance area, and no surveys were undertaken in 2024-25. Opportunistic surveys for GSM may be undertaken during the flying season in 2025-26 to give an insight into the population at this site, should resourcing permit.

### 5.3.2 Actions undertaken

- Planting and maintenance of previous extensive plantings of *Carex* and *Poa labillardierei*;

- functional restoration through tree and shrub planting, maintenance of plantings and the addition of coarse woody debris into the landscape to improve woodland structural complexity;
- invasive plant treatment for Serrated Tussock, St John’s Wort and Sulfur cinquefoil;
- Monitoring of pest animals via cat and fox camera detection arrays; and
- monitoring for Gula (Koala) after detection of a Gula in the Jacka development area (currently undeveloped land).

### 5.3.3 Achievements

- A landscape improvement implementation plan was created in 2020 for the Northern Woodland areas that include Horse Park North avoidance area. Actions from the plan have been implemented and a review delivered in June 2024 stated that there has been vast improvement in terms of landscape function and in meeting MNES targets (Works Report and Planning Update June 2024).
- Small mammal survey arrays detected the common dunnart (*Sminthopsis murina*) as part of research by the Environment, Heritage and Parks Division, CED.

## 5.4 Jacka

The GSA does not identify any MNES supported by the Jacka avoidance area. The site is included for strategic benefit, primarily habitat connectivity. Therefore, no monitoring surveys are conducted at this site. However, operational teams conducted invasive plant control, with a high priority on Serrated Tussock, St John’s Wort and broadleaf weeds in the 2024-25 year.

On 17 October 2024, A Gula (Ngunnawal name for the Koala) was detected in the Jacka future development area (currently not developed). In February 2022, the Koala was declared Endangered in the ACT, and their protection is a key issue for all relevant Government Agencies. There are historical and recent records of Gula in this area.

Environmental Due Diligence Survey Monitoring of the Gula was conducted by the CED between October 2024 and February 2025, and a report was completed in June 2025. The report concluded that the area constitutes suitable Gula habitat and was occupied by at least one male Gula for at least four weeks. Information obtained from initial due diligence surveys is inconclusive (at this time).

SLA will lead the completion of a further environmental assessment program (Self-Assessment) that will consider any potential implications for the approved DA for the next stage of Jacka (DA202341596).

All stakeholders across the ACT Government are working closely together to ensure informed advice can be provided to the Government and the Commonwealth where necessary.

## 5.5 Throsby North

### 5.5.1 Findings

#### **Box Gum Woodland (BGW)**

The high-diversity EPBC BGW in Throsby North remains in good condition with high native ground cover and high floristic diversity.

The EPBC PCT zones 16.1 and 16.4 were above benchmark for native cover and floristic diversity in 2024 surveys (meeting the EPBC requirements). However, EPBC PCT 16.2 does not currently meet the EPBC condition requirements for native ground cover, with a 2024 average of 9% cover (over 50% is required), though this has improved slightly from 2023.

Grass heights remain high in non-EPBC 16.6 and 16.8 zones, though fall within benchmark levels in the other PCT zones. Thatch depth was within benchmark across the site. St John's Wort has reduced in density from 2023, however remains above asset protection levels in EPBC zone 16.1. Weed densities remain stable in other areas of Throsby North.

### **Golden Sun Moth (GSM)**

Throsby North continues to represent some of the best quality GSM habitat in northern ACT.

Twenty-six GSM sightings were recorded in transect surveys during the 2024-25 flying season. This is a much higher number than the previous few years, when conditions for GSM were unfavourable due to wet and cool seasonal conditions.

A stable population and distribution of GSM has been recorded at Throsby North (2015-2020). The variability in the GSM numbers is likely related to seasonal variations in populations arising from the different climatic influences. The previous low population numbers being related to unfavourable climatic conditions, whereas this year's population growth may be associated with a return to the preferred hot and dry conditions. Further surveys for GSM will be undertaken during the flying season of 2025-26 to give further insight into the population at this site.

### **Superb Parrot (SP)**

While there are some potential nesting trees, no SPs have been recorded nesting at Throsby North. This is likely due to their preference to nest in proximity to each other, with more suitable nesting trees being located at Throsby East.

## **5.5.2 Actions undertaken**

- Invasive plant treatment was undertaken for St. John's Wort, Sifton Bush, Patterson's Curse, Sweet Briar and Serrated Tussock;
- flame weeding of Serrated Tussock was undertaken in 0.19ha area and 0.9ha area with seeding afterwards with a native seed mix of Kangaroo Grass (*Themeda triandra*), Wallaby Grass (*Rytidosperma sp.*), Spear Grass (*Austrostipa scabra*), Native Fuzzweed (*Vittadinia cuneata*), Red-leg Grass (*Bothriochloa macra*), Lemon Beauty-heads (*Calocephalus citreus*), Blue Devil (*Eryngium ovinum*) and Native Lily (*Arthropodium sp.*);
- control of Phalaris prior to plantings to prepare the soil and reduce competition with plantings;
- planting of a variety of shrubs and grasses (*Acacia rubida*, *Acacia dealbata*, *Acacia genistifolia*, *Eucalyptus blakelyi*, *Indigofera australis*, *Bursaria spinosa*, *Themeda triandra*) to improve BGW quality and maintain drainage lines;
- woody debris and rocks were placed in various erosion headcuts with planting of grasses and sedges conducted afterwards to prevent erosion and improve the quality of BGW;
- 16 head of cattle were purchased by PCS in order to improve flexibility with the grazing program for this area; and
- targeted grazing through the use of electric fencing and regular stock movement allowed for better control of vegetation biomass management and GSM habitat improvement.

## **5.5.3 Achievements**

- The high diversity groundcover has been maintained resulting in high quality BGW at Throsby North. The grassland biomass is managed through strategic livestock grazing using moveable electric fencing and regular stock movements. This enables grass biomass to be managed within GSM habitat requirements and contributed to high GSM numbers detected in the 2024 monitoring season.

## 5.6 Throsby East

### 5.6.1 Findings

#### **Box Gum Woodland (BGW)**

The EPBC BGW areas (16.2 PCT) in Throsby East continue to meet the native cover requirements for EPBC status. In non-EPBC zones, grass height is above benchmark levels although it has decreased consistently from the highs of 2021. St John's Wort numbers have decreased since 2023 surveys, though are still present in low densities in PCT 16.2, 16.5 and 16.8. Serrated Tussock has increased in PCT 16.7, though is still well below asset protection levels. Land managers are aware of the potential emerging threats of these weeds.

#### **Golden Sun Moth (GSM)**

A targeted survey for GSM was undertaken in the 2024 survey season, which yielded no records. This is not an unusual result for Throsby East, which hosts a very low-density population of GSM. Further surveys for GSM will be undertaken during the flying season of 2024-25 to give further an insight into the population at this site.

#### **Superb Parrot (SP)**

Throsby East supports one of only two known breeding colonies of SP in the ACT. There is a high density of quality nesting hollows in stands dominated by *E. rossii* and *E. blakeyli*.

SP breeding was monitored closely in the 2024 season. Hollow surveys (direct observation through tree climbing) were undertaken throughout the breeding season to determine hollow occupancy in historic SP nesting hollows. Arboreal mammal predator (common brushtail possum and Kreft's glider) presence was relatively high, detected in six historic SP nests. A further three active SP nests in the 2024 season failed due to predation. Nesting attempts remained low (total of six nesting attempts), where three nests successfully produced young. Given the apparent increase in native predation and competition pressures from arboreal mammals, trials of predation mitigation tactics are recommended for the 2025 breeding season.

Intensive monitoring of the breeding colony must continue and all potential disturbances during the 2025 breeding season must be mitigated on this site.

### 5.6.2 Actions undertaken

- Weed control activities continued for Saffron Thistle, Fleabane, African Lovegrass, *Phalaris*, and Serrated Tussock; and
- 17-24 head of cattle grazed across the site for four months. Appropriate grazing pressure aids in regulation of grass growth, encourages flowering and maintains inter-tussock spaces which in turn maintains habitat for grassland fauna.

### 5.6.3 Achievements

- An honours study of competition at SP nest hollows was recently completed and submitted for examination (ANU) and found that increased competition with both native and invasive species had a negative impact on key vital rates for SPs in Throsby East. The study also confirmed that the data collected via camera traps provided a good index of competition pressure when compared to direct observations made in the field.
- Further, the PCS offsets research team (in partnership with the ANU) has completed data extraction from cameras deployed at SP nests, including nests in Throsby East (approx. 6 million images). Detailed analysis of the image results is planned for 2026.

Results from both of these sources will be used to develop ideas about how to assist the SP population

should breeding output does not recover naturally.

## 5.7 Kenny Broadacre

### 5.7.1 Findings

#### **Box Gum Woodland (BGW)**

Native cover in the EPBC BGW (PCT 16.2) within Kenny Broadacre continues to improve compared to 2021 and 2022 and is well within benchmark levels. Grass height is generally within benchmark levels except for in 16.8 (which is higher than benchmark but has been falling).

Kenny Broadacre remains free of significant weeds African Love Grass and Chilean Needle Grass. St John's Wort was recorded at densities over asset protection levels in non-EPBC PCT 16.8, though at lower levels than last year.

#### **Striped Legless Lizard (SLL)**

Striped legless lizard surveys were not undertaken in the 2024-25 season. Previous surveys have found a small but stable population at the site since 2020, with a single individual being recorded in 2023. SLL surveys will resume in the 2025-26 season.

### 5.7.2 Actions undertaken

- 17-24 head of cattle grazed across the site for four months. Appropriate grazing pressure aids in regulation of grass growth, encourages flowering and maintains inter-tussock spaces which in turns maintains habitat for grassland fauna; and
- weed control was undertaken for Serrated Tussock and St John's Wort.

### 5.7.3 Achievements

- Significant improvement in native ground cover in the EPBC BGW.

## 5.8 Nadjung Mada Nature Reserve (Kenny)

PCS management of Kenny Nature Reserve (now Nadjung Mada Nature Reserve (NMNR)) commenced during 2020-21. There are a range of ecological and hydrological issues at Kenny that are being further investigated by CED and SLA to ensure the protection of the reserve adjacent to the future urban area.

### 5.8.1 Findings

#### **Box Gum Woodland (BGW)**

NMNR continues to represent the lowest quality EPBC BGW of all the GSA areas, with floristic diversity being very poor (5.2 FVS score). Native cover declined during the La Niña years of 2020-22 due to an increase in the exotic perennial grass *Phalaris* which was favoured by the cool and wet conditions of La Niña. In 2024, native cover falls below the benchmark (32.9%) in the EPBC PCT 16.2.

Serrated Tussock was detected in densities above asset protection levels in EPBC PCT 16.2, however remains absent in PCT 16.6. and 16.8. The other weed species of concern remain stable across the site. In PCT 1.3 and 1.4 (non-EPBC grassland SLL habitat) the density of Serrated Tussock has decreased but remains above asset protection levels in the grassland zones. St John's Wort has also increased in the grassland zones but remains below asset protection levels.

#### **Striped Legless Lizard (SLL)**

There were eight SLL recorded at NMNR in the 2024-25 season. This is double the previous highest

number of SLL in 2021, recorded between 2018 and 2025. Overall, this population remains low. Further SLL surveys will be undertaken in the 2025-26 season. CED is considering salvage of SLL from nearby development site.

### **Superb Parrot (SP)**

NMNR contains trees that are critical to SP movement through the wider landscape. SP movement through NMNR is particularly important as many of the individuals using these trees are active breeders at Throsby East. They have been recorded using the corridor multiple times daily during the breeding season to source food for their young. Characteristics that make the trees on NMNR suitable for SP movement include their height (> 10 m), species (*E. melliodora*), crown (healthy), and age/size (mature/large). At least 40 trees within the reserve contain these characteristics.

#### **5.8.2 Actions undertaken**

- Monitoring of pest animals via rabbit spotlight transects, rabbit thermal monitoring, and cat and fox camera detection arrays;
- rabbit control through warren fumigation and thermal assisted ground shooting including working with neighbouring lessees to reduce rabbit population on reserve boundary;
- working with SLA to control Serrated Tussock across the landscape;
- conducted an ecological burn on 29 May 2024 to improve groundcover condition and quality in BGW;
- planting of shrubs to increase midstorey habitat and provide foraging resources for SPs in BGW;
- maintenance of previously planted shrub nodes by planting in areas where previous plantings did not survive with Blackthorn (*Bursaria*), Red-stemmed Wattle (*Acacia rubida*), Austral Indigo (*Indigofera australis*), Silver Wattle (*Acacia dealbata*), Blackwood (*Acacia melanoxylon*);
- functional restoration through addition of coarse woody debris to improve woodland structural complexity;
- restoration activities along Sullivans Creek to improve connectivity for SLL, including planting more than 3000 native Tussock Grass (*Poa*) and native Sedge (*Carex*) plants;
- engaged consultants to write a restoration plan and engineering plan to address erosion issues within Sullivans creek, with remediation work planned to occur in future;
- biomass control through simulated grazing as well as strategic ecological grazing with stock; and
- priority actions to maintain the trees in the reserve to create the SP movement corridor;

#### **5.8.3 Achievements**

- A grazing management plan and restoration plan (drafted by Greening Australia) has been finalised and will inform site management activities;
- PCS staff undertook grazing training to improve their skill and knowledge in this area;
- average grass height increased from 2.5cm across the site in 2019 to around 23-50cm in 2020-23. This is above the upper recommended height of 12cm. However, at this site the longer grass and bigger tussock structures likely benefit the SLL population;
- during the 2023-24 reporting period an investigation report of hydrological changes within NMNR was delivered. This project evaluated how changes to surface water and groundwater hydrology resulting from future urban development in Kenny may impact on BGW and SLL habitat in the reserve. This report also made recommendations for how to manage and mitigate risks through actions in the Kenny development area and within the reserve. PCS and SLA are continuing to work together to reduce the impacts of the development of Kenny, upstream of NMNR, on MNES values and Sullivans Creek in the reserve; and
- trees containing attributes which contribute to SP movements were successfully maintained.

## 6. Report on performance by outcome/commitment

The commitments from the Plan and the status of each commitment are presented in **Table 3** below. Items reported as complete at the end of the 2024-2025 reporting period are attached to this report at **Appendix A** for reference.

Table 3. Gungahlin Strategic Assessment Commitments

Item	Commitment	Responsibility (from 1 July 2018)	Compliance with the commitment	Comment
1	Variation to the Territory Plan and amendment to the National Capital Plan for all proposed land use changes (including creation of Nature Reserves) in accordance with the Plan.	EPSDD/NCA	Compliant	<p>Timing for the establishment of nature reserves is linked to relevant development activities. All nature reserves and offset areas, except for Kenny, were established under <a href="#">Territory Plan Variation 319</a> in November 2014. NMNR (formerly Kenny Nature Reserve) was officially approved in 2021, via <a href="#">Territory Plan Variation 379</a>. Please see commitment item 21 in <b>Appendix A</b> for details.</p> <p>Uplift of zoning for Jacka 2 – Stage 1 was completed in 2023-24. The masterplan for this estate includes formalisation of the future hills, ridges and buffer zones to the north with Development Application (DA202341596) for Jacka 2, Stage 2 conditionally approved on 18 September 2024 for these areas.</p> <p>All works in Taylor have been completed including land release in accordance with the ILRP.</p> <p>The first land developed in Kenny was for the new Shirley Smith High School. Preparation of SDA is expected to commence in 2025-26 for the remaining portion of Kenny.</p> <p>Other land use changes have been and will continue to be uplifted after relevant SDA are approved.</p>
4	Review and update Land Management Agreements (LMA) or management plans for all avoided areas of NUZ3 – Hills, Ridges and Buffers to ensure consistency with, and application of commitments of the Plan. As a part of this action, baseline condition assessment of all avoided areas including NUZ3 will be undertaken and LMAs will include conditions for compliance and enforcement.	EPSDD - PCS	Compliant	<p><b>Kenny/NMNR LMA:</b> The LMA for the leased area of the Kenny offset site is no longer required as the lease was withdrawn during 2020-21 and the site transitioned to nature reserve. This land is now under the custodianship and management of PCS.</p> <p><b>Kinlyside LMA:</b> The two LMAs that applied to the KNR are no longer required, as the leases over the nature reserve were withdrawn during 2022-23 (effective from 1 July 2023). Most of the land is now under the custodianship and management of PCS. However, a small portion of the offset area remains outside the nature reserve on leased land and will be subject to an LMA. This may change in future.</p> <p>Agistment licenses for all areas where stock is required are managed by PCS. Licences have been prepared under section 273 of the <i>Nature Conservation Act 2014</i> to enable private graziers to undertake various land management activities in avoided hills, ridges and buffer zones (NUZ3).</p> <p>Baseline assessment of areas has been completed in accordance with commitments 13 and 14.</p>
5	Implement cat containment policy in all urban development areas.	TCCS	Compliant	<p>The GSA suburbs – Bonner, Crace, Forde, Gungahlin Town Centre east, Jacka, Moncrief, Taylor and Throsby were declared cat containment areas under the <i>Domestic Animals Act 2000</i>.</p> <p>In 2021, the <a href="#">ACT Cat Plan 2021-2031</a> was released. The Cat Plan sets a number of strategies and actions to guide the management of cats in the ACT. Implementation of the plan and the associated strategies will be guided by the <a href="#">ACT Cat Plan Implementation Plan</a>. See <a href="#">DI2019-33</a> for Domestic Animals Declaration 2019.</p> <p>Supporting the above, the Domestic Animals Legislation Amendment Bill 2022 introduced requirements for broader cat containment and registration across the ACT for any cat born after 1 July 2022.</p> <p>This item is complete for all suburbs except Kenny where development has not commenced.</p>
9	Develop a Reserve Management Plan for all new nature reserves in order to provide for adaptive management and condition improvement of the reserve in accordance with the objectives and commitments of the Plan.	EPSDD - PCS	Compliant	<p>OMPs and the supporting Habitat Improvement Plans (HIP) are published on the <a href="#">Environmental Offsets Register</a>:</p> <ul style="list-style-type: none"> <li><a href="#">Kinlyside OMP 2015</a></li> <li><a href="#">Extension to the Mulligans Flat and Gorooyaroo Nature Reserves OMP 2015</a></li> <li><a href="#">White Box – Yellow Box – Blakely’s Red Gum Grassy Woodland and Derived Native Grassland Condition Improvement Plan 2015</a></li> <li><a href="#">Golden Sun Moth Habitat Improvement Plan 2015</a></li> <li><a href="#">Striped Legless Lizard Habitat Improvement Plan 2015</a></li> <li><a href="#">Superb Parrot Habitat Improvement Plan 2015</a></li> </ul> <p>Reserve management plans for existing nature reserves are expected to evolve over time and OMP reviews will be conducted when required.</p> <p><b>Kinlyside and Throsby (Extension to Mulligans Flat and Gorooyaroo) OMPs:</b> Review of these OMPs is currently underway and is anticipated to be</p>

Item	Commitment	Responsibility (from 1 July 2018)	Compliance with the commitment	Comment
				finalised before the next annual report. Low staffing levels during 2024-25 resulted in delays to the review of these OMP's. <b>Nadjung Mada Nature Reserve:</b> Initial OMP submitted to DCCEEW on 13 November 2023. Due to an incident at the NMNR (described in item 15 below), the final submission and approval of the OMP has been delayed while consultation occurs with DCCEEW and decisions are made regarding the part of the Nature Reserve that has been damaged. The OMP is expected to be submitted to DCCEEW in 2025-26.
11a	Review and approve (subject to compliance with the Plan) Construction Environment Management Plans (CEMP) submitted for all new construction projects within the area subject to the Plan.	PIT	Compliant	In 2024-2025, two CEMPs for development in GSA, were submitted and endorsed: <ul style="list-style-type: none"> <li>CEMP for East Gungahlin High school - V4, DA202138619, August 2024.</li> <li>CEMP for Upgrades to Old Well Station Road, 1 July 2025.</li> </ul>
12	Coordinate with TaMS – Asset Acceptance to ensure all obligations of contractors with respect to management of MNES in accordance with the Plan have been implemented prior to hand-over of assets to the Territory.	PIT	Compliant	All relevant DAs, including SDPs in the GSA, are referred to the Impact Assessment team to ensure compliance with the Plan. Conditions are placed in DA and SDA approvals to ensure obligations with respect to management of MNES during construction are implemented.
14	Ongoing collection of key ecological information for reporting requirements.	EPSDD - monitoring and PCS	Compliant	<p><b>Golden Sun Moth (GSM)</b></p> <p>GSM <b>habitat condition monitoring</b> was undertaken at all offset sites each year from 2018 to 2023 as part of annual herbage mass assessments.</p> <p>GSM <b>population monitoring</b> was undertaken from 2018 to 2024 (except 2021) in flying seasons (October-December) at Kinlyside, Throsby North and Throsby East, and in 2021 at the former two sites only. 2020 was the last year of three-year baseline data collection for all monitoring sites. Future results will be compared to the baseline to determine any ecological changes brought about by management actions or variability in climatic conditions.</p> <p>All offset sites recorded a drop in GSM population and distribution in 2020 and further drops where almost no GSM were recorded in 2021 and 2022 surveys, likely due to the cool, wet conditions which are unsuitable for the emergence of adult moths. The 2023 monitoring season started with more favourable survey conditions but became consistently wet. Accordingly, Kinlyside recorded the highest number of GSM since 2020, but Throsby East and Throsby North, which were surveyed later in the season recorded no and very low GSM numbers. This prolonged decline is of potential concern, however poor survey conditions mean this cannot be confirmed and further investigation is required.</p> <p>Due to consecutive years of poor survey conditions and resulting questions about population status, comprehensive monitoring of all offset sites occurred in the 2024 season. In the 2024 season, climatic conditions were improved, with a larger number of hot and dry days. There was an increase in the number of GSM recorded at both Kinlyside and Throsby North. At Throsby East, on the other hand, no GSM were recorded.</p> <p>Although formal surveys of GSM are not a core requirement at Taylor and Horse Park North, they were opportunistically conducted for the first time in October 2020. Small populations of GSM were confirmed in small areas of both offset sites. Further opportunistic surveys were undertaken in 2021 at both sites, at Horse Park North only in 2022, and at Taylor only in 2023 and 2024. Both sites will be surveyed in the 2025-26 flying season if capacity allows.</p> <p>Comprehensive results up to the year 2020 are published on the <a href="#">ACT Environmental Offsets Website</a>:</p> <ul style="list-style-type: none"> <li><a href="#">Environmental Offsets Ecological Monitoring Program Report 2019-20</a></li> <li><a href="#">Throsby North GSM Population Monitoring and Habitat Mapping 2017</a></li> <li><a href="#">Kinlyside GSM Population Monitoring and Habitat Mapping 2017</a></li> <li><a href="#">Bonner, Throsby and Kinlyside - GSM Population Monitoring and Habitat Mapping 2016</a></li> <li><a href="#">Bonner, Throsby and Kinlyside - GSM Population and Habitat Monitoring Program Report 2015</a></li> <li><a href="#">Throsby East GSM Habitat Mapping 2017 (1.5 MB)</a>.</li> </ul> <p>Future GSM population monitoring is scheduled to be undertaken during the flying season of 2026. Pending resourcing and availability, long-term</p>

Item	Commitment	Responsibility (from 1 July 2018)	Compliance with the commitment	Comment
				<p>monitoring sites (Kinlyside and Throsby North) may also be surveyed for GSM populations prior to 2026.</p> <p>Future GSM habitat condition monitoring is scheduled to be undertaken during the flying seasons of 2026. Habitat condition monitoring will be undertaken during annual herbage mass surveys of these sites.</p>
				<p><b>Striped Legless Lizard (SLL)</b></p> <p>SLL <b>habitat condition monitoring</b> and <b>population monitoring</b> was undertaken at Kenny Broadacre and NMNR in each year from 2018 to 2023 as part of annual herbage mass assessments. Further population monitoring was undertaken at NMNR in 2024, but not in Kenny Broadacre.</p> <p>The population of SLL recorded at Kenny Broadacre appeared to decline from 2018 to 2019, with no individuals recorded in 2019. During this time there was reduced grass height due to drought. Increased suitable habitat from rainfall (i.e., increased grass biomass) and altered grazing regimes likely contributed to an increase in SLL in 2020 with consistent numbers in 2021, 2022 and 2023.</p> <p>The population of SLL at NMNR is currently extremely low. Surveys from 2018 to 2020 recorded a significant decline in the population compared to previous surveys in 2012 and 2015, with the first single individual recorded in 2020. A small increase was recorded in 2021 with four records, and stable numbers in 2022 (three) and 2023 (three). In the 2024 season, there was an increase in SLL, with eight being recorded. After three consecutive wet years and an increase in biomass in conjunction with targeted management activities, the habitat for SLL at NMNR has improved and it is expected that numbers will remain stable during the 2025 spring monitoring season.</p> <p>Results up to 2020 are included in the Environmental Offsets Ecological Monitoring Program Reports published on the <a href="#">ACT Environmental Offsets Website</a>:</p> <ul style="list-style-type: none"> <li>• <a href="#">Environmental Offsets Ecological Monitoring Program Report 2018-19</a></li> <li>• <a href="#">Environmental Offsets Ecological Monitoring Program Report 2019-20</a>.</li> </ul> <p>Additionally, a translocation plan has been produced to guide salvage translocations across the Kenny/Nadjung Mada landscape. Individuals from bordering development sites are being translocated into a purpose-built enclosure within the reserve, as required.</p> <p>Future SLL population surveys will be undertaken annually for NMNR, and in 2028 for Kenny Broadacre (with potential to surveys in years in between, should capacity allow).</p>
				<p><b>Superb Parrot (SP)</b></p> <p>SP breeding was monitored at the Throsby East offset sites in the spring and summer of 2024. Six SP nesting attempts were located on the Throsby East offset site in 2024. Three nests successfully produced young. This level of breeding output is poor and may be due to competition and predation from brush-tailed possums and Kreft's glider, as described in section 5.6 Throsby East.</p> <p>SP Monitoring Reports are published on the <a href="#">ACT Environmental Offsets Website</a>. Further reports will be published in the future:</p> <ul style="list-style-type: none"> <li>• <a href="#">Breeding ecology of the Superb Parrot (<i>Polytelis swainsonii</i>) in northern Canberra: Nest monitoring report 2016</a>.</li> </ul> <p>SP monitoring is completed from September to February annually (2015 -2024). SP monitoring will continue in Spring 2025. A monitoring report, with results from 2017-2023 is in draft and expected to be published online on the ACT Environmental Offsets Register when team capacity allows.</p>
				<p><b>Box Gum Woodland (BGW)</b></p> <p>BGW condition, floristics and understorey structure were monitored across the GSA offset sites (Horse Park North, NMNR, Kenny Broadacre, Kinlyside, Taylor, Throsby East and Throsby North) during 2018-19, 2019-20 and 2020-21. Woodland structural attributes were surveyed at all GSA sites in 2018-19 and 2019-20.</p> <p>2020-21 was the last year of baseline data collection. Floristics and understorey structure surveys were also undertaken in 2021-22 at all sites except Taylor, at a selection of sites in the 2022-23 season, at all sites except NMNR in 2023-24 season, and at Kinlyside and NMNR in 2024-25. Woodland structural attributes were surveyed at NMNR in 2023. Future results will be compared to the baseline to determine any ecological changes brought on by management actions or variability in climatic conditions.</p> <p>Preliminary results show that in 2018 and 2019, the native plant species richness fell below the benchmark of 35 (on average) and FVS was below benchmark of 37 for all sites. However, following favourable conditions in 2020 to 2023, the high-diversity areas of BGW in Kinlyside, Taylor, Throsby</p>

Item	Commitment	Responsibility (from 1 July 2018)	Compliance with the commitment	Comment
				<p>North and Horse Park North were recorded above benchmarks for floristic diversity in 2023. NMNR recorded a very low FVS score in PCT 16.2 which is of concern as this zone requires higher score to meet the EPBC condition state.</p> <p>In both 2018 and 2019, BGW mapped areas met the benchmark of above 50% native ground cover, except for Throsby East, which was 45% native ground cover in 2019. However, in 2020 to 2023 some BGW areas fell below the benchmark of 50% native ground cover – most likely due to the wet seasonal conditions favouring exotic species, high grass biomass and low bare ground smothering out native plants. In 2024, all areas except PCT zone 16.4 at Kinlyside, and 16.2 at Throsby North and at NMNR met the benchmark of above 50% native ground cover.</p> <p>All GSA offset sites were below benchmark for coarse woody debris, except for Kenny Broadacre, Throsby East and Taylor in 2019-20. All GSA offset sites, except for Kenny Broadacre, were also below the benchmark for the number of mature trees. Kenny Broadacre recorded the highest number of mature trees of all woodland offset sites and was well above benchmark. Surveys of woodland structure attributes at NMNR in early 2023 showed an increase in health of large trees and canopy cover and overall maturing of trees with increased numbers of small and medium trees. Woodland attribute surveys are committed to be undertaken again in 2025 within the GSA sites.</p> <p>Across all seven survey periods, weeds were deemed to be a threat at all offset sites. However, the density of weeds has fluctuated with significant effort in the on-ground management response and seasonal conditions. The most recent results of BGW areas (spring 2024) recorded high density of Serrated Tussock at Horse Park North, Kinlyside and NMNR, and a high density of St John’s Wort at Kinlyside and Taylor offset sites. St John’s wort is at lower levels but widespread across the other GSA offset sites.</p> <p>In terms of woodland condition overall, preliminary results show that across the GSA sites, the best quality sites are Horse Park North, Kinlyside, Taylor and the northern section of Throsby North. Comprehensive results before 2018-19 and 2019-20 are published in the two Environmental Offsets Ecological Monitoring Program, Reports available on the Offsets Website and Register.</p> <p>Box-Gum Woodland Monitoring and Mapping Reports are published on the ACT Environmental Offsets Register and Environmental Offsets Website:</p> <ul style="list-style-type: none"> <li>• <a href="#">ACT Box-Gum Woodland Offset Monitoring 2016</a></li> <li>• <a href="#">Woodland Quality and Extent Mapping 2017</a></li> <li>• <a href="#">Grassland Quality and Extent Mapping 2017.</a></li> </ul> <p>Vegetation condition in the form of herbage mass and weed density surveys will continue annually across all GSA sites. BGW condition (woodland structural attributes + floristics) is scheduled to be surveyed again in 2025, with floristics to be undertaken in other years (between 2022-25) if resources permit.</p> <p><b><u>Pink-tailed Worm-lizard (PTWL)</u></b></p> <p>PTWL is not a MNES with commitment targets in the Plan. However, data is being collected on the habitat and presence of this species to inform land management planning and operations.</p> <p>The extent of potential low, moderate, and high quality PTWL habitat was mapped within Kinlyside in November 2016, with 25ha of potential moderate and high quality PTWL habitat described. Population monitoring will commence in 2025, following the newly developed low impact monitoring method (Milner, 2024).</p> <p>Mapping of potential PTWL habitat occurred at Horse Park North and Taylor avoidance areas in the 2022-2023 reporting period.</p> <p>Monitoring equipment for PTWL (bricks used as artificial surface rocks) was set up in Spring 2023. These will be checked in 2025, following at least two years of settling in. Future mapping of PTWL habitat is planned to be undertaken in 2026.</p> <p><b><u>Woodland birds</u></b></p> <p>Woodland bird monitoring is not a core commitment under the GSA. However, woodland birds are monitored by PCS at Horse Park North, Taylor, Throsby North, Throsby East and NMNR. Woodland bird monitoring is undertaken by the Canberra Ornithologist Group at Kinlyside using the same methodology. This monitoring was consistently undertaken seasonally, including in 2018, 2019, 2020, Autumn of 2021 (Horse Park North, Kenny, and Taylor), and was completed in winter of 2022 (Throsby North and Throsby East).</p> <p>Preliminary results of these surveys indicate that Horse Park North and Taylor host the highest number of native bird species, with the sites recording over 52 and 39 native bird species respectively. The density of the native pest species, Noisy Miner, is above threshold at NMNR, Throsby East and Throsby</p>

Item	Commitment	Responsibility (from 1 July 2018)	Compliance with the commitment	Comment
				North. Future surveys of woodland birds may be undertaken on a 3 or 5 yearly basis, pending resource availability.
15	<p>Any action that results in a breach of commitments of the Plan and adversely affects MNES values will be investigated and reported to DoE with identified recommendations for rectification, remediation or additional compensation.</p> <p>Remedial actions or additional compensation will be undertaken for controllable or avoidable actions which lead to a decline in MNES values with respect to the stated outcomes of the Plan.</p>	PIT	Compliant	<p>In response to the 2017 Audit Report (commitment 19) and internal review (commitment 17), a new procedure to report potential breaches of the GSA was implemented. In 2019-20 the procedure was updated to reflect lessons learnt and to ensure practical outcomes. It sets responsibilities and timeframes for reporting, investigations and communication with relevant GSA stakeholders and the Commonwealth.</p> <p>As reported previously, monitoring in 2018-2020 (during the drought) at Kinlyside and NMNR indicated potential long-term decline of some MNES, including BGW, GSM habitat and SLL, resulting in a potential breach of the Plan. In August 2020, the ACT Government reported this to the Commonwealth to advise the factors contributing to potential long-term decline and the Territory’s management strategy to address this issue. The Commonwealth supported the Territory’s proposed management strategy.</p> <p>During the 2022-23 reporting period a potential breach was reported in relation to NMNR. An investigation was undertaken in accordance with the GSA breach procedure as the potential breach related to:</p> <ul style="list-style-type: none"> <li>development activities adjacent to NMNR encroaching into the reserve which resulted in clearance of 1.26 hectares of SLL habitat; and</li> <li>inadequate sediment control measures for a short period during construction of the adjacent Shirley Smith High School resulting in sediment running into the reserve during high rainfall events, impacting SLL habitat.</li> </ul> <p>The first investigation report related to encroachment of the school development into the NMNR and was provided in July 2023 and the second report relates to sediment runoff into the reserve and was provided in September 2023 to DCCEEW.</p> <p>Investigation determined that the sediment runoff resulted in only minor, temporary impacts to SLL habitat and NMNR. Following identification of the issue, the approval holder was directed to improve and maintain sediment and erosion controls to higher standards to avoid a repeat event. Subsequent site visits by the Environment Protection Authority (EPA) confirmed that this was satisfactorily achieved. Additionally, a request has been sent to the proponent to revise the long-term landscape plan to include the following actions, and implement the plan to ensure that no future heavy rainfall events result in impact to SLL habitat:</p> <ul style="list-style-type: none"> <li>The batter extending from the school’s hard edge shall be planted with <i>Lomandra longifolia</i> or similar <i>Lomandra species</i> (e.g., cultivar ‘Tanika’) to provide stabilisation of the batter and a ‘filter’ for rubbish/materials blowing off the site toward the reserve. The suggested width of this treatment is 3m and should wrap the headwall and rock mattress.</li> <li>The swale extending into the Nature Reserve from the edge of the rock mattress shall be planted with selected variety endorsed by PCS.</li> <li>The remaining zone between the <i>Lomandra</i> treatment and impact area boundary shall be sown down to TCCS dryland mix variety B.</li> <li>All necessary ground preparation to enable the establishment and successful recovery of ground cover in the interface zone and along the swale will be detailed by the landscaper.</li> <li>Establishment of monitoring points to capture an initial baseline and for ongoing quarterly assessments to monitor the stability of the swale as well as potential impact of invasive plant species, due to high nutrient load of the water.</li> <li>A consolidation and formal monitoring period of 10 years is recommended. The length of the consolidation and monitoring period permits a suitable timeframe for the establishment of the required thickness of vegetation to provide a filtering and scouring protection effect, as well as the site to experience a full range of climatic variation of dry and wet periods coinciding with El Niño and La Niña cycles.</li> <li>All rubbish, concrete and soil waste and material storage are to be cleaned up from the interface zone.</li> <li>A silt fence should be maintained along the new boundary until the re-establishment of ground cover in the interface zone.</li> </ul> <p>The school construction has finished, and the land is now stable. There is no ongoing erosion risk from the school site. Stormwater from the school and upstream entering the reserve is an ongoing risk for causing gully erosion. The drainage line headwall and swale will continue to be monitored by PCS for gully erosion and spread of invasive plants.</p> <p>Discussions with the approval holder and DCCEEW are ongoing regarding the most appropriate resolution to the clearance of SLL habitat (rehabilitation or offsetting) and outcomes will be reported in the 2025-26 annual report.</p>

Item	Commitment	Responsibility (from 1 July 2018)	Compliance with the commitment	Comment
16	Prepare and submit Annual Reports (n=20). Highlighting the implementation of the actions and relevant conservation outcomes for MNES. All reports, in addition to any research related to the Plan will be published on the internet in a central location.	PIT	Compliant	The 2023-24 Annual Report was submitted to the Commonwealth in August 2024. This report represents the 2024-25 Annual Report. Annual reports are due within 2 months of the end of the financial year (31 August) each year until 2033. All Annual Reports are published on the <a href="#">Environmental Offsets Register</a> . The reports for last five years can be found here: <ul style="list-style-type: none"> <li><a href="#">Gungahlin Strategic Assessment Annual Report 2023-24</a></li> <li><a href="#">Gungahlin Strategic Assessment Annual Report 2022-23</a></li> <li><a href="#">Gungahlin Strategic Assessment Annual Report 2021-22</a></li> <li><a href="#">Gungahlin Strategic Assessment Annual Report 2020-21</a></li> <li><a href="#">Gungahlin Strategic Assessment Annual Report 2019-20</a></li> </ul>
17	Prepare and submit Plan Review Report (n=5). The final Plan Review Report will include a summarised synthesis of all knowledge gained over the life of the Plan in order that it represent a complete description of actions taken under the Plan, requirements for ongoing management and opportunities for future enhancement beyond the life of the Plan.	PIT	Compliant	Plan Review Reports are scheduled every fourth year from endorsement of the Plan (within 6 months of the end of financial year) until 30 August 2033. The second Plan Review Report was prepared in November 2022, and the next will be due in 2026. Plan Review Reports are published on the Environmental Offsets Register: <ul style="list-style-type: none"> <li><a href="#">Gungahlin Strategic Assessment Plan Review Report 2022</a></li> <li><a href="#">Gungahlin Strategic Assessment Plan Review Report 2018</a></li> </ul>
18	Engage a third party (outside of the PIT membership or working group) to undertake an annual audit of financial management under the Plan. Findings of the audit are to be included in the annual report.	PIT	Compliant	Financial audits are undertaken by the CED, Strategic Finance in consultation with PCS representatives. Findings of the 2024-25 audit are displayed in <b>Table 4</b> below.
19	Engage a third party to undertake an Independent Audit of the Plan's implementation (n=4).	PIT	Compliant	The Independent Audit is a recurring commitment item due every five years. The first Independent Audit of the GSA was prepared by the Office of the Commissioner for Sustainability and the Environment in November 2017. The second Independent Audit of the GSA prepared in July 2023 by NGH Pty Ltd. The next Audit is due in June 2028.
26	Improvement in the under-storey diversity of 104 hectares of box gum woodlands that presently do not meet the definition of the listed community. Areas subject to this action will include those that are presently in nature reserves in addition to areas that will become nature reserve as a result of implementing the Plan.	EPSDD in consultation with the PIT - PCS	Compliant	This is described in the relevant HIP and is required to be completed within 20 years of endorsement of the Plan. BGW mapping undertaken across GSA offset sites in 2017 continues to inform MNES improvement planning and baseline for future activities. BGW extent will be re-mapped again in 2026-27, and a new evaluation section of the PCS team is currently being pursued which will help assess achievement of this condition. A restoration zone map and spatial tool with site specific attributes has been delivered by the offsets planning and monitoring teams. These tools have assisted in informing targeted operational planning and implementation to maintain or improve BGW understorey towards meeting the EPBC Act definition of the listed endangered ecological community. This will help achieve restoration in BGW understorey diversity by more accurately reflecting the baseline from which habitat improvement and restoration plans can be established, implemented, and evaluated. Additionally, landscape improvement plans have been developed and are being implemented for GSA avoidance areas (Jacka, Taylor and Horse Park North). Improvements to understorey condition arising from management actions under the landscape improvement plans will be tracked in these sites. Key activities to improve understorey diversity in 2024-25 included: <ul style="list-style-type: none"> <li>Withdrawal of rural leases over most of the Kinlyside offset area in 2022-23 has removed sheep grazing from almost all the offset areas. Targeted strategic and rotational grazing is now in place.</li> <li>New fencing has been constructed in NMNR to allow for the separation of woodland and grassland to permit seasonal, targeted grazing in areas of high exotic composition.</li> </ul>

Item	Commitment	Responsibility (from 1 July 2018)	Compliance with the commitment	Comment
				<ul style="list-style-type: none"> <li>Maintenance of heavy-duty tree guards around individual naturally regenerating eucalypts and temporary fences around restoration areas to protect from grazing pressure (guided by identified restoration zone map).</li> <li>Monitoring macropod grazing pressure annually in line with the ACT Herbage Mass Guidelines and Eastern Grey Kangaroo Draft Controlled Native Species Management Plan 2017 – macropods were monitored across all sites, but no management was undertaken within offset areas.</li> <li>Previous intensive monitoring and eradication of rabbits resulting in no rabbit detections in 2021-22, 2022-23, or 2023-24 in Throsby North, Throsby East and Kenny Broadacre offset sites.</li> <li>Biannual monitoring of pest animals and kangaroo populations at Kinlyside, NMNR, Jacka, Taylor and Horse Park North offset and avoidance areas.</li> <li>Continuation of the invasive plant operational program, including the treatment of several weed species such as Serrated Tussock, African Lovegrass, St John’s Wort, Briar Rose, broadleaf weeds and thistles.</li> <li>slashing and spraying <i>Phalaris</i> at strategic locations to encourage eucalypt, native grass, and forb regeneration.</li> <li>Gully erosion control to address headcuts in drainage lines.</li> <li>Rabbit control using warren fumigation and thermal assisted ground shooting.</li> <li>Planting and maintenance of groundcover plants in drainage lines and in areas previously dominated by exotic grasses and seeding of native groundcover after weed control.</li> <li>Functional habitat restoration through the addition of coarse woody debris.</li> <li>Maintenance of open grassy areas through removal/thinning of dense shrub and tree regeneration in areas.</li> <li>Targeted native seed collection (grasses and forbs), preparation and storage for use in future restoration projects.</li> <li>Biomass management guided by the ACT Herbage Mass Guidelines and spatial data sets, including ecological burns followed by seeding, strategic mowing, slashing or strategic grazing to create habitat heterogeneity.</li> <li>Implementation of restoration plans for Throsby sites and NMNR.</li> <li>Strategies include further ecological burns when conditions are appropriate, native grass harvesting, and planting of forb nodes.</li> </ul> <p>PCS is seeking funding from the ACT Government budget bid process to conduct PCT mapping in the GSA offset sites in 2025-26 to enable assessment of woodland understorey diversity and evaluation of the area of woodland understorey that has been improved and the area remaining to improve.</p>
28	<p>Fire hazard management strategies that include specific considerations for:</p> <ul style="list-style-type: none"> <li>box gum woodland</li> <li>golden sun moth</li> <li>striped legless lizard</li> <li>superb parrot</li> </ul>	EPSDD - PCS	Compliant	<p>Ecological considerations are provided in the <a href="#">Strategic Bushfire Management Plan</a>.</p> <p>Specific bushfire management and mitigation measures are also outlined in the Regional Fire Management Plan which was revised in consideration of the impacts of the Orroral Valley Bushfire. The <a href="#">2019-2028 Regional Fire Management Plan</a> was finalised and released in November 2021. This included a review of the Fire Management Zones in the Taylor Stage 3 development approval process, which is determined by ACT Emergency Services Agency (ESA).</p> <p>The <a href="#">ACT Bushfire Management Standards</a> have been updated with more stringent requirements for Asset Protection Zones (APZ) to be located within development areas and to consider the environmental impacts of any zones. This will support better outcomes for any land release in or adjacent to the Gungahlin region which weren’t included as suburbs in the GSA.</p> <p>Annual bushfire work programs are outlined in the yearly-prepared Bushfire Operations Plans (BOPs) and these are published online along with the Regional Fire Management Plan and Fire Management Zones on <a href="#">ACTMapi</a>. <a href="#">Annual Bushfire Operation Plans</a> can also be viewed online.</p> <p>Planned fire (hazard reduction and ecological burns) are reviewed by CED to include the ecological guidelines for these values. <a href="#">Ecological guidelines for fire, fuel and access management operations</a> includes the table from the ACT Herbage Mass Guidelines which has specific advice for fire hazard management activities (including burning, slashing and grazing) in areas containing threatened communities and species. These guidelines are used when assessing and preparing burn plans for hazard reduction burns, including in the GSA offset/conservation sites.</p>

Item	Commitment	Responsibility (from 1 July 2018)	Compliance with the commitment	Comment
31	<p>Commence planning for implementation of focused research on superb parrot habitat requirements:</p> <p>Research focusing on nest site selection, nest site fidelity, fecundity, population dynamics and methods of reducing or eliminating nest hollow competition from aggressive native species or exotic pests such as common myna and European honeybee.</p> <p>Assisted natural regeneration to facilitate future hollow formation will be undertaken in areas likely to be suitable as future nesting sites.</p> <p>Removal of stock leading to a reduction in localised compaction and concentration of nutrients, improving long term tree survival.</p>	EPSDD - PCS	Compliant	<p>SP abundance, nesting attempts, and productivity are monitored at Throsby East.</p> <ul style="list-style-type: none"> <li>Detailed tree hollow data have been collected at Throsby East offset site and analysed to characterise SP nest preferences and assess local-scale nest hollow availability. Results indicate availability of suitable SP nest hollows is very low. Findings are published in the peer-reviewed journal Forest Ecology and Management: <a href="#">“Suitable nesting sites for specialized cavity dependent wildlife are rare in woodlands”</a>.</li> <li>Data have been analysed to compare nest survival and reproductive success across the offset area. Results show that SP nest success is consistently high from 2015-2019, but the condition of young can vary significantly from year to year with weather conditions. Findings are published in the peer-reviewed journal Emu: <a href="#">“High nest survival, but variable reproductive output in the Superb Parrot”</a>.</li> <li>While high nesting success displayed by SPs from 2015-19 suggested that nest competition from other hollow-using fauna is not a threat, however low reproductive output has been observed over the last three years (2022-24.) Detailed nest monitoring suggests an increase in arboreal mammal presence and poses a threat to local breeding populations. During the 2025 breeding season, the use of ‘possum guards’ installed at nest trees to reduce predation pressure at Throsby East on a trial basis.</li> <li>Results from an Honours project (ANU) submitted in 2024 found that increased competition with both native and invasive species had a negative impact on key vital rates for SPs in Throsby East. SP breeding pairs that were inexperienced breeders (i.e. one-time breeders), and laid eggs later in the breeding season were particularly sensitive to the impacts of competition. For example, as daily unique competitors increased, nestling body condition decreased. This study also supported the use of camera traps to provide a reasonable index for total competition pressure. The images from camera traps located at active SP nests that are collected annually, and AI techniques that have been developed to extract data on competitor/predator visitation should provide important outcomes. The analysis of this image dataset (~6 million images) is planned for 2026.</li> <li>Species Distribution Models have been built for the SP, based on research results (monitoring and tracking data). These models will be used for strategic planning of habitat improvement, including assisted natural regeneration at future potential nesting sites, for the species. A peer-reviewed paper is in preparation to present these results.</li> <li>Genetic analysis of the ACT SP population has been undertaken. Results show that SP are strictly monogamous, that the number of individuals contributing to the population is low, and recruitment of young into the breeding population is absent. This is an important field for further research (beyond GSA resourcing). Findings are published in the peer-reviewed journal Animal Conservation: <a href="#">“Reproductive skew in a wild threatened bird population”</a>.</li> <li>Shrub nodes with Acacia species were planted in Nadjung Mada YBRG woodland according to the OMP which identifies the SP foraging corridor from the Throsby nesting area.</li> <li>Stock grazing is being managed to prevent compaction and concentration of nutrients under SP nesting trees at the Throsby East Offset Area.</li> </ul> <p>An Offsets Research Evaluation Report will be drafted in 2026 if capacity allows.</p>
33	Undertake control programs of ruderal species.	EPSDD - PCS	Compliant	<p>Programs aimed at the control of pest fauna species, for the benefit of SPs, is not deemed appropriate, ethical, or required at this time. All SP nesting events within the GSA have been closely monitored every year since offset establishment, including prior to development (2015). In recent years (2022-24), substantial increases in arboreal mammal presence have been observed. This increase in both competition for nesting hollows and predation pressure has driven the need to trial methods to reduce the impacts of this arising threat. During the upcoming spring 2025 breeding season, the use of ‘possum guards’ installed at nest trees will be trialled at Throsby East.</p> <p>No cats have been detected near the nesting colony. Only one suitable SP nest hollow has been occupied by European honeybees, which occurred after the breeding season and did not impact a successful SP nesting outcome. Common starlings are abundant, and common myna occur in moderate numbers, within the GSA and across Canberra. It is possible, and arguably likely, that hollow competitor abundances will increase within GSA sites as avian communities establish in the neighbouring suburb. However, nest competition and failure impacting SPs within the GSA is disproportionately driven by native species (e.g. Kreft’s glider, crimson rosella, common brushtail possums).</p> <p>SP nesting success will continue to be monitored to determine whether ruderal species impose a significant threat to their reproductive output. A detailed analysis of camera images is also planned for completion in 2026 to quantify the pressure of hollow competitors on SP nesting activity (see commitment 31 above for further details). Additionally, plantings near suburban development to create more complex habitats for native bird species has occurred at some locations (Taylor and Horse Park North).</p>

Item	Commitment	Responsibility (from 1 July 2018)	Compliance with the commitment	Comment
34	Undertake salvage and relocation of structural habitat elements such as rocks and logs.	Contractors	Compliant	<p>Coarse woody debris (CWD) placement in BGW and tree relocation was completed in past years. Additional CWD for Taylor was scheduled during the 2020-21 financial year; however the project was interrupted by rainfall, and this delay has continued. In 2023-24, Yellow box trees were salvaged from Jacka green fields development site and relocated into Horse Park North and NMNR for woodland habitat structural complexity.</p> <p>Dam enhancement has been a focus for restoration partly due to retained soil moisture at some sites. Rocks and CWD have been placed in and at four dams to improve habitat, particularly for frogs. Additionally, some rock placement to address head cuts in erosion gullies, which also provides habitat, has occurred in Kinlyside in 2023-24. Gully erosion works were completed in 2023-24 with rock to create habitat as well as planting and seeding as a part of mitigation and restoration works.</p> <p>CWD sourced from impact sites was added to Kinlyside, Horsepark North, Throsby North and NMNR in 2024-25. Ongoing erosion controls were conducted at Kinlyside and Throsby North by adding rock to drainage lines using rock from impact sites.</p> <p>Woody debris is monitored during woodland structure surveys and results are published on the ACT Offsets Register up until 2020. Results from later years will be published when there is capacity.</p>
36	Undertake all bushfire management activities in line with ACT Government's Ecological Guidelines for Fuel and Fire Management Operations.	EPSDD - PCS	Compliant	<p>During the 2024-25 report period, a range of activities were undertaken to support the ACT Government Guidelines for Fuel and Fire Management. These included physical fuel removal, grazing and slashing activities. Slashing for bushfire protection occurred in all reserves/offsets. No hazard reduction burns, and ecological burns were conducted during 2024-25. An ecological burn was planned in NMNR and could not be implemented due to inappropriate weather conditions. Boundary fencelines and management tracks were slashed prior to fire season for bushfire risk mitigation and mowing occurred around infrastructure assets.</p> <p>The design for upgrading Old Wells Station Road in Nadjung Mada has been finalised and a procurement process for construction was completed. Construction will commence in the first half of 2025-2026.</p>
37	The formula for funding set out in Table 5.3 over the 20- year life of the Plan will be implemented.	PIT Strategic Finance PCS	Compliant	<p>The formula for funding was implemented upon endorsement of the Plan and approval of the class of actions permitting urban development of Gungahlin.</p> <p>The formula for funding has been implemented as appropriate however, it was identified in the plan that funding requirements may vary depending on changing future costs of land management practices. These variations have occurred in some instances. Costs were given as a best estimate in 2013 and have been modified where necessary. Difficulties with obtaining sufficient funding to conduct desired on-ground management programs have also been experienced. Variations have included:</p> <ul style="list-style-type: none"> <li>Increased cost of delivering some land management activities (particularly with increased interest rates, and costs of materials and contractors post-pandemic).</li> <li>Decreased costs of delivering land management activities or research projects where certain activities no longer need to be undertaken.</li> <li><b>Table 4</b> below outlines approximate expenditure for each site and what was expected for the current reporting year based on the funding formula. The table also includes detail on why these figures may be different.</li> </ul>
38	Review the funding arrangements to ensure the Plan commitments are being met in the event of total expenditure variations of more than 5 per cent over the 20-year period (+/- \$1.325million).	PIT Strategic Finance PCS	Compliant	<p>Annual variations (from normal spending) of more than 5% for funding of GSA offset areas have been reported in previous annual reports. These variations were due to reallocation of budgets across ACT Government and across the Directorate due to the COVID-19 pandemic. The impact of the pandemic on budgets has been an ongoing issue. This has resulted in some planned management actions being pulled back where appropriate, however all commitment-related offset management activities continued. Additionally, all staffing costs were maintained. The Division has also continued to take on expenditure in excess of allocated budgets as a cost pressure to make sure commitments are met through on-ground actions, monitoring and staffing. Actions are being taken to:</p> <ul style="list-style-type: none"> <li>Communicate the ongoing need for full allocation of offsets funding to support delivery of commitments, and</li> <li>Assess the impact, if any, of these reductions in meeting commitments of the Plan long term.</li> </ul> <p>It is important to note that these variations apply to ongoing allocations from approved ACT Government budgets, rather than a variation from the original estimates for expected expenditure made in the Plan. Variations from the Plan are discussed in Commitment 37, in the financial reporting section below, and in <b>Table 4</b>.</p>

## 7. Financial Reporting

The majority of offset-site related work during this financial year has been undertaken by ACT Government employees as a direct allocation through three ACT Government budget initiatives:

- Enhancing the Protection of Endangered Species and Habitat (2015-16; project code 53804);
- Caring for our environment – Improving species and habitat protection (2016-17; project code 53786); and
- Protecting Canberra’s unique environment – Franklin Nature Reserve Enhancement (2021-22; project code 52318).

These initiatives have committed funding for the continued management of MNES in Throsby North, Throsby East, Kenny Broadacre, KNR, NMNR, Jacka, Taylor and Horse Park North. The above initiatives also fund other offset sites in the ACT Government offset program, and funding is allocated between sites as required during annual budget planning.

### 7.1 Funding expenditure and variations

**Table 4** below compares the funding expenditure estimated in the original Plan to the actual spend amount in 2024-25. There will always be some differences between these figures, due to changes in land management requirements or operational difficulties in achieving actions due to various challenges land managers face (such as climatic variations, managing stock or managing fire in the landscape).

The Biodiversity Plan described the formula for funding in “2012-2013 dollar value”. According to the Reserve Bank of Australia online inflation calculator ([Inflation Calculator | RBA](#)), the change in cost of goods and services from 2013 to 2024 is 34%.

Importantly, increased rainfall in 2020-23 significantly impacted the ability of PCS to conduct certain management or monitoring activities (particularly those requiring heavy machinery being on site), which has altered spending patterns over multiple years.

Funding amounts provided in **Table 4** include capital and recurrent expenditure over the 2024-25 financial year. In previous years, whilst capital expenditure was recorded by site, recurrent expenditure was not able to be recorded by site due to financial coding issues. During 2020-21, EPSDD and PCS commenced discussions to improve the tracking of recurrent expenditure by offset site. In particular, greater efforts were made to code invoices to specific sites (via cost centres), assign appropriate Natural Account codes (according to the accounting standards developed by the Australian Accounting Standards Board) and program codes to better identify and track expenditure across offset sites. This is now occurring, and processes have improved.

Additionally, despite these process improvements, it is noted that it takes significant time to review and confirm site-specific spending due to the complexities and requirements of the various financial recording, processing, and reporting applications used by ACT Government. Improvement activities are ongoing and will continue into 2024-25. However, due to whole of government processes and financial requirements outside the control of PCS and Strategic Finance, some discrepancies will likely remain, especially in terms of estimations of employee cost.

Table 4. Comparison between estimated expenditure in the Plan and 2023-24 expenditure

Offset Sites	Funding Secured (financial year)	Estimated expenditure in the Plan for 2024-25 (Table 5.3 of the Plan)	Actual spend in 2024-25 (Approximate)	Comments, including on variation
<b>Direct Offsets</b>				
Mulligans/ Goorooyarro offset sites (incorporating Kenny Broadacre, Throsby North and Throsby East)	2015-16	\$296,850.91 (\$397,780 in 2024 \$ value)	\$134,811.85	<p>These sites are in the “ongoing management” phase.</p> <p>All obligations and management objectives were achieved, with significant investment in invasive plant control and restoration actions.</p> <p>The original budget estimate also included costs to undertake works that are no longer required. This included large costs estimated for Throsby East to rehabilitate potentially contaminated land. Subsequent investigations determined that this was not needed, and this significantly impacts the variation in funding.</p>
Kinlyside	2015-16	\$0 planned, with a contingency of \$140,349 per year for 10 years if the rural lease is withdrawn and the land is managed by PCS (\$188,067 in 2024 \$ value)	\$171,981.50	<p>This site is in the “ongoing management” phase.</p> <p>The original budget in the Plan assumed that land management costs for Kinlyside would be able to be met by the rural leaseholders. The ACT Government recognised that additional funding and land management activities by PCS were required to aid rural leaseholders in maintaining the MNES values on the land to meet the Plan’s commitments. This included activities required to deliver on the approved HIPs, as well as other works to improve site condition (e.g., gully erosion abatement).</p> <p>This approach is consistent with the <a href="#">ACT Environmental Offsets Policy</a> and the <a href="#">ACT Environmental Offsets Policy Delivery Framework</a>.</p> <p>From 2023-24, PCS has taken on full responsibility for delivering commitments within the Nature Reserve, which will likely become an open reserve in the future. Increased funding may be required to establish and manage the site as an open nature reserve under PCS management.</p> <p>These issues account for significant variances in the funding required for this site.</p>
Jacka, Taylor and Horse Park North	2016-17	\$110,300.40 (\$147,802 in 2024 \$ value)	\$153,189.25	<p>These sites are now in the “ongoing management” phase.</p> <p>In 2023-24, significant funds were invested in invasive plant control, restoration and in educational placemaking activities (to help residents of newly built adjacent suburbs to integrate with and understand these areas).</p>
Kenny (Nadjung Mada Nature Reserve)	2019-20 2020-21 (6 months interim funding only) 2021-22	\$169,950.40 (\$227,733 in 2024 \$ value)	\$78,935.86	<p>This site is in its “reserve establishment” phase.</p> <p>Noting that original estimates were made in 2013, this estimated amount in the Plan did not reflect true costs. The original estimate also included a potential costly remediation of a spoil site (chemical sheep dip) that has since been assessed as unnecessary. As such, actual establishment and management costs for this site are significantly reduced compared to original estimates.</p>
Staff	2015-16 2016-17 2019-20 2021-22	\$451,246.18 (\$604,669 in 2024 \$ value)	\$ 850,000	<p>Staff costs are approximate, based on overall employee costs for 2024-25. The estimated expenditure from the GSA plan only included an estimated cost for on-ground staff. On-ground Government staff deliver programs and actions across a number of other ACT Government offset sites and therefore are estimated on a pro-rate basis.</p> <p>Staff conducting on-ground operations include senior rangers, senior field officers, professional officers, technical officers and administrative staff assisting on-ground operations.</p> <p>When other planning (such as writing OMPs), administration, monitoring and research staff are included in the estimate, this estimate goes up to approximately \$1.43M (Offsets Planning, Monitoring and Research team staff costs were approximately \$580k). These staff are required to enable effective management of the avoidance and offset sites and to meet commitments.</p>
<b>Indirect Offsets</b>				
Research	2015-16 2016-17	\$99,999.24 (\$133,999 in 2024 \$ value)	\$13,000 (this is 15% of the salary of the superb parrot research officer)	<p>During 2024-25, research on SPs continued, however this was delivered primarily through in-house staff and other external funding avenues. See commitment items in <b>Table 3</b> for details on activities. The ongoing nature of the SP project, as well as the inclusion of the research into related SP projects across the region, has seen significant opportunities for cost savings as well as the ability to meet actions in-house.</p> <p>Expenditure on research remains below 10% of total budget as per the requirements of the Plan.</p>

## 7.2 Financial summary

**Table 5** presents a financial summary prepared by CED Strategic Finance for expenditure spent in the Gungahlin Strategic Assessment offset areas for 2024-25.

**Table 5: financial summary**

<b>Throsby</b>	
Material, Consumables	13,152.64
Weeds	106,404.13
Restoration, Revegetation	10,811.42
Consultant, Contractors	22.04
Tools, Equipment	3,946.62
License	475.00
<b>Total</b>	<b>134,811.85</b>

<b>Kinlyside</b>	
Weeds	92,925.69
Infrastructure	17,187.64
Material, Consumables	5,645.57
Consultant, Contractors	39,759.92
Tools, Equipment	16,462.68
<b>Total</b>	<b>171,981.50</b>

<b>Jacka, Taylor, HPN</b>	
Restoration, Revegetation	17,284.75
Weeds	130,277.50
Consultant, Contractors	1,000.00
Material, Consumables	4,627.00
<b>Total</b>	<b>153,189.25</b>

<b>Kenny</b>	
Material, Consumables	10,710.00
Consultant, Contractors	6,000.00
Weeds	58,585.50
Restoration, Revegetation	3,640.36
<b>Total</b>	<b>78,935.86</b>

## 7.3 Projected 2025-26 Expenditure

Expenditure for 2025-26 will focus on continuing to deliver relevant management actions identified in the individual OMPs for KNR, the Throsby complex, and NMNR (in draft), and delivering actions associated with meeting commitments of the Plan.

Projected expenditure includes but is not limited to the following activities:

- delivering upgrades to Old Well Station Road within NMNR.
- delivering restoration and recreation plans for KNR in anticipation of making the reserve open to the public now that the reserve has been withdrawn from rural lease.

- delivering restoration actions and recreation plans for other areas as appropriate or as capacity allows.
- progressing major plan amendments to the Territory Plan to formally alter the KNR.
- continuing the major establishment phase of NMNR, including conducting major invasive plant control programs, and where appropriate, planning for tracks, trails, reserve borders, and restoration. Such activities will extend beyond 2024-25.
- land management actions to be delivered in conjunction with leaseholders at Kinlyside outside the nature reserve and delivered solely by PCS within the nature reserve (Commitment 9).
- continued planning and implementation of restoration activities within targeted BGW areas (Commitment 26).
- ongoing operational programs such as invasive weed and animal control across all offset sites.
- continued delivery of the Superb Parrot monitoring and research project (Commitment 31).
- continued delivery of relevant components of the extensive offsets monitoring program across all sites (Commitment 14).
- continued delivery of the SLL translocation and salvage program in NMNR, planned for spring 2024 and spring 2025.

Funding for the 2024-25 financial year has not been officially confirmed at the time of writing, as a significant proportion of the budget sits in base funding (further explained below). Initiative funding is confirmed.

## 7.4 Future Funding

The 2025-26 ACT Budget was released on the 24 June 2025, and teams with the CED are awaiting official confirmation of final base budget allocations as at the end of this reporting period, June 2024. There may be some variations between expected budget, and final budget allocations. The three ACT Government budget initiatives described in section 7 financial reporting will continue to fund activities relating to the GSA.

While the current level of on-going recurrent funding is expected to continue to be provided to manage GSA sites, costs of undertaking on-ground management and restoration have generally increased (due to inflation and post-pandemic pressures). Further, original estimates for restoration were underestimated, and cost of staff continues to increase yearly. Further funding, if required, may be sought in the future to ensure delivery of all GSA commitments.

## 8. Areas of Non-Compliance

There was no potential non-compliance events reported during 2024-25.

There were two related potential non-compliance events reported during 2022-23. One of these matters is still to be fully resolved as per Table 3, Item 15 and outcomes will be reported in the 2025-26 annual report.

As reported in previous Annual Reports, potential long-term decline of MNES has been monitored for several years in Kenny and Kinlyside, this continued during the 2024-25 reporting period.

Once established, any matters of non-compliance will be investigated and reported to DCCEEW as soon as possible.

## Appendix A – Gungahlin Strategic Assessment Completed Commitments

Item	Commitment	Responsibility (from 1 July 2018)	Comment
2	Develop and submit to the Department of the Environment (DoE) for approval, the framework for investment in offsets, monitoring, reporting, adaptive management, compliance and enforcement. This will identify: <ol style="list-style-type: none"> <li>a) indicative monitoring program for:               <ol style="list-style-type: none"> <li>i. all MNES affected by the Plan;</li> <li>ii. newly created nature reserves;</li> <li>iii. Land Management Agreements for avoidance areas on NUZ3 – Hills Ridges and Buffers;</li> </ol> </li> <li>b) reporting requirements and frequency for:               <ol style="list-style-type: none"> <li>i. standard activities including monitoring, financial performance, measured outcomes;</li> <li>ii. reporting requirements for unanticipated or unapproved incidents.</li> </ol> </li> <li>c) process for review, improvement, approval and incorporation of new procedures within an adaptive management framework; compliance and enforcement procedures associated with design, construction and operation phase activities.</li> </ol>	PIT	The framework for investment in offset management was approved by DoE on 2 November 2014. (DoE reference SA/20)
3	Provide documented guidance on the development of concept plans to ensure appropriate land use planning for areas adjacent to MNES habitat and associated buffers for all urban development including specific consideration of the estate design/layout. This is inclusive of requirements for Asset Protection Zones (APZ) between the buffer zone and any residential development.	PIT	<p>Concept plans or similar planning documents (structure plans or planning and design frameworks) may not be required for all suburbs.</p> <p>Guidance documents have been prepared for Throsby and Taylor. Due to the progress development lifecycle stage of these developments, there is limited need or scope for changes to the strategic plans and frameworks. Throsby Playing Fields (EDP approved 19 July 2022) has been assessed and includes Asset Protection Zones within the development footprint.</p> <p>The guidance documents for <a href="#">Jacka</a> and <a href="#">Kenny</a> were prepared and endorsed by the PIT and published online in May 2024. These are the last two suburbs in GSA to be developed.</p>
6	Establishment of the ‘Plan Implementation Team’ (PIT); and Submission of initial / indicative team membership and charter to DoE for approval.	Whole of ACT Government	The PIT was established on 17 January 2014. The charter was submitted to DoE on 5 May 2014. An amended charter was approved by DoE on 13 January 2017.
7	Establishment of a suitable mechanism to enable management of funds provided to the PIT for implementation of the Plan.	ACT Government	Funding to implement the actions as described in the Offset Management Plans was included in the 2016 ACT Government Budget.
8	Develop and submit to DoE for approval a program of implementation of all of the commitments in the Plan.	PIT	<p>The Program of Implementation was submitted on 11 May 2015.</p> <p>The Program is reviewed and re-negotiated where necessary.</p>
10	Develop amended Reserve Management Plans for existing reserves into which additional land is included as a result of the Plan in order to provide for adaptive management and condition improvement of the reserve in accordance with the objectives and commitments of the Plan.	EPSDD	The <a href="#">Mulligans Flat and Goorooyarroo Offset Management Plan</a> is completed and was published on the <a href="#">ACT Environmental Offsets Register</a> in May 2016.
11	Develop and submit to DoE for approval, the framework for CEMPs for areas directly or indirectly affecting MNES. This shall include the monitoring, reporting and compliance requirements of: <ul style="list-style-type: none"> <li>• contractors undertaking physical works; and</li> <li>• ACT Government officers or its representatives in auditing performance under the CEMP.</li> </ul>	PIT	<p>Required within 3 months of establishment of the PIT.</p> <p>Completed on 20 December 2013</p>

13	Collection of baseline ecological information for all new reserve areas.	PIT	<p>Initial baseline information was collated and used to inform the Habitat/Condition Improvement Plans and Offset Management Plans.</p> <p>Full baseline ecological data for all GSA areas has been collected in 2018, 2019 and 2020 monitoring seasons, for all relevant MNES (excluding Superb Parrots) and associated metrics. Baselines will be established from these three-year, consecutive datasets and will be used for revised plans.</p> <p>Baselines for data for Superb Parrot include:</p> <p>a) Number of nest trees – data recorded in 2015,  b) Abundance of competitors (post-Throsby development) for competitive pressure – data recorded in 2017, 2018 and 2019.</p> <p>Baseline data for all relevant MNES, including for Superb Parrots, published on the register in the <a href="#">ACT Environmental Offsets Register</a> for each relevant offset area.</p> <p>Superb Parrot baseline data collected 2015, and 2017-2019. All other MNES baseline data collected 2018-2020 (finalised in spring 2020).</p>
20	Creation of new nature reserves in Kinlyside, Gorooyarroo and Mulligans Flat.	EPSDD	This has been completed through <a href="#">Territory Plan Variation No. 319</a> , October 2014.
21	Creation of nature reserve in Kenny.	EPSDD - PCS	The <a href="#">Territory Plan Variation (TPV 379)</a> to rezone the land and formally establish the Kenny Nature Reserve (now known as Nadjung Mada Nature Reserve) commenced during 2020-21 and was approved by the Minister for Planning and Land Management on 2 August 2021.
22	Commence management of a nature reserve in Kenny (160 hectares). Created by the excision of rural Block 775 Gungahlin from future development potential.	EPSDD - PCS	The rural lease over the Kenny offset site was withdrawn in 2020-21 and PCS commenced management from March 2021. The area was formally gazetted as Nature Reserve in 2021 and will be managed as a Nature Reserve in the ACT in perpetuity.
23	Commence management of a nature reserve in Kinlyside (201 hectares) from the current extent of land in the RZ1 – Suburban zone under the Territory Plan in the location known as Kinlyside.	EPSDD	<p>The nature reserve exceeds the stated 201 ha. The nature reserve is approximately 226 ha and the total area managed as an offset is 290 ha.</p> <p>The area is managed in accordance with the <a href="#">Kinlyside Offset Management Plan</a>. This included negotiation of a services agreement with the existing leaseholder.</p> <p>Management commenced in July 2015.</p>
24	Commence management of additional 300 hectares to the Mulligan's Flat – Gorooyarroo nature reserve complex. Land to be excised from the future urban area of Throsby and the 'Kenny broad acre' area and managed for the protection of MNES.	EPSDD	Management of the extended Mulligans Flat and Gorooyarroo nature reserves commenced in July 2015. These areas are currently managed in accordance with the Canberra Nature Park Plan of Management 1999 (currently under review) and the <a href="#">Mulligans Flat and Gorooyarroo Reserves Offset Management Plan</a> .
25	Commence management of additional 120 hectares to the north-western Hills, Ridges and Buffers zone from the urban areas of Taylor and Jacka in addition to the entire area of the north Horse Park broad acre area.	EPSDD	<p>These sites have been under active PCS management since 2016-17 and will be the subject of ongoing management into the future.</p> <p>Management commenced 2016-17.</p>
27	<p>Habitat improvement plans for:</p> <ul style="list-style-type: none"> <li>• box gum woodland (approx. 104 hectares of habitat)</li> <li>• golden sun moth (up to 140 hectares of habitat)</li> <li>• striped legless lizard (up to 111 hectares of habitat)</li> <li>• superb parrot</li> </ul>	EPSDD	<p>All habitat improvement plans are completed. HIPs may be revised at a later date if deemed necessary.</p> <p>Completed and published on the <a href="#">ACT Environmental Offsets Register</a> March 2015.</p> <ul style="list-style-type: none"> <li>• <a href="#">Box Gum Woodland and Derived Native Grassland Condition Improvement Plan 2015</a></li> <li>• <a href="#">Golden Sun Moth Habitat Improvement Plan 2015</a></li> <li>• <a href="#">Striped Legless Lizard Habitat Improvement Plan 2015</a></li> <li>• <a href="#">Superb Parrot Habitat Improvement Plan 2015</a>.</li> </ul>

29	Protect known superb parrot nesting trees including exclusion fencing of the interface between Throsby East Reserve and the future urban area to limit pedestrian access points.	EPSDD	<p>The Throsby EDP was approved in April 2016 including fencing to ensure that development activity did not impact on superb parrot nesting trees.</p> <p>A concept plan for the extended Mulligans Flat Sanctuary considers access, interpretation, education and recreation opportunities that are consistent with managing the values of MNES.</p> <p>The 12km predator proof fence for the Throsby boundary was constructed in 2018 with final completion of the fence in January 2019. All known superb parrot nest trees are protected within the Throsby East reserve.</p> <p>The Gorooyarroo section of the predator proof fence was constructed in 2018 and completed in 2019.</p> <p>Monitoring for the superb parrot was completed in this area. Superb parrots were first detected at Throsby East in September 2017 following the commencement of bird surveys (monitoring) earlier that month. There was no indication that the predator proof fence construction impacted superb parrot breeding.</p>
30	<p>Establish educational resources including signage and guidelines for residents of east Throsby, including:</p> <ul style="list-style-type: none"> <li>• Description of ecological values and significance of the Mulligan’s Flat – Gorooyarroo nature reserve complex;</li> <li>• No domestic animals in reserves;</li> <li>• Management of pest species along the urban edge.</li> </ul>	EPSDD	<p>Interpretation signs have been installed along the extended predator proof fence with educational information on the natural and cultural history, and ecological values of the area. Educational signage is located on three walking paths through the offset areas. There are also signs that advise the public not to enter the areas during the Superb Parrot breeding seasons.</p> <p>Educational signage and guidelines along the fence were installed in 2018-19. Interpretation signs for educational purposes were installed along walking paths within the reserve in 2018-19.</p>
32	<p>Research golden sun moth habitat requirements:</p> <ul style="list-style-type: none"> <li>• may include research into translocation of golden sun moths</li> <li>• fragmentation and proximity to urban areas</li> </ul>	EPSDD	<p>Addressed in the <a href="#">Habitat Improvement Plan</a> for this MNES.</p> <p>A copy of the final report on research into Golden Sun Moth Translocation (<a href="#">Kinlyside Golden Sun Moth Translocation Monitoring 2018</a>) based on research to date is published on the offsets register.</p> <p>Golden Sun Moth Monitoring and Mapping Reports are published on the Environmental Offsets Website:</p> <ul style="list-style-type: none"> <li>• <a href="#">Throsby North GSM Population Monitoring and Habitat Mapping 2017</a></li> <li>• <a href="#">Kinlyside GSM Population Monitoring and Habitat Mapping 2017</a></li> <li>• <a href="#">Bonner, Throsby and Kinlyside - GSM Population Monitoring and Habitat Mapping 2016</a></li> <li>• <a href="#">Bonner, Throsby and Kinlyside - GSM Population and Habitat Monitoring Program Report 2015</a></li> <li>• <a href="#">Throsby East GSM Habitat Mapping 2017</a>.</li> </ul>
35	Undertake plantings to improve connectivity and wildlife movement along Gungaderra and Sullivan’s creeks, targeting in particular superb parrot movement corridors.	EPSDD	Approximately 6000 plantings (tree, shrubs, and plants) were undertaken in 2017 to enhance connectivity and wildlife movement. These will be routinely monitored.