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International Union for Conservation of Nature - IUCN

**Reactive Monitoring Mission to the
Tasmanian Wilderness, Australia**

23 - 29 November 2015



Mission Report

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The independent and purely technical advisory role of the mission was understood and respected by all consulted during the mission. Despite differing and at times starkly polarized perspectives, all people consulted were united in acknowledging the extraordinary cultural and natural values of the World Heritage property. We would like to sincerely thank all representatives of the Tasmanian Aboriginal Community, the numerous environmental NGOs, various political parties and governmental institutions, academic colleagues, independent consultants and representatives of the tourism and specialty timber sectors for sharing their views. The team made every effort to list all people met in person or interviewed by phone in Annex 4. The team would like to apologize for possible omissions in the list, which would be unintentional and exclusively its responsibility.

Special thanks are due to Peter Mooney for generously sharing some of his profound knowledge of the Tasmanian Wilderness and conservation in Tasmania more broadly.

LIST OF ABBREVIATIONS AND ACRONYMS

AHR	Aboriginal Heritage Register
AHC	Aboriginal Heritage Council
AHT	Aboriginal Heritage Tasmania
AIS	Alien Invasive Species
CAR	Comprehensive, Adequate and Representative (Reserve System)
CBU	Cultural Business Unit
DPIPWE	Department of Primary Industries, Parks, Water and Environment
EIA	Environmental Impact Assessment
EOI	Expressions of Interest
FPPF(L)	Future Potential Production Forest (Land)
FRL	Future Reserve Land
ICOMOS	International Council on Monuments and Sites
EPBC Act	Environment Protection and Biodiversity Conservation Act (1999)
IUCN	International Union for Conservation of Nature
MBM	Minor Boundary Modification
MNES	Matters of National Environmental Significance
MRDA	Mineral Resources Development Act (1995)
NCA	Nature Conservation Act (2002)
NGO	Non-governmental Organisation
NPRMA	National Parks and Reserves Management Act (2002)
NPWAC	National Parks and Wildlife Advisory Council
OUV	Outstanding Universal Value
PRPZL	Permanent Timber Production Zone Land
PWS	Parks and Wildlife Service (Tasmania)
RAA	Reserve Activity Assessment
RFA	Regional Forest Agreement
RMM	Reactive Monitoring Mission
SOC	State of Conservation
SoOUV	Statement of Outstanding Universal Value
TAC	Tasmanian Aboriginal Centre Inc
TASLC	Tasmanian Aboriginal Land and Sea Council
TFA	Tasmanian Forests Agreement Act (2013)
TICT	Tourism Industry Council Tasmania
ToR	Terms of Reference
TPC	Tasmanian Planning Commission
TRACA	Tasmanian Regional Aboriginal Community Alliance
TWWHA	Tasmanian Wilderness World Heritage Area
TWWHACC	TWWHA Consultative Committee (merged with NPWAC in 2012)
UNESCO	United Nations Educational, Scientific and Cultural Organization
WHC	World Heritage Centre

EXECUTIVE SUMMARY

The Tasmanian Wilderness, hereafter the TWWHA, is a mixed World Heritage property exceeding 1.5 million hectares, roughly one fourth of Tasmania, Australia's southernmost state. The TWWHA is a rare World Heritage property inscribed under as many as 7 out of the 10 World Heritage criteria: "cultural" criteria (iii), (iv) and (vi), as well as all four "natural" criteria (vii), (viii), (ix) and (x). In response to a number of concerns, the World Heritage Committee at its 39th Session (39COM 7B.35, Bonn, 2015) requested the State Party of Australia to invite a joint IUCN/ICOMOS Reactive Monitoring Mission (RMM) to the TWWHA "in order to review and provide advice for the revision of the management plan, prior to any decision to finalise the plan, on the survey of cultural attributes and on the re-drafting of the retrospective SOUV, and also to assess the state of conservation of the property as a whole".

The ongoing elaboration of a new management plan to replace the existing one, which came into force in 1999, provides opportunities for public consultation. One noteworthy particularity of the TWWHA and the management planning process is that not all land within the property is subject to the TWWHA management plan. In fact, some three per cent of the TWWHA cannot be subject to management plans according to applicable legislation. Nevertheless, all recommendations by the mission refer to the mixed World Heritage property in its entirety and every effort should be made to ensure that eventually one coherent framework will guide the management of the whole property. Concretely, this could be achieved in most of the areas under consideration by changing the legal status of the land under consideration.

The public consultation process, which is part of the elaboration of the management plan, has confirmed both very strong interest in the TWWHA and a broad range of opinions. In terms of consumptive resource use, (World Heritage) concerns include commercial logging, mineral exploration and extraction and gravel extraction. The mission notes and fully supports the widespread view that mineral exploration and extraction are inadequate activities within the TWWHA, which is reflected in the Draft Management Plan. The views and current suggestions are more nuanced as regards commercial logging. Some stakeholders support commercial logging, in particular so-called "special species timber harvesting" to supply a number of niche wood products. While the mission considers the demand legitimate *per se*, it does not consider a World Heritage property recognized for its outstanding cultural and natural values the place to experiment with commercial logging of any kind. On balance and in line with the above Committee decision the mission recommends that the property be off limits to any commercial logging, mineral exploration and extraction. Gravel extraction deserves a more detailed consideration, as limited and controlled local gravel extraction to meet road maintenance needs is conceivably preferable to importing gravel from elsewhere due to biosecurity risks.

Tourism and recreation are longstanding, important and widely accepted uses of the TWWHA. However, the adequate intensity, location and management of tourism and recreation continue to be subject to controversy. Processes in parallel to the ongoing elaboration of the Draft Management Plan have created room for interpretation and even suspicions. The very broad range of often incompatible opinions expressed to the mission illustrates that common ground remains to be found. In the view of the mission, the future management can and should establish a guiding framework acceptable to all involved, while also stipulating the elaboration of a specific and participatory Tourism Master Plan, which will refine where and under what conditions tourism and recreation can and should take place in the future. Existing wilderness terminology and Wilderness Zones should be maintained, while making it very clear that the applied interpretation of "wilderness" must not contradict the longstanding Aboriginal history of all of Tasmania and the aspirations of the contemporary Tasmanian Aboriginal Community.

There is a consensus that the Aboriginal cultural heritage of Tasmania and, more specifically of the TWWHA, are insufficiently known and documented. Formal World Heritage documentation is widely recognized to be severely limited in this regard, which has led many,

including the World Heritage Committee, to request a comprehensive cultural survey. The intended cultural survey is welcome by most, if not all, stakeholders. The cultural survey does, however, raise important technical questions and, even more important, sensitive methodological and political questions. Major investment in human and financial resources is needed, as well as meaningful Aboriginal involvement and leadership. In the view of the mission, the process should acknowledge and encompass inevitably sensitive debates both within the Tasmanian Aboriginal Community and between the latter and other stakeholders. Progress made in the cultural survey is expected to facilitate the finalization of the draft retrospective Statement of Outstanding Universal Value.

The mission identified fire management, biosecurity and the need to consider the linkages between the property and the broader landscape and seascape as major additional management issues. All require strong and permanent attention, which can only be ensured by a coordinated approach of all involved levels of government, leadership, stakeholder participation and adequate human and financial resources at all times. In line with its legally defined mandate, the National Parks and Wildlife Advisory Council (NPWAC), a statutory body with an independent advisory role, could provide a constructive and much needed forum to support informed decision-making. It appears that the body's potential remains to be fully realized.

The mission concludes that the property continues to be in an overall good state of conservation, while noting important information gaps and a multitude of tangible and potential threats. To address these gaps and threats, including through the future management plan, the mission offers the recommendations listed hereafter.

Recommendation 1

The Tasmanian Government should consider options to take full advantage of NPWAC, in line with the provisions of the National Parks and Reserves Management Act (2002), and a consolidated NPWAC should include adequate involvement of the Tasmanian Aboriginal Community.

Recommendation 2

The State Party should confirm an unambiguous commitment that the property is off-limits to commercial logging in its entirety, and fully reflect this commitment in the Management Plan for the whole of the property.

Recommendation 3

The State Party should confirm an unambiguous commitment that the property is off-limits to mineral exploration and extraction in its entirety and fully reflect this commitment in the Management Plan for the whole of the property.

Recommendation 4

Gravel use derived from borrow pits for maintenance needs within the property should be minimised. The State Party should conduct a comprehensive review of the road network with the objective to close and rehabilitate non-essential roads so as to reduce the future demand for gravel among other benefits.

Recommendation 5

Essential existing gravel extraction for ongoing local maintenance in the property should be guided by the following principles across the property, including the excisions within it:

- No import of gravel to the property should be permitted, in order to minimize biosecurity risks;
- No export of gravel from the property should be permitted, and uses should be restricted to the maintenance of existing infrastructure¹;
- New borrow pits should not be permitted;
- Any significant change to current practice in relation to increased gravel need with potential to impact the property, to be notified to the World Heritage Committee prior to any decisions being taken on how to address this by the State Party.

Recommendation 6

In line with a recent Committee request (Decision 39 COM 7B.35), the Management Plan should establish strict criteria for new tourism development within the property, which would be in line with the primary goal of protecting the property's OUV, including its wilderness character and cultural attributes.

Recommendation 7

The comprehensive Tourism Master Plan details should refine the balance between legitimate tourism development and the management and conservation of the cultural and natural values of the TWWHA based on further consultation and negotiation of competing interests.

Recommendation 8

The term "wilderness" should be retained in the property name, while future dual naming is strongly encouraged to reflect both the Aboriginal heritage and the relationship of the Tasmanian Aboriginal Community with the property.

Recommendation 9

The "Wilderness Zone", as currently used and interpreted, should be retained in the zonation of the TWWHA, while explicitly providing for Aboriginal access for cultural practices as an integral part of the management of the zone.

Recommendation 10

All land in the property should be managed in a way that is consistent with World Heritage status, and the recommended means to ensure such a consistent approach is to grant reserve status wherever possible. As long as there will be areas within the TWWHA not subject to the TWWHA Management Plan, adequate management of the property in its entirety should be ensured by an overarching Strategic Management Statement in line with obligations under the EPBC Act.

Recommendation 11

Future Potential Production Forest Land (FPPFL) within the property should not be convertible to Permanent Timber Production Zone Land (PTPZL) and should be granted status as national park.

Recommendation 12

A systematic stock-taking exercise should serve to compile all available information about cultural sites within the TWWHA in a synthesis report according to conditions and terms agreed by the diverse Tasmanian Aboriginal Community for submission to the World Heritage Centre by mid-2017.

Recommendation 13

A detailed proposal for a comprehensive cultural survey, a longer term initiative requiring adequate resources and full aboriginal endorsement and involvement, should be elaborated for submission to the World Heritage Centre by mid-2017 for review by ICOMOS, in consultation with IUCN. The proposal should include a calendar on survey stages over a multi-year period.

¹ It can be argued that supply of gravel to maintain hydropower infrastructure located in excisions within the property constitutes an "export". This interpretation is not implied in the recommendation.

Recommendation 14

The State Party and the Tasmanian Government should jointly ensure an equal and integrated consideration of the cultural and the natural heritage of the mixed property.

Recommendation 15

The State Party and the Tasmanian Government should provide and secure an adequate long-term allocation of financial and human resources to allow for proper consideration of cultural heritage.

Recommendation 16

The State Party should improve the property's current draft Statement of Outstanding Universal Value (SoOUV) upon completion of the cultural sites synthesis report expected by mid-2017 and provide it to the World Heritage Centre at the earliest possible date after mid-2017 for review by the Advisory Bodies, and consideration by the World Heritage Committee. The SoOUV should explicitly make reference to the pending comprehensive cultural survey and the possible need to update the SoOUV upon completion of the survey.

Recommendation 17

The State Party should ensure adequate resources for fire research and management, so as to better understand the role of fire and to optimize its management.

Recommendation 18

The State Party should fully reflect biosecurity as a cross-cutting and permanent management priority in the Management Plan and ensure and, as required, step up financial and human capacity to monitor, prevent and manage biosecurity risks.

Recommendation 19

The State Party should fully consider the linkages between the property and adjacent lands, including the increased length of boundaries shared with private land as a result of the 2013 Minor Boundary Modification.

Recommendation 20

The State Party should support and consolidate the emerging joint management of the TWWHA with the Tasmanian Aboriginal Community.

1. BACKGROUND TO THE MISSION

Originally inscribed on the World Heritage List in 1982 as the “Western Tasmania Wilderness National Parks”, this mixed World Heritage property was substantially extended and re-named as “Tasmanian Wilderness” in 1989. Minor boundary modifications (MBM) in 2010, 2012 and 2013 further enlarged the property to its current surface area of 1,584,459² hectares, almost one quarter of Tasmania, Australia’s southernmost state. In Australia and locally, the property is commonly referred to as the “Tasmanian Wilderness World Heritage Area” or “TWWHA”. The latter abbreviation has been adopted throughout this report.

The TWWHA is a rare World Heritage property inscribed under as many as 7 out of the 10 World Heritage criteria: “cultural” criteria (iii), (iv) and (vi), as well as all four “natural” criteria (vii), (viii), (ix) and (x). Cave sites, shell middens, remains of settlements and countless artefacts are just a few examples of the impressive records of human occupation since the last Ice Age. Highly specialized hunter-gatherers, the early inhabitants are believed to have strongly influenced the landscape in particular through the use of fire. Following European colonization, the history of the Tasmanian Aborigines turned into a period of extreme violence and loss. More recently, the Tasmanian Aboriginal community has been embarking on a difficult and highly sensitive process of cultural recovery and re-connecting with the land, including with what is today the TWWHA. This has given rise to a complex discussion on the role of the diverse contemporary Tasmanian Aboriginal Community in the interpretation and management of the TWWHA and access to land and cultural resources within it. Against this backdrop, it is clear that the term “wilderness” reflected in both the property’s name and its zonation, can only be interpreted as referring to the property’s natural character across a large area and the absence of modern infrastructure, rather than suggesting the absence of human beings in shaping large tracts of the landscape.

While the cool temperate rainforests and tall eucalypt forests are probably its best-known nature conservation values, the property in fact boasts a most diverse and stunningly beautiful landscape mosaic. The TWWHA encompasses long stretches of Tasmania’s wild southern and south-western coasts, including one of Australia’s most pristine estuaries and several small off-shore islands, home to important seabird nesting colonies. Next to ancient forests, the property includes extensive tracts of buttongrass moorland, rugged mountains and plateaus covered in alpine and subalpine vegetation. Freshwater systems include many untamed rivers and creeks, Australia’s deepest lake and countless small lakes dotting parts of the property. The wide array of karst features comprises deep and extensive cave systems, but is just one expression of a complex and fascinating geology. Other noteworthy geological values include, for example, the ongoing fluvial and coastal processes and the geomorphological expressions of past glaciation. The impressive scale of the property, and the remoteness of large parts of it, permit the continuation of longstanding ecological processes relatively undisturbed from human impacts. Furthermore, the TWWHA is home to a distinct relic Gondwana flora and fauna, while also sharing many similarities with mainland Australia. There are numerous rare, endangered and endemic species from both these biogeographic origins. Species having attracted particular professional and public attention include the endangered Tasmanian Devil, under pressure in particular from a fatal infectious cancer, and the critically endangered Orange-bellied Parrot.

While the TWWHA is in a privileged position of a high degree of natural protection due to its sheer size, remoteness, rugged terrain, mostly poor soils and inhospitable climate, there have long been concerns about threats to the cultural and natural values of the area. Many of these predate the World Heritage inscription and it is undisputed that the momentum leading to the successful World Heritage nomination and subsequent extensions was heavily influenced by such concerns. In particular, large-scale hydropower schemes, mining and logging, as well as

² Surface area according to the State Party. Note that publicly accessible World Heritage Centre information suggests a slightly smaller surface area of 1,584,233 hectares.

associated infrastructure have been subject to polarized and often emotionally charged debate for decades. The past conflicts surrounding planned dam construction on the Franklin River, which had raised concerns about damage to both cultural and natural values, were a defining moment in the history of Australia's environmental movement with lasting consequences, even at the level of Australia's political landscape.

Today, the existing hydropower infrastructure seems to be accepted by most as a *fait accompli*, besides consistent recommendations to restore Lake Pedder to its much smaller natural surface area on the part of environmental NGOs. To the best of the knowledge of the mission team, there are no intentions or proposals to invest in additional hydropower schemes within the TWWHA³. Mineral exploration and extraction is mostly prohibited and does not appear to be a major issue at this stage. Small-scale past mining has been phased out and there are no known mineral exploration or exploitation proposals or political momentum encouraging such proposals. Differing from this overall situation, there are a number of exploration licenses within the area added to the TWWHA in 2013, which require consideration. One particularity in the TWWHA is gravel extraction for the maintenance of existing roads and possibly the refurbishment of hydropower infrastructure. Such gravel extraction is legally defined as a form of "mining" in Tasmania, and can be sourced from borrow pits within the property and others excised from the area added in 2013 through a so-called Minor Boundary Modification (MBM). Gravel extraction is detailed in a sub-chapter purposefully separated from the wider discussion of mineral exploration and extraction.

Timber extraction continues to be subject to heated debate with mutual allegations and profound mistrust between some of the involved actors. Commercial logging is also among the most contentious thematic areas of the current revision of the 1999 Management Plan. The polarization on this issue is partly reflected in a somewhat unusual course taken by the State Party over the last years as regards proposed minor boundary modifications (MBM). The most recent MBM, approved by the World Heritage Committee in 2013 (37COM 8B.44, Phnom Penh, 2013), was immediately followed by a State Party proposal partially seeking to reverse it after changes in elected representation at both the Commonwealth and the state level. However, the World Heritage Committee did not approve the latter proposal (38COM 8B.47, Qatar, 2014).

The TWWHA Management Plan provides the overarching guidance for conservation and management of the property even though there are areas within the property that are legally not subject to it. The participatory process leading to the approved Management Plan is the vehicle to discuss and negotiate a broad range of issues, including all documented World Heritage concerns. The current management plan is under revision, as it dates back to 1999 and also because it was elaborated prior to an extension and several MBMs over the last years, which have significantly enlarged the TWWHA.

Decision 39COM 7B.35 (Bonn, 2015) requested the State Party to invite a joint IUCN/ICOMOS reactive monitoring mission (RMM) to contribute to the management planning process among others tasks. As detailed in the Terms of Reference provided as Annex 2, the concrete objectives of the RMM were to:

- Review the draft Tasmanian Wilderness World Heritage Area Management Plan (2014) and discuss the current draft with a wide range of stakeholders;
- Discuss the survey of cultural attributes and review progress achieved and overall timescale envisaged for completion;
- Discuss and review the management provisions for those parts of the property not subject to the new Management Plan;

³ The status of a reported hydropower project at Fish River could not be verified by the mission.

- Review the most recent draft of the retrospective Statement of Outstanding Universal Value and discuss further steps;
- Assess any other relevant conservation issues that may negatively impact on the Outstanding Universal Value of the property.

The RMM was conducted by Mr. Tilman Jaeger (representing IUCN) and Dr Christophe Sand (representing ICOMOS) and took place from 23 to 29 November 2015. This report documents the findings according to the standard structure of RMM reports. Following this background section is a brief overview of the legal and management framework (chapter 2). Chapter 3 assesses the main conservation and management issues prior to offering an assessment of the overall state of conservation (chapter 4) and conclusions and recommendations (chapter 5). Following the list of references and useful online resources (chapters 6 and 7), the annexes provide the reader with additional information on the property and the mission, including an overview map, a detailed agenda, a list of people met and the full text of the statutory Australian World Heritage Management Principles. The executive summary in the very beginning provides readers with a quick overview, including an enumeration of all recommendations. The full appreciation of the conclusions and recommendations requires the reading of chapters 3 and 4.

2. LEGAL AND MANAGEMENT FRAMEWORK

The legal and management framework of the TWWHA is complex due to the combination of federal and state mandates, the large size and diverse land tenure, some of which excludes the legal applicability of the Management Plan. The following overview is inevitably a simplification with a selective focus on the World Heritage perspective. It draws on excellent briefs provided by the State Party, complemented by other sources and direct communication during the mission. Put simply, the legal framework has two main layers, the Commonwealth level and the State level.

The Environment Protection and Biodiversity Conservation Act 1999 (hereafter the EPBC Act) has been referred to as the “backbone” of Australia’s environmental legislation and is applicable to all World Heritage properties in Australia, including the Tasmanian Wilderness. The EPBC Act specifically refers to World Heritage properties, as well as a range of other “Matters of National Environmental Significance” (MNES), such as nationally and internationally important flora, fauna and ecological communities. The EPBC Act establishes the following framework of direct World Heritage relevance:

- Any proposed action likely to have a significant impact on a matter protected by the EPBC Act requires federal approval;
- This requirement is directly applicable not only to “declared World Heritage property”, but also to areas located outside when they are considered likely to have a significant impact on the World Heritage values;
- Any such proposed action is subject to a clearly prescribed environmental assessment process.

The EPBC Act is further refined in the EPBC Regulations dated 2000. Notably, these include statutory management principles for all Australian World Heritage properties, namely general provisions and as regards management planning, EIA and approval. The full text of the principles is provided in Annex 7.

A current debate on possible changes to the EPBC Act was touched upon during the mission. Reportedly, proposed changes may remove or limit the options to appeal decisions made under the EPBC Act in an attempt to simplify approval processes. While beyond the scope of this mission to fully assess this matter, since any changes would not only be relevant in

Tasmania, it is clear that substantial changes to the Act could have significant implications for the legal framework governing World Heritage properties in Australia and as such may require the attention of the World Heritage Committee.

Formal World Heritage documentation, including decisions of the World Heritage Committee, leaves no doubt that logging outside of the property has been subject to controversy at all times since before the inscription. An important umbrella to try and balance competing societal demands on forests in Australia are Regional Forest Agreements (RFA). Australia's Department of Agriculture and Water Resources describes them as "20-year plans for the sustainable management and conservation of Australia's native forests". The Tasmanian RFA was agreed between the Commonwealth of Australia and the State of Tasmania in 1997. While it does not override the EPBC Act in the TWWHA, it is relevant for at least two reasons. First, it is an integral element of the broader debate surrounding forest management in Tasmania, which cannot be separated from the TWWHA, both in terms of substance issues and the overlap of involved stakeholders. Second, the management of forests in the immediate vicinity of the TWWHA, under the framework of the RFA, can reasonably be assumed to influence the TWWHA in various ways. Negotiation for the extension of the Tasmanian RFA is reportedly underway. The RFA is not to be confused with the Tasmanian Forests Intergovernmental Agreement (2012) and Conservation Agreement (2013) referring to State Forest intended to separate the TWWHA from adjoining wood production coupes. More recent policy changes are detailed in sub-chapters 3.2.1 and 3.3.

At the state level, the Nature Conservation Act 2002 (NCA) and the National Parks and Reserves Management Act 2002 (NPRMA) and corresponding regulations have been the key pieces of conservation legislation since 2002. The NPRMA applies to all "reserved land" and establishes management objectives by class of reserved land. This means that the Act applies to most of the TWWHA, which is largely composed of contiguous reserved land of different classes - or "protected area categories" according to IUCN terminology. The National Parks and Reserved Land Regulations 2009 provide detailed provisions for protection, recreational use, access, authority and enforcement etc. Recent amendments to the NCA have changed the purpose of two reserve classes (conservation areas and regional reserves) to allow for 'special species timber harvesting', whereas logging had previously not been possible. Corresponding observations by the mission are further discussed in 3.2.1.

According to the applicable federal legislation mentioned above, a management plan is to "state mechanisms to deal with the impacts of actions that individually or cumulatively degrade, or threaten to degrade, the World Heritage values of the property". A management plan should also "promote the integration of Commonwealth, State or Territory and local government responsibilities for the property". At the operational level, the NPRMA governs the management planning process for the TWWHA, while the Director of Tasmania's National Parks and Wildlife Service (PWS) is designated as the managing authority. One particularity is that slightly less than three per cent of the TWWHA is either privately owned or so-called Unallocated Crown Land to which the TWWHA Management Plan legally cannot apply. While a very small percentage of the property, it is important to understand that this translates into some 42,500 hectares⁴, by no means a negligible area, larger than many World Heritage properties elsewhere in the world on its own. In line with the ToRs of the mission, sub-chapter 3.3 is dedicated to an assessment of this particularity.

A broad range of additional state legislation is applicable. It includes, but is not limited to, the following: Forests Practices Act 1985, Historic Cultural Heritage Act 1995, Inland Fisheries Act 1995, Threatened Species Protection Act 1995, Water Management Act 1999 and the Weed Management Act 1999. The Aboriginal Relics Act 1975 is likewise applicable and deserves to

⁴ Note slightly differing numbers according to source. The surface area is provided to indicate the order of magnitude only.

be singled out, as it was consistently described as highly inadequate, including by Tasmanian representatives of all political parties met. Among all groups and individuals interviewed, there appeared to be a consensus that a substantial revision has long been overdue. While not a focus of this mission, the mission team would like to put on record that it found the widespread dissatisfaction with the Aboriginal Relics Act 1975 understandable. In the view of the mission, it is unsurprising that the Act is being perceived not only as inadequate, but also as offending by the Tasmanian Aboriginal community, as detailed in chapter 3.4. In line with recommendation 4 of the 2008 RMM, the team strongly encourages a substantial revision. Such revision would be likely, if not certain, to have implications for the management of the TWWHA, in particular as regards the management of its cultural values.

3. IDENTIFICATION AND ASSESSMENT OF ISSUES

The Terms of Reference (ToR) required the mission to “review (...) and discuss the current draft with a wide range of stakeholders”, which is interpreted as including both process (3.1) and contents. Consistent with formal World Heritage documentation, a number of contentious thematic areas were identified as critical; they are addressed in sub-chapter 3.2. Sub-chapters 3.3 and 3.4 are dedicated to the particularity of areas within the property not subject to the Management Plan and the pending cultural survey, respectively. Sub-chapter 3.5 then discusses the pending finalization of the retrospective SoOUV. Further important management issues identified are presented in sub-chapter 3.6 according to the ToR, which requested the mission to “assess any other relevant conservation issues”. Finally, sub-chapter 3.7 discusses the emerging interest in joint management approaches to the TWWHA.

3.1 The on-going Management Planning Process

There was general agreement on the part of all stakeholders consulted that the still applicable 1999 Management Plan is out-dated. While efforts to review the 1999 Management Plan reportedly date back to at least 2007, the process commented on in this report was formally started in 2013. In that year, the Tasmanian Government started to review the 1999 Management Plan. The sequence of formal steps is summarized hereafter:

- Consistent with applicable legislation, specifically the Tasmanian National Parks and Reserves Management Act 2002 (NPRMA), a Draft Management Plan was prepared in 2014;
- The Draft Management Plan was released in early 2015 for comments by the public during a representation period. The period lasted 63 days, thereby more than doubling the legally required 30 days. The draft was also reviewed by the National Parks and Wildlife Advisory Council (NPWAC), a statutory body and forum with an independent advisory role.
- All feedback has since been considered in the ongoing elaboration of a so-called “Director’s Report”, which synthesizes the Draft Management Plan and the response to it by the public. The report is required to contain a summary of and comments on each of the more than 7,500 received representations. The Director’s Report is to be elaborated by the Director of National Parks and Wildlife for submission to the Tasmanian Planning Commission (TPC) along with copies of all public representations. It deserves to be noted that the Tasmanian Government has the explicit intention to consider the RMM documented in this report in finalising the management plan.
- TPC is to consider the Director’s Report and all representations and at that stage has the option to hold additional hearings. TPC then formulates recommendations in a report to the Tasmanian Minister for Environment, Parks and Heritage. TPC is required to make the Director’s Report and all representations public for transparency and accountability. The TPC Report to the Minister is likewise a public document.

- The Minister is to consider all of the above information, including explicitly the advice by NPWAC, in its recommendation of a final version of the Management Plan to the Governor of Tasmania for approval.

The approval procedures do not formally involve the Commonwealth Government. However, the Commonwealth retains what was described to the mission as an “oversight role” due to the stipulations of the EPBC Act and the requirement for consistency with management principles for all Australian World Heritage properties (see chapter 2 and annex 7). Discussions during the mission and written submissions indicate a broad range of opinions across literally all thematic areas covered by the Draft Management Plan. In terms of process, some concerns were expressed about limited transparency, and this was said to have created room for some uncertainty, speculation and in some cases suspicions. A frequently cited example was tourism; parallel tourism-related initiatives and their allegedly less than clear relationship with the ongoing elaboration of the Management Plan have raised concerns on the part of many civil society stakeholders (see sub-chapter 3.2.4). The mission was somewhat surprised to learn that NPWAC, as a statutory body with a strong and demanding role to provide independent advice to both the Commonwealth and the Tasmanian Governments, appeared partially to have to rely on hearsay in its comments on the latest state of the process. A stronger role and closer involvement of NPWAC throughout the process in line with its mandate to provide “a forum for consultation on policy issues of State significance that are related to the Act” (NPRMA) seems highly desirable. The mission therefore offers the first – overarching - recommendation:

Recommendation 1

The Tasmanian Government should consider options to take full advantage of NPWAC, in line with the provisions of the National Parks and Reserves Management Act (2002), and a consolidated NPWAC should include adequate involvement of the Tasmanian Aboriginal Community.

The starkest view expressed to the mission from some stakeholders was the outright rejection of the process, which would imply a re-starting of the entire process. On the grounds of the World Heritage Convention, however, the mission sees no basis to call the process *per se* into question. On the contrary, both the quality and the level of participation in the process appear high by global standards. While acknowledging the legitimacy of some concerns about the process, the mission considers such debate to be a domestic issue, which as such should not be dealt with at an intergovernmental level. The mission would like to stress that the elaboration of the Management Plan is ongoing and there are still all options to adequately consider feedback by NPWAC and the public in all thematic areas. As a consequence, the mission has focused its recommendations on the controversial thematic areas being addressed by the management plan.

3.2 Thematic Areas of particular World Heritage Concern

3.2.1 Commercial Logging

Commercial logging has been part of Tasmania’s history since European colonization. To appreciate the Tasmanian logging debate, it is helpful to be aware of the several decades of polarized debate in the state. Partial resource depletion, industry and market changes, as well as evolving societal demands have influenced the more recent debate. While not restricted to the TWWHA, the debate crystallizes in the property, Tasmania’s iconic and by far largest and most important protected area. It does not come as a surprise that issues related to commercial logging are among the most contentious thematic areas in the Draft Management Plan.

The still valid 1999 Management Plan establishes a straightforward framework for commercial logging by restricting it to commercial salvage extraction of Huon pine driftwood from the shoreline of Macquarie Harbour. Other than that, the 1999 Management Plan makes reference to consultation requirements between FWS and Forestry Tasmania as regards forestry operations in the vicinity of the property. Changes to the current framework proposed in the Draft Management Plan would increase the possibility of commercial logging in the property. This has attracted major attention, both in the formal public consultation process and in communication outside of the formal process. The Draft Management Plan must be seen in conjunction with the 2013 changes in the surface area of the property and shifting Tasmanian forest policy since 2013.

Put simply, the 2013 Minor Boundary Modification (MBM) added land to the TWWHA, which is highly valued by some stakeholders for its conservation values, and with some areas targeted for their timber resources by others. The 2013 MBM excluded access to timber in the added area, which was understood to be an integral part of the state-wide Tasmanian Forests Agreement Act 2013 (TFA) at the time. The TFA was described to the mission as a negotiated effort to balance commercial logging and forest conservation in Tasmania. Some stakeholders consulted by the mission referred to the TFA as a successful “peace deal”, while others, on both sides of the argument, expressed more critical views. The exclusion of logging in the additions to the property was an explicit objective brought forward by the State Party in its 2013 MBM proposal. Following political changes, the State Party submitted a further MBM proposal one year later, which would have partially reversed the 2013 MBM. The World Heritage Committee, however, did not approve the proposal (Decision 38COM 8B.47, Qatar, 2014).

Recent changes to Tasmanian forest policy include the first explicit provision for special timber harvesting in regional reserves in 2013. Subsequently, the above-mentioned TFA was repealed by the Forestry (Rebuilding the Forest Industry) Act 2014. The latter Act introduced a definition of special species timber and explicitly provided for the possibility of logging of those species in both regional reserves and conservation areas among other provisions.

Special species timber is not a commonly used technical term in forest management. In Tasmania, it appears to have substituted the earlier umbrella term “minor species”, sometimes named “secondary species” elsewhere. The Forestry (Rebuilding the Forest Industry) Act 2014 lists six species, including Huon pine. The Act further defines that special species timber may encompass “timber of any other species that is prescribed by the regulations”, as well as “timber with particular properties that is prescribed by the regulations”. It appears that any woody species in Tasmania could, in principle, be defined as special species timber under such open-ended legal definition.

The open-ended definition of special species timber is adopted in the Draft Management Plan, which many stakeholders found inappropriate. While it can be argued that logging of the six listed species is distinct from some other forms of logging, namely particularly controversial eucalypt logging, the open-ended definition creates ambiguity. Leaving aside this grey area, the mission notes that the Draft Management Plan establishes the possibility of harvesting special species timber in parts of the TWWHA to which the Management Plan legally applies. For reasons explained in sub-chapter 3.3, special species timber logging is also potentially legal on some of the land within the TWWHA, which is not subject to the Management Plan. In addition, in areas not subject to the Management Plan, eucalypt logging is a legal possibility. Under Tasmanian law, Eucalypt can in principle be harvested in Future Potential Production Forest Land (FPPFL) and Permanent Timber Production Zone Land (PTPZL) according to procedures detailed in the Forestry (Rebuilding the Forest Industry) Act 2014.

It appears that thinking at both involved levels of government has changed since the Draft Management Plan was publicly released. Representatives of the State Party confirmed to the

mission that the State Party has since adopted a clear position to refrain from eucalypt logging within the TWWHA in its entirety, except for an already understood transitional arrangement to restore minor plantation areas in the land added to the TWWHA in 2013, at the time endorsed by the World Heritage Committee. The mission understands that the State Party intends to formally communicate this position to the World Heritage Committee. Thus the appropriateness of special species timber logging within the TWWHA is the remnant question surrounding commercial logging.

While the Draft Management Plan spatially and quantitatively constrains special species timber logging, it does provide for the possibility of such logging in conservation areas and regional reserves under defined conditions. Proponents of the extraction of special species timber from parts of the TWWHA primarily argue on the grounds of resource availability. The mission was, however, not provided with any clear data in support of this view. The Tasmanian Special Timbers Alliance, the most outspoken supporter of special species logging within the TWWHA, acknowledged that neither supply nor demand data appear to be well understood. Consulted experts mentioned a 1996 assessment and dispersed information, while otherwise confirming the absence of a systematic inventory data. Regardless of the lack of detailed timber inventories, the mission notes that 2014 legislative change has substantially increased the area set aside for special species timber harvesting outside of the TWWHA. The forest area made available for commercial logging in 2014 is by far larger than the area from which commercial logging was excluded through the 2013 MBM. It appears therefore that the net resource availability was substantially increased in 2014 as regards special species timber.

In support of special species timber extraction, it was further argued by private sector stakeholders that the areas added to the TWWHA as a result of the 2013 MBM had limited conservation values. This view fails to acknowledge that the additions were explicitly proposed to “ensure core wilderness landscapes are more remote from external resource extraction activities”. The exclusion of logging in the added area was an explicit objective put forward by the State Party in its proposal to the World Heritage Committee on the grounds of improved overall integrity. While most of the area added to the TWWHA had an intact natural forest cover, the governmental proposal of 2013 explicitly acknowledged there were some patches of previously degraded and logged forest that were included for boundary and management integrity reasons, with the explicit intention to restore such land. The suggestion of the land added to the TWWHA in 2013 being of secondary importance also fails to appreciate the vulnerable cultural heritage within the added land, including the need for precaution due to the still limited understanding of this heritage.

Environmental NGOs unanimously consider any form of commercial logging to be inappropriate within the TWWHA, a view supported by most, albeit not all, representatives of the Tasmanian Aboriginal Community met by the mission. Remarkably, several representatives of businesses relying on special species timbers are opposed to sourcing their own supply from the TWWHA. Tourism industry representatives expressed admiration for the many sophisticated products offered by the special timber sector. The industry is fully aware of linkages between tourism and the special species timber industry. Tourism industry representatives, however, are even more aware of the reputational risks related to possible commercial logging in Tasmania’s most important and iconic protected area. NPWAC, in a written submission to the RMM, stated the opinion that “logging (...) for specialty or other timbers will significantly affect World Heritage values recognized in the earlier nominations and in the draft Statement of Outstanding Universal Value”. Conceivable logging impacts consistently suggested by various stakeholders include increased vulnerability to biosecurity risks, visual impacts and a high likelihood of damage to Aboriginal heritage.

In addition to the strong and in the vast majority negative response to any form of proposed commercial logging in the TWWHA, the interlinked levels of the EPBC Act and the World

Heritage Convention require full consideration. Both layers of protection cannot reasonably be interpreted as supporting commercial logging. The notion of “sustainable use”, as defined in paragraph 119 of the Operational Guidelines is not interpretable as supporting commercial logging in the view of the mission. In light of strong opposition, the provisions of the legal framework at the Commonwealth level, the clear position of the World Heritage Committee, to which could be added the serious reputational risks for both Australia and Tasmania (and the World Heritage Convention) from commercial logging in the property, the mission considers that Committee decision 39COM 7B.35 (Bonn, 2015) is sound. As detailed in Annex 1, this decision had “urged” the State Party to ensure that no commercial logging take place anywhere in the TWWHA. The mission therefore offers the following recommendation:

Recommendation 2

The State Party should confirm an unambiguous commitment that the property is off-limits to commercial logging in its entirety, and fully reflect this commitment in the Management Plan for the whole of the property.

The mission would like to put on record that it considers the interests of the special species timber sector per se fully legitimate and by no means excessive. Despite the regrettable lack of conclusive data, the mission finds it difficult to imagine that resource security could not be achieved in the vast forest estate available for logging outside of the TWWHA. While a mixed World Heritage property, recognized for globally significant cultural and natural heritage, is not the place to experiment in the view of the mission, there is every reason to further discuss and test sustainable forest management elsewhere in Tasmania in less polarized fashion. The political support to the special species timber industry should be channelled to areas available to commercial logging outside of the TWWHA, while fully considering that there are areas outside of the TWWHA, which are likewise of the highest conservation value, including in the Tarkine area. New approaches to manage the desired species can draw on longstanding research conducted in Tasmania and a growing body of knowledge about the ecology of the species.

3.2.2 Mineral Exploration and Extraction

Committee decision 39COM 7B.35 (Bonn, 2015) “urged” the State Party to consider the entire property off limits to mining in line with longstanding and clear broader Committee position that mineral exploration and extraction is incompatible with World Heritage status. Turner (2012) provides a useful overview on World Heritage and the extractive industries in this context. Both the Commonwealth (national) and the Tasmanian Government are on record for their commitments to this position. To the best of the knowledge of the mission, there is currently no noteworthy opposition to this commitment and there are no known current or currently foreseeable mining interests or plans. Prospecting and mining have apparently never been a source of conflict and polarization of a scale comparable to the conflicts surrounding hydropower development and forestry in Tasmania.

For the sake of completeness and to ensure the best possible understanding of the background, an effort was made to review references to mining in the formal World Heritage documentation. It became clear that there is a long history of mineral exploration and localized, relatively small-scale extraction. While World Heritage documentation makes limited reference to prospecting and mining, it does state that licenses and leases were factors in the boundary design of both the originally nominated area and subsequent boundary changes. Repeated references document concerns about possible impacts of mineral exploration and extraction on both natural and cultural heritage. There is also an acknowledged legacy of a number of direct and indirect impacts stemming from mineral exploration and extraction, including, but not limited to, the following ones:

- The nomination document in 1982 mentioned small-scale mineral exploration and extraction occurring “at various places on the periphery of the nominated area”. Tin mining near the Melaleuca Inlet and wolframite extraction at Oakleigh Creek are singled out, both of which are stated to have “minimal impacts”. There is also a somewhat vague reference to “some exploration and existing mining leases”.
- The 1989 document proposing an extension refers to “limited mineral exploration”, “active limestone extraction near Exit Cave” and rockfill supply for dam construction from Darwin Quarry “just outside of the nominated area”. The IUCN evaluation at the time expressed the “hope” that mining would be phased out.

In its 1989 decision approving the extension (CONF004 XV.A), the World Heritage Committee “noted with satisfaction the statement by the Australian observer that legislation has been passed to revoke all mining rights within the World Heritage site.” Somewhat inconsistently, in the following year the Bureau noted that “although it was not strictly correct to say that legislation had been passed to revoke all mining rights within the World Heritage site”, the State Party had “guaranteed that no activity would take place which might threaten the world heritage values of the Tasmanian Wilderness” (CONF003 IV.A.14). The mission interprets this reference as an early no-go commitment, while noting some degree of ambiguity.

Section II of the Periodic Reporting published in 2003 notes the closure and rehabilitation of a major limestone quarry due to impacts on the Ida Bay limestone cave system. Furthermore, the report mentions contamination of the King and Queen Rivers and consequently Macquarie Harbour from heavy metals and acidic drainage described as a legacy of past mining activities at Mount Lyell.

The 2008 reactive monitoring mission (RMM) picked up on the link between boundary design and mineral exploration and extraction and recommended that “all the remaining areas including those noted by IUCN in its evaluation should be incorporated into the World Heritage property as soon as the existing leases expire and that renewal or granting of any new leases should not be considered.” The Committee in its Decision 32COM 7B.41 (Quebec, 2008) requested the State Party not to renew leases for mineral exploration and exploitation within the property and immediately adjacent to it. Expiration of leases should be followed by rehabilitation and incorporation into the World Heritage property. Furthermore, new mining licenses should not be granted, neither within the property nor in areas recommended for “addition”.

The State of Conservation (SOC) reporting contains repeated reference to mineral exploration and extraction. In 2010, for example, the State Party confirms that it considers mining inappropriate in the World Heritage property, while noting the intention to incorporate the Southwest Conservation Area into the property upon expiration of existing mining leases. It is clearly stated that renewal or granting of any new leases would not be considered. Confirming its commitment, in 2012 the State Party reported progress in terms of resolving mining issues, in particular voluntary relinquishment of “all remaining leases”. Following up on its earlier commitment, the State Party in the same year submitted a proposal for a minor boundary modification (MBM) to incorporate the Southwest Conservation Area. This latest MBM, adopted in 2013, contained an excision in the Weld Valley. The excision near the new property boundary is visible in maps and was reportedly made to provide for the future possibility of dolomite extraction in that location. The mission was unable to get a full understanding of the situation and possible implications, but notes the full applicability of all procedures, including the EPBC Act, in case of future exploration or extraction.

In order to understand the backdrop to the 2014 Draft Management Plan in terms of mineral exploration and extraction, it was considered useful to review the 1999 Management Plan, even though the TWWHA has since been significantly enlarged. The 1999 Management Plan contains a subchapter on “mineral exploration” under the heading of primary production. In

summary, exploration and extraction can in principle occur, but both are spatially very restricted and subject to strict assessment and conditions. “Adverse impact on World Heritage values” is one applicable (disqualifying) criterion. By contrast, the 2014 Draft Management Plan does not make reference to mining in the section on primary production. At the same time, a “table of use” and other sections likewise contained in the 2014 Draft Management Plan suggest the possibility of mineral exploration and extraction in some areas (reserve classes). Tasmanian legislation, namely the National Parks and Reserves Management Act (NPRMA, 2002), in principle, allows for both exploration and extraction in conservation areas and regional reserves, under defined conditions. The area subject to the future Management Plan contains both these reserve classes (protected area categories), which suggests the legal possibility of mineral exploration and extraction in those areas of the property. The 2014 Draft Management Plan thereby does not exclude the possibility of mineral exploration and extraction in the TWWHA.

It deserves to be mentioned that there are mineral exploration licenses in the area included by way of the 2013 minor boundary modification (MBM), which are existing rights under the Mineral Resources Development Act (MRDA, 1995). This can be described as another potential grey area, in particular as much of the added land is classified as conservation areas and regional reserves. While the 2014 Draft Management Plan makes it very clear that mineral exploration and extraction would spatially be very restricted and subject to a complex set of applicable Commonwealth and Tasmanian legislation, it does not exclude the possibility of using the above existing legal exploration rights.

It is also important to recall that the property is not legally subject to the future Management Plan in its entirety. This is another potential grey area. As further described in sub-chapter 3.3, the mission recommends that land tenure be adapted so as to eventually permit coherent and consistent applicability of future management plans to the entire TWWHA.

The absence of an unambiguous commitment to consider the property off limits to mineral exploration and extraction in the 2014 Management Plan triggered strong public response and was a talking point in many discussions and interviews throughout the mission. Regular reference was made to the EPBC Act and the World Heritage Convention. Environmental NGO representatives expressed strong concern about the possibility of future mineral exploration and extraction in some areas within the property. The vast majority of stakeholders consulted expressed support for a generic commitment to consider the TWWHA off limits to mineral exploration and extraction in its entirety. This view was shared by the various representatives of the Tasmanian Aboriginal Community met by the mission who expressed concern about possible impacts on cultural heritage. Some aboriginal representatives wondered whether a generic no-go commitment might restrict the extraction of small quantities of materials used for ceremonial purposes. The mission suggests a clear separation of this legitimate question from the policies on mineral exploration and extraction. This mission is confident that practical answers to this question, acceptable to all concerned, can be found at the state level.

In summary, the mission could not detect any major and tangible current or future threats related to mineral exploration or extraction at this point in time. Both levels of government consulted have credibly expressed support to considering the TWWHA off-limits to both mineral exploration and extraction. The mission fully supports and welcomes this political commitment, which is consistent with an established broader World Heritage Committee position and, more concretely, decision 39COM 7B.35 (Bonn, 2015).

The mission notes that the commitment remains to be fully translated into unambiguous guidance in the Draft Management Plan and that similar clarity is required in the areas within the TWWHA, which are legally not subject to management plans due to their current tenure status. Some existing rights appear to be inconsistent with the stated governmental

commitment and the inconsistency should be addressed in adequate and fair manner. Finally, the mission would like to recall that the applicability of the EPBC Act is not restricted to the property. The possible impacts of mineral exploration and extraction activities outside the TWWHA are likewise subject to the EPBC in case they may impact on “Matters of National Environmental Significance” and/or World Heritage properties. In order to remove any possible ambiguity, the mission makes the following recommendation.

Recommendation 3

The State Party should confirm an unambiguous commitment that the property is off-limits to mineral exploration and extraction in its entirety and fully reflect this commitment in the Management Plan for the whole of the property.

3.2.3 Gravel Extraction

Tasmania’s Mineral Resources Development Act (MRDA) dated 1995 defines gravel as a “category 3 mineral”. Thereby, all gravel extraction is legally considered in Tasmania as a form of (open-pit) mining in the state. It is necessary, however, to separate gravel extraction from mining discussed in the previous sub-chapter for the purpose of this report. This is because of the particularities described hereafter, given that some essential maintenance requirements of the property rely on a source of gravel from within the property. This type of gravel use in the property falls outside the normal definition of extractive industry that has been applied in the World Heritage Convention.

Gravel extraction to supply the maintenance of roads within the property and hydropower infrastructure predates the TWWHA. The maintenance of hydropower infrastructure and roads facilitating management, visitation and access to land vested in Hydro Tasmania generates a continuing demand. Gravel has been continually sourced from mostly small quarries - or “borrow pits” - located both within the property and excisions within it. Excisions are understood here as areas geographically located within the border of the World Heritage property, while being explicitly excluded from the inscribed World Heritage area. The only alternative to this form of supply would be to import gravel from elsewhere, which would increase the risk of potentially highly damaging introductions of species and pathogens (biosecurity), besides adding costs and environmental impacts associated with longer transportation routes.

Under Tasmanian law, any gravel extraction requires a “mining license” and is subject to a clearly defined approval process. Requirements include the application of the Tasmanian Quarry Code of Practice (Department of Primary Industries, Water and Environment / Department of Infrastructure, Energy and Resources, 1999) and the Federal EPBC Act and its regulations described in chapter 2. While there are no immediate conservation concerns from the practice to date, it will be important to seek to reduce the level of demand to the maximum extent possible. It is important to recall that the TWWHA boasts a surprisingly extensive road network. There are more than 1,100 kilometers⁵ of roads according to State Party information provided to the mission team, much of it located within the area added to the TWWHA in 2013. In addition, the hydropower infrastructure is substantial. The future demand for gravel is therefore potentially very high. The new management plan should fully acknowledge this reality and clearly lay out the applicable procedures. Best practices should be applied in line with legal requirements and, to the degree possible, new borrow pits should not be permitted. In order to minimize the demand, non-essential roads should be closed and rehabilitated based on a comprehensive needs assessment. As additional benefits, such measures would also reduce costs for maintenance and control, as well as risks associated with uncontrolled access, for example as regards biosecurity or vandalism of cultural heritage.

⁵ Other sources suggest an even more extensive road network.

To summarize, the mission team considers the environmental risks and impacts of gravel extraction for these local uses in the property manageable, as long as adequate funding and staffing ensure the implementation and enforcement of existing regulations. There is no indication of inadequate past or current management of the borrow pits and there is a strong awareness of and adequate capacity to deal with biosecurity risks. Consequently, the mission team does not consider the existing local gravel extraction a major concern at this stage. Increased future demand for gravel driven by possible major refurbishment of hydropower infrastructure may trigger a need for future re-assessment of the situation to be addressed if and when applicable. In the event of major gravel need, any changes from the current pattern of use should be subject to prior notification to the World Heritage Committee, in order to confirm acceptability.

Recommendation 4

Gravel use derived from borrow pits for maintenance needs within the property should be minimised. The State Party should conduct a comprehensive review of the road network with the objective to close and rehabilitate non-essential roads so as to reduce the future demand for gravel among other benefits.

Recommendation 5

Essential existing gravel extraction for ongoing local maintenance in the property should be guided by the following principles across the property, including the excisions within it:

- No import of gravel to the property should be permitted, in order to minimize biosecurity risks;
- No export of gravel from the property should be permitted, and uses should be restricted to the maintenance of existing infrastructure⁶;
- New borrow pits should not be permitted;
- Any significant change to current practice in relation to increased gravel need with potential to impact the property, to be notified to the World Heritage Committee prior to any decisions being taken on how to address this by the State Party.

3.2.4 Tourism and Recreation

Tourism is widely accepted as a double-edged sword in heritage conservation. Ideally, benefits in terms of local job and income generation, conservation financing and visitor education are maximized, while inevitable negative impacts on cultural and natural values are minimized. There is no noteworthy opposition to tourism and recreation as such in the TWWHA to the knowledge of the mission. The current situation accommodates a wide range of touristic offers and recreational options. There are easily accessible Visitor Services Zones on the margins of the property, with completely self-reliant hiking in remote areas on the opposite end of the spectrum. The current approach seems viable and widely accepted.

In terms of process, a parallel Expressions of Interest (EOI) exercise has raised questions of transparency, including in terms of evaluation criteria for project proposals. PARKS 21, a “Joint Strategic Action Plan for tourism in Tasmania’s parks and reserves in the 21st Century”, published by Tourism Industry Council Tasmania and PWS (<http://www.parks.tas.gov.au/file.aspx?id=38967>), has triggered a similarly critical response in terms of a perceived lack of involvement of a broader range of stakeholders, including the diverse Tasmanian Aboriginal Community. The notion of a privileged cooperation between the private tourism sector and PWS was perceived by many as a questionable focus on tourism as a means to promote economic development. Many stakeholders wonder about the exact relationship between the ongoing Draft Management Plan process, the EOI and PARKS 21. EOI projects, it was argued, could result in negative impacts on both natural and cultural heritage and it was feared that insufficient scrutiny may be given to such concerns. The EOI

⁶ It can be argued that supply of gravel to maintain hydropower infrastructure located in excisions within the property constitutes an “export”. This interpretation is not implied in the recommendation.

process, in the view of some stakeholders, creates industry expectations and may run the risk of creating political support to projects, which may not necessarily be in line with applicable regulations. Along similar lines, many perceive the Draft Management Plan as prioritizing consumer demand and economic growth. While the demand must of course be fully understood and considered in any tourism planning, it would indeed be alarming to use demand as the dominating criterion in tourism planning in a mixed World Heritage property.

The Draft Management Plan proposes intensified touristic use and the possibility of additional infrastructure. The opinions on the types of tourism appropriate within the TWWHA, where they may occur and under what circumstances, vary fundamentally. Some stakeholders are highly critical of additional commercial tourism as opposed to self-reliant wilderness experiences. Other stakeholders perceived the latter views as elitist and suggested that self-reliant hiking can likewise come with surprisingly severe environmental impacts.

Regularly mentioned areas of concrete concern about the Draft Management Plan include proposed changes to the name and approach taken in the current "Wilderness Zone", as well as to regulations for infrastructure and mechanized access. Many, including NPWAC, pointed out the crucial importance of quietness and solitude as essential elements of any wilderness experience. It is understandable that many do not see wilderness experiences as compatible with helicopter noise or increased mechanized access on land and water, for example. The proposed change to the name of the "Wilderness Zones" has triggered an overwhelmingly negative response in the public consultation. The mission understands that the proposed changes are therefore under re-consideration.

The Draft Management Plan proposes to concentrate the large majority of the accommodations at the boundaries of the property. Nevertheless, there are some controversial proposals to add accommodation infrastructure inside the TWWHA. This has resulted in criticism on the grounds of both environmental impacts and the possible destruction of cultural remains.

Discussions with representatives of the tourism industry illustrated strong interest in dialogue with the Tasmanian Aboriginal Community. Such interest in dialogue is matched by interests in more meaningful involvement in tourism development and site interpretation on the part of the Tasmanian Aboriginal Community. At this stage, however, dialogue and any common understanding of the historical narrative presented to visitors is largely lacking. There is not even common ground in terms of the basic chronology of the Tasmanian Aboriginal history and how and by whom it is to be conveyed to visitors. Very few members of the Tasmanian Aboriginal Community appear to be involved, employed or otherwise directly benefit from tourism in the TWWHA. For many members of the Tasmanian Aboriginal Community key questions centre on inappropriate touristic access to cultural assets and how and by whom the Indigenous history is interpreted and shared. Furthermore, tourism is recognized by many members of the Tasmanian Aboriginal Community for its employment and income benefits. The mission was informed by tourism industry representatives that a number of tourism projects are in preparation, which would include visitation of cultural sites within the TWWHA despite a lack of clarity in terms of the conditions of such visitation and corresponding control and monitoring.

Overall, while some stakeholders embrace further realization of the TWWHAs touristic potential, there is a widespread perception that the Draft Management Plan, if adopted in its current form, would weaken the existing framework established in the 1999 Management Plan from a conservation perspective. There is concern about the perceived active encouragement of more intensive touristic use at the expense of impacts on the cultural and natural heritage. The mission considers the simultaneous EOI and PARKS 21 processes as legitimate contributions *per se*, but can understand why the lack of clarity of the relationships between and coherence of the various parallel processes has raised concerns. At this stage, it will be

critical to adequately reflect the diverse opinions in the next steps of the finalization of the Management Plan. The expected re-consideration of some of the proposed changes, in particular the apparently intended maintenance of wilderness zones, is likely to calm down some of the tensions. Some concerns may still require more consultation and negotiation among interests prior to the definition of a clear framework acceptable to a wide range of stakeholders, including the diverse Tasmanian Aboriginal Community.

The Draft Management Plan proposes a Tourism Master Plan. In line with feedback from NPWAC, the mission fully endorses such a Tourism Master Plan provided adequate stakeholder participation and funding. The Tourism Master Plan can provide a much needed opportunity to agree on and guide the consideration of individual and cumulative impacts of tourism development projects beyond the general provisions of the Draft Management Plan. NPWAC's written submission to the RMM includes the suggestion to draw on the Tasman National Park and Reserves Management Plan 2011, described as a suitable model to guide tourism developments. In addition to environmental considerations, it is recommended that any new tourism development in the property, regardless of its nature and spatial extent, be systematically preceded by a cultural heritage impact study, including appropriate non-interventionist surveys in sensitive areas.

The mission recalls that World Heritage Committee Decision 39COM 7B.35 (Bonn, 2015) "urged" the State Party to review the Draft Management Plan to ensure the "establishment of strict criteria for new tourism development within the property which would be in line with the primary goal of protecting the property's OUV, including its wilderness character and cultural attributes". The decision remains to be fully implemented. In the view of the mission, the Committee decision continues to adequately capture the current needs.

Recommendation 6

In line with a recent Committee request (Decision 39 COM 7B.35), the Management Plan should establish strict criteria for new tourism development within the property, which would be in line with the primary goal of protecting the property's OUV, including its wilderness character and cultural attributes.

Recommendation 7

The comprehensive Tourism Master Plan details should refine the balance between legitimate tourism development and the management and conservation of the cultural and natural values of the TWWHA based on further consultation and negotiation of competing interests.

3.2.5 Wilderness and Wilderness Zones

While there are other World Heritage properties, which include areas designated as "wilderness" either by law or by zoning, the TWWHA is the only World Heritage property in the world bearing the term "wilderness" in its name. The term "wilderness" has also long been used in the zonation of the TWWHA to guide the management of an explicit "Wilderness Zone". This is remarkable, also because the TWWHA is at the same time a mixed property, i.e. inscribed on the grounds of both cultural and natural heritage. It has even been suggested by Aboriginal and non-Aboriginal observers that the TWWHA is in essence a "cultural landscape", even though it is not formally recognized as such under the World Heritage Convention. This is an interesting observation deserving further thought and discussion, which is fully considered in a specific section of the Draft Management Plan. Large tracts of the property are indeed likely to owe their character to past indigenous fire management and further research is likely to reveal more evidence of a strong interaction between past indigenous inhabitants and their natural environment.

The term "wilderness" is an inspiration to some, while problematic to others for various reasons. The mission heard strong opinions, both in support of and, to a lesser degree,

against the use of the term. To put the debate in perspective, it is important to understand that the notion and concept of “wilderness”, as understood by most in the nature conservation community today, has moved on from the typically untenable notion of human absence in past and present. For example, the IUCN definition of “Wilderness Areas”, a protected area category, refers to “large unmodified or slightly modified areas, retaining their natural character and influence, without permanent or significant human habitation”. Kormos *et al.* (2015) have recently called for stronger consideration of “wilderness” under the World Heritage Convention. The authors make it clear that wilderness, as understood for the purpose of the paper, is defined by factors such as remoteness from urban settlements and modern infrastructure and the degree of impacts from industrial activity. The authors fully acknowledge that there are few, if any, areas, which have never been inhabited or used and that many “wilderness areas” continue to be home to living indigenous cultures.

Against this backdrop, the mission considers “wilderness” an adequate term in the name of a World Heritage property containing vast remote areas free of modern human infrastructure and comparatively free of human impacts. The term captures an essential quality of the TWWHA, which is most exceptional for a temperate region. It therefore comes as a surprise that the 2014 Draft Management Plan explicitly rejects the “notion of wilderness” as a “World Heritage value”. While it is admittedly less than straightforward to make a formal case for wilderness as a World Heritage value on the grounds of the wording of the World Heritage criteria, the mission notes that the State Party has repeatedly made the case for the particularity of the TWWHA on the grounds of its wilderness attributes, including in the 1981 nomination dossier and the 1989 proposal for extension.

The formal World Heritage documentation, maps and field visits by plane and helicopter made it very clear that not all parts of the TWWHA have wilderness attributes. It is therefore plausible to reflect the differences in the “degree of naturalness” in the zonation of the property. Areas having “wilderness qualities” as understood above, should be named accordingly, as they have been for decades. The still applicable 1999 Management Plan established a large Wilderness Zone “to use wilderness as a primary means of managing, protecting and conserving World Heritage and other natural and **cultural** values” (emphasis added). Furthermore, the 1999 Management Plan states the broader objective to “maintain or enhance wilderness quality”.

Many public responses to the 2014 Draft Management Plan, including by NPWAC, critically commented on the proposed re-naming of the current Wilderness Zone to become a “Remote Recreation Zone”. The re-naming is perceived as potentially undermining the (management of) wilderness values, in particular by the potential to facilitate inappropriate tourism development. NPWAC specifically points out the need for recognition and management of “quietness” and “solitude” in this context. On the other hand, some concern was expressed that the use of wilderness terminology may imply denial of or disrespect for the Aboriginal past and present of the TWWHA. It was also argued that contemporary and future access by the Tasmanian Aboriginal Community might be restricted by a management regime associated with a “Wilderness Zone”. Such concerns are legitimate and deserve full consideration, as for example discussed by Lee (2015). It is important to stress though, that many members of the Tasmanian Aboriginal Community not only found wilderness terminology acceptable, but went so far as to consider it highly important for the protection of their cultural heritage.

Such differing views, discussions and tensions surrounding wilderness terminology are well documented in several parts of the world. A promising way to guide the discussion, in the view of the mission, is to agree on definitions and management regimes, which unambiguously acknowledge and encompass both the Aboriginal relationship with the land in the past and present and the conservation values of remote areas with a high degree of naturalness. Dual naming of the TWWHA would convey a strong message in this regard, as it has done in other protected areas in several countries in the world. The “Wilderness Zone” should not come with

restrictions to legitimate Aboriginal access for cultural practices, as long as the latter are not detrimental to other conservation values. Furthermore, the debate about the property name and the “Wilderness Zone” is related to the terms of touristic and recreational uses. Tourism industry representatives (TICT) met by the mission expressed support for the term “wilderness” in the sense of a brand, while simultaneously confirming interest in increased access to remote areas, as detailed in chapter 3.2.4.

On balance and in light of the above considerations, the mission considers the use of the term “wilderness” adequate in the property name, as long as it is not abused to imply an absence of the rich human past and contemporary and/or the relationship between the TWWHA and the contemporary Tasmanian Aboriginal Community. The notion of a “cultural landscape” is seemingly, but by no means necessarily, contradictory to the notion of “wilderness” and deserves to be further explored. The mission also embraces the recurrent suggestions to start a discussion on dual naming, i.e. to use an aboriginal name in parallel to retaining the property name. The mission understands that this would be in line with broader Tasmanian policy. As for the zonation, the mission recommends to refrain from re-naming the existing “Wilderness Zone” in accordance with strong public response to proposed changes to current terminology. The management of the “Wilderness Zone” should be a function of wilderness attributes, while explicitly allowing for aboriginal access and use for cultural practices. The relationship with touristic and recreational use is discussed in sub-chapter 3.2.4.

Recommendation 8

The term “wilderness” should be retained in the property name, while future dual naming is strongly encouraged to reflect both the Aboriginal heritage and the relationship of the Tasmanian Aboriginal Community with the property.

Recommendation 9

The “Wilderness Zone”, as currently used and interpreted, should be retained in the zonation of the TWWHA, while explicitly providing for Aboriginal access for cultural practices as an integral part of the management of the zone.

3.3 Land within the Property not subject to the Management Plan

The Draft Management Plan is legally restricted to land within the TWWHA reserved under the Nature Conservation Act 2002 (NCA) and for which the Director of National Parks and Wildlife is designated as the managing authority. As most land tenures within the TWWHA are reserved under the NCA, the Management Plan applies to some 97 per cent of the land within the property. While the remainder amounts to a very small percentage, the corresponding surface area is considerable in absolute terms due to the vast overall size of the property. According to the Draft Management Plan land not subject to it includes:

- freehold land subject to a conservation covenant under the NCA;
- freehold land or vested land held by Hydro Tasmania, including where it is classified as Future Potential Production Forest Land (FPPFL);
- any other freehold land;
- Permanent Timber Production Zone Land (PTPZL); or
- land vested in the Aboriginal Land Council of Tasmania.

The National Parks and Reserves Management Act 2002 (NPRMA) stipulates that a management plan for conservation areas vested in public authorities can only be approved with the agreement of that authority. Hydro Tasmania has exercised its right to withhold that agreement, which is the reason why the Management Plan does not apply to reserved land vested in Hydro Tasmania, as listed above. Quantitatively, FPPFL is the most significant land tenure within the TWWHA not subject to the Draft Management Plan. Some 25,200 hectares of land are concerned, most of it so-called “Unallocated Crown Land”.

The 1999 Management Plan similarly cannot apply to the entire property. In addition, it does not apply to the considerable additions to the property after 2010. Public representation revealed strong concern that the Management Plan does not cover the entire property and that some of the areas not covered could in principle be made available for commercial resource extraction, in particular FPPFL land. This concern was explicitly shared by the statutory NPWAC. The discussions were therefore regularly linked to the discussion about commercial logging, which are detailed in sub-chapter 3.2.1.

Given the disproportionately high percentage of land not subject to the management plan in the areas added to the TWWHA in 2013, it is important to recall that the State Party in its 2013 proposal for the corresponding minor boundary modification (MBM) stated that “new areas will be incorporated in the existing Tasmanian Wilderness World Heritage Area Management Plan (...) when it comes up for a full review in 2015”. In the context of the 2013 MBM, Committee Decision 37COM 8B.44 (Phnom Penh, 2013) noted that the added area “appears to contain significant cultural attributes that relate to those located within the inscribed property”. In other words, the decision hints at important information gaps in terms of cultural heritage, including in areas to which the Management Plan can legally not apply.

Despite the incomplete applicability, it is important to understand that the Management Plan must provide management direction for the entire property “for the next ten years”. The mission was informed that such direction would be proposed in a “TWWHA Strategic Management Statement” as an annex to the Director’s Report for consideration in the subsequent steps of the management planning process described in sub-chapter 3.1. It is also important to recall the federal Environment Protection and Biodiversity Conservation Act 1999 (EPBC) and principles stated in EPBC Regulations applicable to the entire TWWHA. Consequently, there are options and obligations to establish a coherent management framework for the entire property, which inevitably has to comply with the EPBC.

In terms of the World Heritage perspective, World Heritage Committee Decision 39COM 7B.35 (Bonn, 2015) set the stage by “urging” that all areas of public lands within the property’s boundaries, including Regional Reserves, Conservation Areas and Future Potential Production Forest Lands, have a status that ensures adequate protection of the OUV of the property. The Operational Guidelines in paragraph 108 state that “each nominated property should have an appropriate management plan or other documented management system which must specify how the Outstanding Universal Value of a property should be preserved, preferably through participatory means.” This adds a clear requirement to ensure adequate and coherent management across the entire TWWHA to the existing framework at both the federal and state levels.

In summary, there are plausible concerns about possible management action in areas that currently cannot be subject to the Management Plan. There are several ways to address these concerns. Where possible, land tenure status should be adapted to allow for the applicability of the Management Plan. The eventual objective is to create a situation in which the entire TWWHA can be managed under one coherent plan. Given that the Nature Conservation Act 2002 (Tas) in principle allows for resource extraction in conservation areas and regional reserves and that recent changes to it explicitly allow for the extraction of special species timber, the most adequate adaptation in line with World Heritage commitments and Committee decisions would be to grant those areas the status as national park, as defined in Tasmania, in the view of the mission. As long as this cannot be ensured, all areas not subject to the Management Plan should be guided under an overarching Strategic Management Statement in line with obligations under the EPBC Act and the decisions of the World Heritage Committee.

Recommendation 10

All land in the property should be managed in a way that is consistent with World Heritage status, and the recommended means to ensure such a consistent approach is to grant reserve status wherever possible. As long as there will be areas within the TWWHA not subject to the TWWHA Management Plan, adequate management of the property in its entirety should be ensured by an overarching Strategic Management Statement in line with obligations under the EPBC Act.

Recommendation 11

Future Potential Production Forest Land (FPPFL) within the property should not be convertible to Permanent Timber Production Zone Land (PTPZL) and should be granted status as national park.

3.4 Cultural Survey

The cultural heritage of the TWWHA includes the Aboriginal heritage across the property and the more recent European heritage in selected places, such as exploration, whaling, penal settlement, mining, grazing, hydropower development and environmental protests. Mooney (2012) described examples of efforts to conserve the European heritage. This report focuses on Aboriginal heritage in line with the focus of the cultural survey referred to in the Terms of Reference (ToR, see Annex 2). According to the ToR, the mission team - primarily the ICOMOS representative - were to “discuss the organisation of the survey of cultural attributes of the property and review process achieved and overall timetable envisaged for completion.” The request is rooted in the limited understanding of the aboriginal heritage of the property, which is widely acknowledged among stakeholders. There is a direct link between the survey and the elaboration of the retrospective Statement of Outstanding Universal Value (SoOUV), as the information and knowledge gaps have delayed the latter’s finalization (see sub-chapter 3.5 below).

There is a well-documented history of recommendations, requests and commitments as regards the cultural survey. ICOMOS is on record for repeatedly requesting a comprehensive survey. The 2008 RMM explicitly confirmed the urgency of a better understanding of the Aboriginal heritage in its recommendation 5, while highlighting the need for full Aboriginal involvement and adequate resourcing. The World Heritage Committee explicitly requested a cultural survey be conducted on various occasions. In its most recent decision (39COM 7B.35, Bonn, 2015), the Committee “expressed concern” about the lack of progress, “urging” the work be undertaken “as soon as possible”.

It is important to recall that the still applicable 1999 Management Plan stated the objective to “undertake surveys to identify and determine the significance of cultural values and assess issues affecting these resources” to be carried out “in partnership with the Tasmanian Aboriginal Community”. The Draft Management Plan acknowledges the limited understanding of the cultural values and “the nature of those values and their place in the landscape” as a “key threat to management”. This clear acknowledgement is then presented as a basis for a number of participatory “management actions”. These include a “comprehensive survey of the 2013 TWWHA extension” and analysis of “previous cultural heritage work in the TWWHA, to identify knowledge gaps and contribute to the development of a prioritised survey and research program”.

In order to familiarize himself with the available information about the cultural heritage within the TWWHA, the ICOMOS representative had requested the State Party to provide documentation of aboriginal cultural sites within the property prior to the mission. The provided information stressed the property’s massive size, rugged terrain and often dense and inhospitable vegetation as significant challenges. Cultural surveys in the TWWHA are undoubtedly difficult, expensive and time-consuming. Furthermore, the climatic conditions are

harsh and the field season is short.

Beyond such practical concerns, the meetings with representatives of the Tasmanian Aboriginal Community, Tasmanian government officials, academics and representatives of ICOMOS Australia and other stakeholders consistently confirmed further challenges and sensitivities, while also revealing some promising news and evolving entry points. It became clear that more archaeological information has been generated in the past than was obvious from the documented World Heritage discussion. While much of the detailed information is somewhat dispersed in numerous reports, an impressive number of known sites is included in the Aboriginal Heritage Register (AHR). The AHR comprises some thousand individual sites within the TWWHA out of roughly 13,000 across Tasmania according to information provided to the mission team. The spatial distribution of the known cultural sites is uneven. Most are located near the more accessible margins of the property, such as the property's north-eastern corner and along the coastal zones in the South and South-West. Despite such important gaps the readily available information is very valuable and lends itself to being systematically reviewed and used. It is clear that access to and control and use of such information, including in the AHR, is potentially sensitive. Clear and consistently applied conditions of use, endorsed by the heterogeneous Tasmanian Aboriginal Community, are therefore critical and strongly encouraged.

The challenges associated with the cultural survey are not primarily technical in nature. Sensitivity and complexity stem from a lack of mutual trust and differing views on legitimacy and capacities of institutions and individuals to be involved and the scale of required investment. Due to past conflicts surrounding archaeological studies, as well as Tasmania's particular historical and cultural context, there are strong reservations about "conventional" archaeological surveys as perceived by parts of the Tasmanian Aboriginal Community. In addition, there are differing views within the Tasmanian Aboriginal Community on the way forward. The Tasmanian Aboriginal Centre (TAC) claims a strong mandate as regards the survey on behalf of the Tasmanian Aboriginal Community and has made concrete proposals to the Tasmanian Government. The claim, however, is not necessarily embraced by other legitimate representatives of the Tasmanian Aboriginal Community. The Tasmanian Government has established Aboriginal Heritage Tasmania (AHT) and the Aboriginal Heritage Council (AHC), which have important facilitating and advisory roles in studies and surveys. It is increasingly accepted today, including by the State Government, that there are competing voices within the heterogeneous Tasmanian Aboriginal Community, a view fully endorsed by the mission team as an indication of a maturing debate.

The way forward will have to be based on common ground both within the diverse Aboriginal community and its relationship to other stakeholders. Much of this common ground, however, remains to be found. The scale of the challenge is epitomized by the absence of agreement on the scope and methodology of the survey. Objectives, field and data treatment protocols remain to be agreed upon. As an example, some Aboriginal representatives plausibly argued that the coverage of the Aboriginal history of the TWWHA could not possibly ignore the painful recent past following European arrival. It was suggested that eventually the whole Aboriginal chronology should be reflected in the World Heritage documentation and presentation as opposed to a focus on selected periods long before European arrival. Furthermore, many Aboriginal representatives described the TWWHA as belonging to a much larger living cultural landscape and seascape. Such thinking could eventually touch upon the very definition of the property's Outstanding Universal Value (OUV) and even the spatial configuration of the property.

Questions of personnel and roles were frequently raised in meetings. Most aboriginal representatives are in support of indigenous leadership in the cultural survey, while acknowledging some need for selective external expertise and support. External experts would have to be accepted and trusted by the heterogeneous Tasmanian Aboriginal

Community. Governmental support is required and welcome but also sensitive, in particular recruitment, staffing and resource allocation. Last but not least, it is clear that the demanding work to be conducted requires secure long-term funding.

In light of the sensitivity and complexity in terms of literally all aspects of the cultural survey, ranging from the objectives to scope, team composition and decision-making - combined with the demanding logistics and high costs - the mission team considers the prescription of completion of the survey by 2018 neither realistic nor helpful. The cultural survey is considered of utmost importance on its own, but it is also an instrument and process to come to terms with questions far beyond the survey itself. For example, several aboriginal representatives expressed the hope that the process could inform the longstanding debate on Tasmanian legislation pertaining to Aboriginal heritage. The Aboriginal Relics Act of 1975, Tasmania's main framework was described as severely outdated at best, a view that seems to be shared by the Tasmanian government. Aboriginal representatives consistently take offense in this piece of legislation, mainly due to the restriction of its coverage up to the year 1876, sanctions perceived as inadequate, a section described as an "ignorance clause", and inadequate Aboriginal representation in the "Advisory Committee" established by the Act, among other concerns.

Consequently and in line with consistent feedback from individual and group discussions, it is likely that the cultural survey may take several years to be completed, if it is to be based on an adequate participatory process. In order to accommodate both this reality and the formal requirements under the World Heritage Convention, a two-stage process is recommended as follows:

Recommendation 12

A systematic stock-taking exercise should serve to compile all available information about cultural sites within the TWWHA in a synthesis report according to conditions and terms agreed by the diverse Tasmanian Aboriginal Community for submission to the World Heritage Centre by mid-2017.

Recommendation 13

A detailed proposal for a comprehensive cultural survey, a longer term initiative requiring adequate resources and full aboriginal endorsement and involvement, should be elaborated for submission to the World Heritage Centre by mid-2017 for review by ICOMOS, in consultation with IUCN. The proposal should include a calendar on survey stages over a multi-year period.

As stated earlier, the above recommendations have direct implications for the pending finalization of the retrospective SoOUV. The view of the mission team is detailed in sub-chapter 3.5. A further recommendation responds to consistent complaints about inadequate consideration of the cultural heritage of the TWWHA in funding and management more broadly. The Draft Management Plan acknowledges the need to "correct an imbalance" and to ensure increased baseline funding that "reflects the importance of cultural values in the area's World Heritage listing". The mission fully supports the statement and offers the following recommendation in this regard:

Recommendation 14

The State Party and the Tasmanian Government should jointly ensure an equal and integrated consideration of the cultural and the natural heritage of the mixed property.

Recommendation 15

The State Party and the Tasmanian Government should provide and secure an adequate long-term allocation of financial and human resources to allow for proper consideration of cultural heritage.

3.5 Finalizing the retrospective Statement of Outstanding Universal Value

All State Parties to the World Heritage Convention are requested to submit a retrospective Statement of Outstanding Universal Value (SoOUV) for properties lacking a formally adopted SoOUV. Draft SoOUVs are reviewed by the Advisory Bodies and the World Heritage Centre and, following exchange with the corresponding State Party, presented to the World Heritage Committee for eventual adoption⁷. Some concerns were expressed about the perceived lack of transparency in the elaboration of the SoOUV. An environmental NGO used freedom of information legislation to access the governmental draft SoOUV. While the mission team understands such views, it must be acknowledged that there is no formal requirement for public involvement in the elaboration of a retrospective SoOUV. Therefore, the State Party has not violated any formal requirements in its procedures as has been suggested by some observers. Nevertheless, the mission team strongly encourages dialogue in the further refining of the SoOUV in line with broader trends to increase transparency and civil society involvement in the World Heritage Convention.

The State Party has submitted an advanced draft to the World Heritage Centre, which is provided in Annex 8. The finalization and approval is pending, in particular as the statement would need to reflect a much more comprehensive appreciation of the Aboriginal cultural heritage of the property. Thereby, the finalization of the SoOUV is related to the pending cultural survey discussed in sub-chapter 3.4 above.

In line with the recommendations on the cultural survey, a two-phased approach is recommended by the mission to accommodate the particular circumstances, which became evident during the mission. The synthesis report recommended above as a first step is considered an adequate basis for the State Party to produce a significantly improved retrospective SoOUV for approval by the World Heritage Committee in line with paragraph 155 of the Operational Guidelines. The revision of the SoOUV is an opportunity to also refine the SoOUV in response to some suggestions made by environmental NGOs. The mission encourages such refinement, while considering it secondary compared to the need to substantially enhance the coverage of the Aboriginal cultural heritage. The improved SoOUV should be submitted at the earliest opportunity after completion of the synthesis report in mid-2017. The SoOUV should explicitly make reference to the pending comprehensive cultural survey and the possible need to update the SoOUV upon completion of the former. This is formally possible according to paragraph 155 of the Operational Guidelines, which states that “updates could be made periodically (...) at any Committee session, if required”.

Recommendation 16

The State Party should improve the property’s current draft Statement of Outstanding Universal Value (SoOUV) upon completion of the cultural sites synthesis report expected by mid-2017 and provide it to the World Heritage Centre at the earliest possible date after mid-2017 for review by the Advisory Bodies, and consideration by the World Heritage Committee. The SoOUV should explicitly make reference to the pending comprehensive cultural survey and the possible need to update the SoOUV upon completion of the survey.

3.6 Additional Management Considerations

3.6.1 Fire Management

Fire is widely accepted to be a key management issue in the TWWHA and its surroundings. The IUCN nomination in 1982 referred to it as “the greatest threat to the more remote country”, the 2015 State Party report on the State of Conservation (SOC) refers to fire as a “key environment process and management tool” in the property. The visible signs of large past

⁷ For guidance see ICCROM / ICOMOS / IUCN / WHC (2010).

bushfires serve as an impressive reminder of the role and force of fire, while the vigorous natural regeneration of burned areas illustrates strong ecosystem resilience. Fire is a natural disturbance factor in the buttongrass moorland and forests of the TWWHA, while the susceptibility to fire strongly varies by forest type. The dynamic distribution of vegetation across much of Tasmania is assumed to be a function of both natural fires and past Aboriginal fire management. Furthermore, it is assumed that the Eucalypt forests undergo long-term cycles determined by massive fires. Intentional or accidental anthropogenic fires, as well as changing environmental conditions further add to the complexity.

The Parks and Wildlife Service (PWS) has the primary responsibility to manage fire on all reserved land in Tasmania in cooperation with other agencies involved in land management and the Tasmania Fire Service (TFS). The sometimes abrupt borders between the TWWHA and managed forests, plantations and agricultural land imply a strong need for full coordination and cooperation with forest managers and private land holders (see sub-chapter 3.6.3). Management uses standard elements of fire management, such as monitoring, planned (prescribed) burning, fuel reduction around assets, fire breaks etc. Public safety is an obvious overarching concern, which is likely to gain importance in light of anticipated increase in both fire frequency and visitation. Visitor education is essential for safety but also in light of an increasing number of escaped campfires.

Research on experimental burning in parts of the TWWHA has shown strong resilience of many species and communities of both flora and fauna, while also suggesting risks to sensitive plant species, in particular when faced with high fire frequency and intensity. Several interviewees suggested particularly high fire risks to rare conifer species in the higher elevations of the TWWHA. Other plant species were found to thrive after fire or even depend on it for regeneration. Fire is therefore both a threat to some natural values and a necessity to maintain other natural values and the situation is as heterogeneous as the TWWHA itself.

The 2015 SOC Report by the State Party qualifies the knowledge about the long-term impacts as “inadequate”, suggesting a need for additional investment in specific research. The mission was informed of the recent establishment of a Bushfire Research Group for the TWWHA, bringing together PWS, DPIPWE’s Natural Values Conservation Branch, representatives of the Aboriginal Community, TFS, Forestry Tasmania, the University of Tasmania and the Bureau of Meteorology. The involvement of the Aboriginal Community is particularly noteworthy. Most consulted representatives of the Tasmanian Aboriginal Community acknowledged that traditional knowledge about fire use has in essence been lost in Tasmania, unlike in other parts of Australia. Practical options to integrate indigenous knowledge are therefore limited and knowledge transfer from different forest types elsewhere in Australia is generally deemed unhelpful. The mission supports Aboriginal involvement in fire management as a part of ongoing cultural recovery and efforts to re-connect with the land. Fire management should also fully consider cultural assets.

The Draft Management Plan highlights fire management as a key issue with “implications for World Heritage values”. The mission considers that the importance of fire is adequately identified by management and reflected in the Draft Management Plan. Investment in a better understanding of the role of past and current fire regimes is required to inform the “holistic fire plan” mentioned in the Draft Management Plan as a key “management action”.

Recommendation 17

The State Party should ensure adequate resources for fire research and management, so as to better understand the role of fire and to optimize its management.

3.6.2 Biosecurity

Biosecurity is a major and fully recognized concern and management priority in the TWWHA. It is a cross-cutting issue with direct linkages to visitation by air, land and water, as well as

gravel extraction and nearby forest management to name but a few examples. While the (current) 1999 Management Plan focuses mostly on conspicuous vertebrates, the Draft Management Plan dedicates a more comprehensive section to biosecurity. Vertebrate and invertebrate species, as well as plants and pathogens are discussed. An explicit link is made between biosecurity, integrity and the property's Outstanding Universal Value (OUV).

The Draft Management Plan makes reference to 25 vertebrate and 45 invertebrate alien invasive species (AIS) documented in the TWWHA, some of which are widely distributed. Well-known species include Fallow Deer, Superb Lyrebird and the European Starling. Brown Trout is common in freshwater systems, as is a multitude of plants along roads, watercourses and even in remote beaches. The management of Brown Trout is questionable, as the introduced species is on the one hand a recognized threat to the freshwater ecosystems in parts of the property, while active re-stocking for recreational fishing takes place elsewhere in the property. Locations particularly vulnerable to AIS include small off-shore islands, which boast important nesting colonies of seabirds.

At least equally concerning are threats from pathogens. Prominent examples include the Chytrid fungus (*Batrachochytrium dendrobatidis*), which is affecting amphibians across the world, including apparently the endemic frog species in the TWWHA; the contagious facial tumour dramatically affecting the population of the charismatic Tasmanian Devil; and the plant pathogen *Phytophthora cinnamomi* affecting buttongrass communities.

The past and current responses to biosecurity concerns have been focussing on monitoring, risk reduction and preparedness. Measures include the establishment and enforcement of protocols to reduce risks, access regulation and education of the public, especially visitors. It is clearly understood that management rather than eradication is often the only response option once AIS have established themselves. Publicly available inventories and risk assessments have been conducted; one important finding being the particularly high vulnerability of the 2013 extension area due to its disproportionately dense road network.

The Draft Management Plan adequately identifies the challenges and proposes plausible responses. Biosecurity is an integral part of management and will continue to be so in the future. Many interviewees are concerned that anticipated climate change may aggravate impacts suggesting a need for increased future investments dedicated to biosecurity. The Draft Management Plan adequately identifies biosecurity as both a specific and a cross-cutting management issue and proposes a plausible range of management actions to be conducted in partnership with various institutions at the national and state level. Secure long-term financial and human resources are needed to maintain, and if needed step up, the capacity to monitor, prevent and manage AIS and pathogens at all times.

Recommendation 18

The State Party should fully reflect biosecurity as a cross-cutting and permanent management priority in the Management Plan and ensure and, as required, step up financial and human capacity to monitor, prevent and manage biosecurity risks.

3.6.3 Neighbouring areas to the TWWHA

According to paragraph 103 of the Operational Guidelines, World Heritage properties should have “adequate” buffer zones, “wherever necessary for the proper protection of the property”. Buffer zones are subsequently described as an “added layer of protection” (paragraph 104). As per paragraph 106, it is possible to nominate an area for possible World Heritage status without a buffer zone. Such proposals, however, should include a “statement as to why a buffer zone is not required”. Despite a not entirely clear reference to a buffer zone in Decision 30COM 7B.32 (Vilnius, 2006), the TWWHA appears to have no formally established buffer zone. Likewise, the Draft Management Plan does not make reference to a formal buffer zone.

The mission could not shed conclusive light on the exact reasons for the conspicuous absence of a formal buffer zone. However, it is beyond doubt and generally acknowledged that there are many linkages between the TWWHA and its surroundings and that these linkages require management consideration. Prior to the 2013 MBM, the property mostly shared borders with other reserved land, land managed by Forestry Tasmania or land controlled by Hydro Tasmania. Besides the lower Central Plateau, there were few borders with private land within or adjacent to the property. The past discussion on the linkages with land beyond the property border therefore appears to have focused on forest management as a dominant land use in the immediate vicinity of the property. The borders between the property and intensive forest and plantation management have often been abrupt and there is evidence of past conflicts in this regard.

The 2013 MBM has significantly increased the length of the often sharp border between the TWWHA and private land, as acknowledged in the Draft Management Plan. Senior TWWHA management reported that this new setting has been giving rise to new management challenges. Current and potential conflicts include access, fire, biosecurity and crop damage from wildlife. A cooperative approach is suggested in the Draft Management Plan and indeed needed to ensure adequate communication and procedures.

The borders between the TWWHA and Permanent Timber Production Zone Land (PTPZL) managed by Forestry Tasmania and, to a lesser degree, some forestry operations on private land have been a longstanding management concern. Parts of the border coincide with ridges and watershed divisions, natural features facilitating distinct management regimes. Nevertheless, the Draft Management Plan acknowledges that there continue to be abrupt borders between the TWWHA and PTPZL requiring attention. The mission had the opportunity to overfly examples of very sharp boundaries between the TWWHA and active forestry operations, including plantations. The mission was informed that the borders can be abrupt to the point of resulting in arguments between PWS and Forestry Tasmania about individual trees targeted for harvesting. Other reported concerns include the use of chemicals in managed forests and plantations, hybridization risks between introduced and native eucalypt species and colonization by non-native plantation species, such as *Pinus radiata*. Fire can in principle spread both from the TWWHA to PTPZL and vice-versa, likewise implying an inevitable need for coordinated management.

Efforts have been made to reduce the potential for conflict, which include a Conservation Agreement under the EPBC Act signed in 2013 between the Commonwealth Government and the Tasmanian Government. The agreement, among other measures, established "Operational Separation Zones". The observations summarized above suggest a need for intensified efforts to manage the vicinity between the TWWHA and plantations and intensively managed forests in the absence of a formal buffer zone. While this has been a necessity at all times, the 2013 MBM has added to the complexity, as it has significantly increased the border shared by the TWWHA and privately owned and managed land.

Recommendation 19

The State Party should fully consider the linkages between the property and adjacent lands, including the increased length of boundaries shared with private land as a result of the 2013 Minor Boundary Modification.

3.7 Emerging Joint Management involving the Tasmanian Aboriginal Community

The Draft Management Plan states the objective to "develop and implement a joint management arrangement that ensures that the strategies and actions for identification, protection, conservation and presentation of the World Heritage and other values of the TWWHA are developed in partnership with Tasmanian Aboriginal people". The Draft

Management Plan concretely proposes the establishment of a Cultural Business Unit (CBU), as “a dedicated entity within DPIPWE, to oversee implementation of the Management Plan”. Comprised of a minimum of three staff, the CBU would be tasked with “establishing links between the natural and cultural heritage aspects of Aboriginal interests, provide advice on matters pertaining to Aboriginal values in the TWWHA, and oversee project and policy development while working closely with Aboriginal people and organisations”. The CBU would also be responsible for the development of “a stand-alone Community Engagement Agreement”, which would “reflect what Aboriginal people have identified as the culturally appropriate way to be engaged with the TWWHA”.

The Tasmanian Government in 2012 created the Aboriginal Heritage Council (AHC), to provide “a consolidated Aboriginal Community view to the Government on the preservation and protection of Tasmania’s rich Aboriginal heritage”. This new Council has been heavily criticised by some Tasmanian Aboriginal organisations, illustrating that mechanisms for consultation and full participation of the Aboriginal Community in Tasmania continue to be affected by resentments and internal tensions.

Nonetheless, all representatives of the Tasmanian Aboriginal Community met by the mission team highlighted the significant potential of the proposed steps towards joint management in terms of including Tasmanian Aboriginal values and aspirations and strongly expressed their willingness to participate in making joint management a reality. Some Aboriginal representatives made it clear to the mission that they are seeking eventual control over management rather than joint management as part of a broader objective of self-determination.

Building mutual trust in the relationships between the Tasmanian Aboriginal Community and the Tasmanian Government in the management of the TWWHA is a long process. In the wording of the Draft Management Plan the realization of “the wellbeing significance of the TWWHA for Aboriginal Tasmania requires active participation in the natural and cultural resource management of the TWWHA”. The overdue integration of indigenous views in the management of the property is a matter of reconciliation and fairness but can also be expected to result in a more holistic understanding of the cultural and natural heritage of the property and Tasmania more broadly.

Recommendation 20

The State Party should support and consolidate the emerging joint management of the TWWHA with the Tasmanian Aboriginal Community.

4. ASSESSMENT OF THE STATE OF CONSERVATION

The Tasmanian Wilderness is in an overall good state of conservation as regards its natural values. The vast scale of the TWWHA is rare, in particular for a protected area in a temperate zone, one reason for the comparatively high integrity in addition to strong and longstanding conservation efforts. The state of conservation of the property undoubtedly benefits from the large tracts of remote and rugged terrain and inhospitable climatic conditions. Not all of the TWWHA is remote though, and some areas are recovering from visible impacts of past commercial logging and, to a lesser extent, mining.

The understanding of the Aboriginal cultural heritage of the TWWHA suffers from the violent interruption of the Aboriginal history in Tasmania following European colonization. It can reasonably be argued that the protected area status and the World Heritage inscription have contributed to maintaining the physical integrity of Aboriginal heritage of the TWWHA, which has experienced damage from mineral exploration and extraction, forestry operations, road access opening sites to vandalism and theft elsewhere in Tasmania. Nevertheless, there are

credible and disturbing reports about past and current damage, vandalism and desecration even within the property. The physical remnants of the European cultural heritage are likewise considered in the management of the TWWHA. The mission is unaware of major concerns regarding the management and state of conservation of the tangible European cultural heritage within the TWWHA.

It is widely accepted that the cultural heritage of the TWWHA has been playing second fiddle to the natural heritage at all times since inscription despite status as a mixed World Heritage property. There is a trend towards a more balanced approach, coinciding with a broader process of cultural recovery of the Tasmanian Aboriginal Community. As long as such balancing of cultural and natural heritage will not come at the expense of nature conservation and will be accompanied by adequate resourcing and based on full involvement of the diverse Tasmanian Aboriginal Community, it is highly desirable. It is hoped that increased investment will broaden understanding of Aboriginal cultural heritage and reduce threats to its integrity. It is hoped that the discussion about the role of the diverse Tasmanian Aboriginal Community will help this community and Tasmanians more broadly to come to terms with the island's history. Several people consulted by the mission expressed the opinion that the debate about the TWWHA could contribute to a revision of the legal framework governing the management and protection of Aboriginal heritage in Tasmania.

Known issues compromising the integrity of the cultural and natural heritage of the property include hydropower infrastructure, resulting in visual impacts and direct changes to the natural ecosystems in addition to more indirect changes, for example from weeds and pathogens invading the property along access roads. Impacts from hydropower schemes include direct impacts within the property, such as from the substantial modification of Lake Pedder. The massive hydropower scheme, along with commercial logging and to a lesser extent mining are the reasons for a surprisingly extensive road network. The areas added to the property in 2013 have a particularly high road density. Full control of access on those roads cannot always be ensured, which comes with risks to the property's integrity in terms of biosecurity and other risks. Fire is a natural disturbance factor, a management instrument and a threat to the cultural and natural heritage of the property. It is among a long list of interwoven threats, most likely aggravated by anticipated climate change.

The Draft Management Plan acknowledges that the "natural values of the TWWHA have not faced greater or more rapid changes for thousands of years". Beyond the threats summarized above, there are direct and indirect threats from land and resource use in the immediate vicinity of the property. In the absence of comprehensive information about even the physical distribution of the tangible Aboriginal heritage, it is clear that there is a need for a better understanding to inform the future management of threats.

Both involved levels of Government have a good understanding of the challenges. PWS is an experienced institution under respected leadership. In addition to the governmental roles in the recovery of the Tasmania's cultural heritage, various organisations represent the diverse Tasmanian Aboriginal Community. A very active civil society shows major interest in, and commitment to, the TWWHA. Building upon the still applicable 1999 Management Plan, the current Draft Management Plan identifies key issues and threats but raises a number of questions. The conclusions of the mission on the Draft Management Plan and other issues identified in the ToR are presented in the subsequent chapter, which also lists all recommendations offered in chapter 3 in one overview.

5. CONCLUSIONS AND RECOMMENDATIONS

Even by the standards of World Heritage properties, the vast Tasmanian Wilderness continues to be a truly exceptional place of global cultural and natural significance. The TWWHA is intricately linked to Tasmania's long and ongoing Aboriginal history and is routinely referred to as a source of pride and identity for all Tasmanians. The property epitomizes the unique island of Tasmania for locals and visitors alike. All stakeholders met by the mission were united in their acknowledgment of the exceptional importance of the TWWHA, regardless of differing and often polarized opinions on many issues.

The TWWHA contains vast tracts of wilderness, understood in this report as remote areas with a very modest footprint from industrial activity and far from urban settlements and modern infrastructure. Wilderness in this sense is not mutually exclusive with the full acknowledgment of the Aboriginal past and present and even an interpretation of the property as a cultural landscape. The wilderness attributes are most remarkable for a temperate zone, a part of the world disproportionally modified by "modern development". At the same time, it would be inaccurate to think of the TWWHA as unaffected by "modern development" in its entirety. There is major and economically vital hydropower infrastructure, partially excised from and partially within the TWWHA. While formally excised from the inscribed area, Lake Gordon, a massive artificial reservoir created by a mega-dam, is geographically located in the heart of the property. Lake Pedder, part of the inscribed World Heritage area, has been strongly modified as several dams have transformed a much smaller natural lake to a large reservoir. There is also a legacy of some past mining and logging in parts of the property and a surprisingly dense road network. The intensity of recreational use fundamentally differs across the property, with huge areas rarely or hardly ever being visited, while localized areas are heavily visited and readily accessible by road, water and air.

In addition to the significant cultural and natural values, the Draft Management Plan acknowledges that the property is an "invaluable asset", which "makes a major contribution (...) to the state's social and economic wellbeing". The Draft Management Plan cites ecosystem services, hydropower generation, tourism and recreation and intrinsic value. Much could be added to this list, for example human health. While the significance of the cultural and natural heritage of the TWWHA is generally understood and respected, the social and economic importance deserves more recognition in the perception and communication of the TWWHA to counter characterisation of the property as only consisting of large tracts of completely unused land.

There is also a need to integrate and better balance the management of the cultural and natural heritage of the mixed World Heritage property. An improved balancing inevitably requires a better understanding of the Aboriginal heritage of the TWWHA and adequate involvement of the diverse Tasmanian Aboriginal Community. The balance should be fully reflected in the allocation of human and financial resources. A number of stakeholders have stressed during the mission the considerable understaffing of cultural heritage staff in the TWWHA.

A multitude of threats and risks calls the future of the still favourable state of conservation of the TWWHA into question, likely to be aggravated by anticipated climate change. It is critical to understand the TWWHA against the backdrop of ongoing, much broader societal debates, negotiations and trade-offs. While the emotionally charged and polarized debate about the TWWHA is understandable in light of decades of at times violent confrontation, it is hoped that conflict will eventually give way to a more cooperative approach as a pillar of future governance and management. Some of the demands competing with conservation can and should be addressed outside of the TWWHA in the view of the mission.

The mission notes that the statutory National Parks and Wildlife Advisory Council (NPWAC) provides a highly relevant forum for exchange and independent advice. As such, NPWAC has a strong potential to contribute to re-building the lack of trust across the diverse range of stakeholders and rightsholders. This potential appears to be underutilized even though such a Council can be particularly valuable in polarized settings. As an overarching recommendation, the mission therefore strongly encourages the Tasmanian Government to consider options to breathe new life into NPWAC, in line with the provisions of the National Parks and Reserves Management Act (2002), and that a consolidated NPWAC include adequate involvement of the Tasmanian Aboriginal Community.

The Draft Management Plan “sets out what uses may occur within the TWWHA, where they may occur and under what circumstances”. In the view of the mission, the Draft Management Plan identifies all key issues. The challenge is that there is wide spectrum of opinions across all thematic areas. In addition to the applicable State legislation, the federal Environment Protection and Biodiversity Conservation (EPBC) Act 1999, including its statutory management principles for Australian World Heritage Convention properties, is to be applied in the interpretation of the adequate balance of “uses” and their location and “circumstances”. The latter principles require management plans to “identify, protect, conserve, present, transmit to future generations and, if appropriate, rehabilitate the World Heritage values of the property”. According to the applicable federal legislation mentioned above, a management plan is to “state mechanisms to deal with the impacts of actions that individually or **cumulatively** degrade, or threaten to degrade, the World Heritage values of the property” (emphasis added).

The legally defined process to elaborate the Management Plan provides for public consultation and inputs from NPWAC. Committee Decision 39COM 7B.35 (Bonn, 2015) requested the State Party to invite a joint IUCN/ICOMOS Reactive Monitoring Mission “(...) in order to review and provide advice for the revision of the management plan, prior to any decision to finalise the plan”. In agreement with the 2015 State of Conservation report prepared by the World Heritage Centre (WHC) and the Advisory Bodies ICOMOS and IUCN, the mission notes several concerns about the Draft Management Plan, which could affect the future state of conservation of the TWWHA. Overarching conditions for the effectiveness of the Management Plan will be the coordination and cooperation at all governmental levels, adequate leadership, staffing and resourcing across the many years of its implementation.

Consistent with Committee Decision 39COM 7B.35 (Bonn, 2015), a large number of public representations and NPWAC feedback, the mission notes a need to review the Draft Management Plan to ensure adequate protection of the property’s Outstanding Universal Value (OUV) in terms of wilderness character, cultural attributes and strict criteria for new tourism development. In the view of the mission the Draft Management Plan contains provisions and some ambiguity, which are inconsistent with the Committee decision urging the State Party “to ensure that commercial logging and mining are not permitted within the entire property” (39COM 7B.35, Bonn, 2015).

The mission understands the legitimacy and took note of the economic niche of Tasmania’s so-called special timber industry. The impressive quality and cultural value of parts of the sector, in particular high-end boatbuilding, is widely acknowledged, including by the mission. However, the mission was not provided with compelling evidence in support of the claim of resource availability being restricted to the TWWHA. The mission notes that such evidence would also not *per se* amount to a challenge of the above Committee decision against commercial logging. Resource scarcity of the species under consideration is widely acknowledged to be the result of excessive and wasteful past management of special timber species. Therefore, one can reasonably come to the reverse conclusion and consider resource scarcity as underpinning the need for conservation.

The 2013 Minor Boundary Modification (MBM) of the TWWHA was presented and understood as explicitly removing the added areas from the possibility of commercial logging as part of a broader agreement to settle competing societal interests. The logic put forward by the State Party at the time was accepted in the independent evaluation of the MBM proposal and subsequently adopted by the World Heritage Committee (Decision 37COM 8B.44, Phnom Penh, 2013). Subsequent changes to Tasmanian forestry legislation and policy have since eased access to “special timber species” outside of the TWWHA. Legal resource availability outside of the TWWHA therefore appears to have substantially increased in the recent past even though there appears to be no conclusive inventory data to this day. Technical and political discussion to identify the best possible ways to balance conservation and resource use is needed and strongly encouraged, but should not refer to the TWWHA, including due to the overlap with poorly mapped cultural heritage in some of the contentious areas.

While the Committee decision is unequivocal in terms of timber, as well as mineral exploration and extraction, gravel extraction should be distinguished and permitted under defined conditions. Tourism and recreation are legitimate and important uses with numerous benefits in terms of environmental and cultural education, local income and employment and conservation financing. The provisions in the Draft Management Plan and their less than clear relationship with parallel processes related to future tourism development in the TWWHA raise a number of concerns, which appear to require further balancing between differing societal demands. While the eventual Management Plan can legally not apply to all land within the TWWHA, the management of the entire property should be coherent and fully consistent with the Management Plan. The TWWHA Strategic Management Statement, intended to accompany the Management Plan provides one possibility to do so despite its legal limitations. The mission encourages the eventual objective to create a situation, which allows for the legal applicability of Management Plans to the entire TWWHA. Discussions during the mission indicate a willingness on the part of the Tasmanian Government to revise some of the provisions of the Draft Management Plan in response to public consultation. The process allows for this to happen and there is also still an option for additional public inputs.

The related issues of the pending cultural survey and the finalization of the retrospective Statement of Outstanding Universal Value (SoOUV) are recognized as essential tasks. Both levels of government are committed to moving forward. Due to the complexity and sensitivity of the circumstances, the mission is not in favour of prescribing timelines for the entire processes. Rather, a step-wise approach is recommended. Thereby, concrete timeframes are restricted to the elaboration of a synthesis report taking stock of available information on Aboriginal heritage, a proposal for a comprehensive cultural survey and a further improved retrospective SoOUV. These are considered feasible and timebound steps by the mission, whereas flexibility is needed for the subsequent comprehensive cultural survey. Once conducted, the cultural survey should make it possible and useful to update the SoOUV in line with the Operational Guidelines.

The joint management process suggested in the draft Management Plan provides an unprecedented opportunity to strengthen dialogue and cooperation between the Tasmanian Aboriginal Community and the Tasmanian Government about the TWWHA. The likelihood of a successful process will depend as much on mutual trust and effective working modes, as it will on the evolving legal and policy framework. New approaches to the management and governance of the TWWHA are to be developed and tested if the political willingness to better integrate the Aboriginal perspective on ‘Country’ is to become a reality. The proposed joint management will depend on adequate and reliable financial and human resources beyond short and medium term planning horizons.

The following list provides an overview of all individual recommendations offered in chapter 3. All recommendations are explained in detail in the corresponding sub-chapters.

Recommendation 1

The Tasmanian Government should consider options to take full advantage of NPWAC, in line with the provisions of the National Parks and Reserves Management Act (2002), and a consolidated NPWAC should include adequate involvement of the Tasmanian Aboriginal Community.

Recommendation 2

The State Party should confirm an unambiguous commitment that the property is off-limits to commercial logging in its entirety, and fully reflect this commitment in the Management Plan for the whole of the property.

Recommendation 3

The State Party should confirm an unambiguous commitment that the property is off-limits to mineral exploration and extraction in its entirety and fully reflect this commitment in the Management Plan for the whole of the property.

Recommendation 4

Gravel use derived from borrow pits for maintenance needs within the property should be minimised. The State Party should conduct a comprehensive review of the road network with the objective to close and rehabilitate non-essential roads so as to reduce the future demand for gravel among other benefits.

Recommendation 5

Essential existing gravel extraction for ongoing local maintenance in the property should be guided by the following principles across the property, including the excisions within it:

- No import of gravel to the property should be permitted, in order to minimize biosecurity risks;
- No export of gravel from the property should be permitted, and uses should be restricted to the maintenance of existing infrastructure⁸;
- New borrow pits should not be permitted;
- Any significant change to current practice in relation to increased gravel need with potential to impact the property, to be notified to the World Heritage Committee prior to any decisions being taken on how to address this by the State Party.

Recommendation 6

In line with a recent Committee request (Decision 39 COM 7B.35), the Management Plan should establish strict criteria for new tourism development within the property, which would be in line with the primary goal of protecting the property's OUV, including its wilderness character and cultural attributes.

Recommendation 7

The comprehensive Tourism Master Plan details should refine the balance between legitimate tourism development and the management and conservation of the cultural and natural values of the TWWHA based on further consultation and negotiation of competing interests.

Recommendation 8

The term "wilderness" should be retained in the property name, while future dual naming is strongly encouraged to reflect both the Aboriginal heritage and the relationship of the Tasmanian Aboriginal Community with the property.

Recommendation 9

The "Wilderness Zone", as currently used and interpreted, should be retained in the zonation of the TWWHA, while explicitly providing for Aboriginal access for cultural practices as an integral part of the management of the zone.

⁸ It can be argued that supply of gravel to maintain hydropower infrastructure located in excisions within the property constitutes an "export". This interpretation is not implied in the recommendation.

Recommendation 10

All land in the property should be managed in a way that is consistent with World Heritage status, and the recommended means to ensure such a consistent approach is to grant reserve status wherever possible. As long as there will be areas within the TWWHA not subject to the TWWHA Management Plan, adequate management of the property in its entirety should be ensured by an overarching Strategic Management Statement in line with obligations under the EPBC Act.

Recommendation 11

Future Potential Production Forest Land (FPPFL) within the property should not be convertible to Permanent Timber Production Zone Land (PTPZL) and should be granted status as national park.

Recommendation 12

A systematic stock-taking exercise should serve to compile all available information about cultural sites within the TWWHA in a synthesis report according to conditions and terms agreed by the diverse Tasmanian Aboriginal Community for submission to the World Heritage Centre by mid-2017.

Recommendation 13

A detailed proposal for a comprehensive cultural survey, a longer term initiative requiring adequate resources and full aboriginal endorsement and involvement, should be elaborated for submission to the World Heritage Centre by mid-2017 for review by ICOMOS, in consultation with IUCN. The proposal should include a calendar on survey stages over a multi-year period.

Recommendation 14

The State Party and the Tasmanian Government should jointly ensure an equal and integrated consideration of the cultural and the natural heritage of the mixed property.

Recommendation 15

The State Party and the Tasmanian Government should provide and secure an adequate long-term allocation of financial and human resources to allow for proper consideration of cultural heritage.

Recommendation 16

The State Party should improve the property's current draft Statement of Outstanding Universal Value (SoOUV) upon completion of the cultural sites synthesis report expected by mid-2017 and provide it to the World Heritage Centre at the earliest possible date after mid-2017 for review by the Advisory Bodies, and consideration by the World Heritage Committee. The SoOUV should explicitly make reference to the pending comprehensive cultural survey and the possible need to update the SoOUV upon completion of the survey.

Recommendation 17

The State Party should ensure adequate resources for fire research and management, so as to better understand the role of fire and to optimize its management.

Recommendation 18

The State Party should fully reflect biosecurity as a cross-cutting and permanent management priority in the Management Plan and ensure and, as required, step up financial and human capacity to monitor, prevent and manage biosecurity risks.

Recommendation 19

The State Party should fully consider the linkages between the property and adjacent lands, including the increased length of boundaries shared with private land as a result of the 2013 Minor Boundary Modification.

Recommendation 20

The State Party should support and consolidate the emerging joint management of the TWWHA with the Tasmanian Aboriginal Community.

6. REFERENCES

The mission used written briefings prepared by both levels of Government and civil society. Extensive use was made of the official document section of the World Heritage Centre (<http://whc.unesco.org/en/list/181/documents/>) as well as further online sources listed in chapter 7.

Department of Primary Industries, Water and Environment / Department of Infrastructure, Energy and Resources (1999) Quarry Code of Practice. Hobart, Tasmania: Tasmanian Government.

ICCROM / ICOMOS / IUCN / WHC (2010) Guidance on the preparation of retrospective Statements of Outstanding Universal Value for World Heritage properties.

IUCN (2013) World Heritage Advice Note: Environmental Assessment. Gland, Switzerland. https://www.iucn.org/about/work/programmes/wcpa_worldheritage/resources/policies/

Kormos CF, Bertzky B, Jaeger T, Shi Y, Badman T, Hilty JA, Mackey BG, Mittermeier RA, Locke H, Osipova E, Watson JEM (2015), A Wilderness Approach under the World Heritage Convention. Conservation Letters. doi: 10.1111/conl.12205(2015).

Lee E (2015) Protected Areas, Country and Value: The Nature – Culture Tyranny of the IUCN's Protected Area Guidelines for Indigenous Australians. Antipode: 1-20. ISSN 0066-4812.

Mooney P (2012) Community involvement in the Tasmanian Wilderness World Heritage Area. In Figgis P, Leverington A, Mackay R, Maclean A, Valentine P (eds) (2012) Keeping the Outstanding Exceptional: The Future of World Heritage in Australia. Sydney, Australia: IUCN National Committee Australia.

Turner SD (2012) World Heritage Sites and the Extractive Industries. Gland, Switzerland: IUCN.

UNESCO / Intergovernmental Committee for the Protection of the World Cultural and Natural Heritage (2015) Operational Guidelines for the Implementation of the World Heritage Convention (<http://whc.unesco.org/en/guidelines/>).

7. USEFUL LINKS

<http://dpiwwe.tas.gov.au/Documents/RAA%20Overview.pdf>

Overview of the Reserve Activity Assessment (RAA) by the Department of Primary Industries, Parks, Water and Environment.

tacinc.com.au

Official site of the Tasmanian Aboriginal Centre Inc.

<http://whc.unesco.org/en/list/181>

Official site of UNESCO's World Heritage Centre on the Tasmanian Wilderness, including access to all public documents.

<http://www.aboriginalheritage.tas.gov.au/>

Official site of Aboriginal Heritage Tasmania, which is part of the Natural and Cultural Heritage Division within Tasmania's Department of Primary Industries, Parks, Water and Environment.

<http://www.agriculture.gov.au/forestry/policies/rfa>

Section of the official site of the Department of Agriculture and Water Resources of the Australian Government dedicated to Regional Forest Agreements.

<https://www.environment.gov.au/epbc>

Detailed overview of the Environment Protection and Biodiversity Conservation Act 1999 (EPBC Act) on the official site of Australia's Department of the Environment.

<http://www.environment.gov.au/heritage/about/world-heritage>

Sections of the official site of Australia's Department of the Environment dedicated to World Heritage.

<http://www.environment.gov.au/heritage/apfp/bestpractice/legislation.html>

Official overview of Australian World Heritage legislation.

<https://www.environment.gov.au/land/forests/intergovernmental-agreement>

Section of the official site of Australia's Department of the Environment dedicated to the Tasmanian Forests Intergovernmental Agreement.

www.parks.tas.gov.au/

Official site of Tasmania's Parks and Wildlife Service (PWS).

www.parks.tas.gov.au/index.aspx?id=1715

Official description of the role of National Parks and Wildlife Advisory Council (NPWAC).

www.thelaw.tas.gov.au

Official overview and access to full text of Tasmanian state legislation.

www.wilderness.net

Useful introduction to the wilderness discussion (focus on the United States of America).

8. ANNEXES

Annex 1: World Heritage Committee Decision 39COM 7B.7 (2015)

Annex 2: Terms of Reference of the 2015 reactive monitoring mission

Annex 3: Mission Agenda

Annex 4: People met during the Mission

Annex 5: Overview Map

Annex 6: Photographic Documentation

Annex 7: Australia's statutory World Heritage Management Principles

Annex 8: Draft retrospective Statement of Outstanding Universal Value

Annex 1: World Heritage Committee Decision 39COM 7B.35 (2015)

Tasmanian Wilderness (Australia) (C/N 181quinquies)

The World Heritage Committee,

1. Having examined Document WHC-15/39.COM/7B.Add,
2. Recalling Decisions **36 COM 7B.36**, **37 COM 8B.44**, and **38 COM 8B.47**, adopted at its 36th (Saint Petersburg, 2012), 37th (Phnom Penh, 2013) and 38th (Doha, 2014) sessions respectively;
3. Expresses its concern that substantial progress has not yet been made on the survey of cultural attributes requested since 2013, and that its completion is not foreseen until 2018, and urges the State Party to ensure this work is undertaken as soon as possible, and submitted to the World Heritage Centre for review by ICOMOS;
4. Reiterates its request to the State Party to:
 - a) Undertake further study and consultation with the Tasmanian Aboriginal community in order to provide more detailed information on the cultural value of the property and how these relate to the Outstanding Universal Value (OUV),
 - b) Provide detailed information on the legal provisions for the protection of cultural heritage in the extended property,
 - c) Provide detailed information on the management arrangements for cultural heritage and, in particular, for the control of access to archaeological sites and sites of cultural significance;
5. Also urges the State Party to review the proposed new management plan for the property to ensure that it provides adequate protection for its OUV, including:
 - a) Recognition of wilderness character of the property as one of its key values and as being fundamental for its management,
 - b) Recognition of the cultural attributes of OUV, as also fundamental for its management,
 - c) Establishment of strict criteria for new tourism development within the property, which would be in line with the primary goal of protecting the property's OUV, including its wilderness character and cultural attributes;
6. Further urges the State Party to ensure that commercial logging and mining are not permitted within the entire property, and that all areas of public lands within the property's boundaries, including Regional Reserves, Conservation Areas and Future Potential Production Forest Lands, have a status that ensures adequate protection of the OUV of the property;
7. Requests the State Party to secure adequate funding for the management of the property, taking into consideration the extension of the property as approved by the Committee at its 37th session (Phnom Penh, 2013);
8. Takes note of the proposed retrospective Statement of OUV (SOUV) that has been submitted by the State Party, and also requests the State Party to include additional information in the Statement, to ensure that it reflects accurately the cultural attributes of the property, and further requests the State Party to resubmit a revised draft of the retrospective SOUV to the World Heritage Centre for review, as soon as possible;
9. Requests furthermore the State Party to invite a joint IUCN/ICOMOS Reactive Monitoring mission to the property in order to review and provide advice for the revision of the management plan, prior to any decision to finalise the plan, on the survey of cultural attributes and on the re-drafting of the retrospective SOUV, and also to assess the state of conservation of the property as a whole;
10. Finally requests the State Party to submit to the World Heritage Centre, by 1 February 2016⁹, an updated report, including a 1-page executive summary, on the state of conservation of the property and the implementation of the above, and including an electronic and three printed copies of a revised draft management plan that is considered to adequately protect the OUV of the property, for examination by the World Heritage Committee at its 40th session in 2016.

⁹ The deadline was subsequently extended to Mid-March 2016 due to the timing of the RMM so as to allow the State Party to consider the mission report.

Annex 2: Terms of Reference

Reactive Monitoring Mission Tasmanian Wilderness – Australia, 23 – 29 November 2015

At its 39th session, the World Heritage Committee requested the State Party of Australia to invite a joint IUCN/ICOMOS Reactive Monitoring mission to Tasmanian Wilderness World Heritage Site to review and provide advice for the revision of the management plan, prior to any decision to finalise the plan, on the survey of cultural attributes and on the re-drafting of the retrospective Statement of OUV, and to assess the state of conservation of the property as a whole (Decision **39 COM 7B.35**). The Australian authorities confirmed its invitation for the joint IUCN/ICOMOS Reactive Monitoring mission in August 2015. The mission team will be composed of Mr Tilman Jaeger, representing IUCN, and Mr Christophe Sand, representing ICOMOS.

In particular, the mission should address the following points, and make recommendations as relevant to each:

1. Review the draft Tasmanian Wilderness World Heritage Area Management Plan (2014) and discuss the current draft with a wide range of stakeholders, including members of the Tasmanian Aboriginal Community, NGOs and representatives of tourism and timber industries;
2. Discuss the organisation for the survey of cultural attributes of the property and review progress achieved and overall timescale envisaged for completion;
3. Discuss and review management provisions for those parts of the property which are not managed under the *National Parks and Reserves Management Act 2002* and therefore would not be subject to the new Tasmanian Wilderness World Heritage Area Management Plan;
4. Review the most recent draft of the retrospective Statement of Outstanding Universal Value and discuss further steps required for its finalization, including incorporation of the outcome of the survey of cultural attributes;
5. In line with paragraph 173 of the Operational Guidelines, assess any other relevant conservation issues that may negatively impact on the Outstanding Universal Value of the property

The mission should be assisted to conduct the necessary field visits to key locations, and to meet all of the relevant stakeholders concerned. The following items should be provided to the World Heritage Centre (copied to IUCN/ICOMOS) as soon as possible; preferably no later than mid-October 2015 to enable preparation for the mission:

- a) The results of the public consultation process on the draft Tasmanian Wilderness World Heritage Area Management Plan;
- b) Progress report on the survey of cultural attributes;
- c) Results of the Expression of Interest process for the development of tourism infrastructure within the property;

The mission team should hold consultation with the Australian authorities at both the federal and state level, in particular Department of the Environment, the Commonwealth Government, and Department of Primary Industries, Parks, Water and Environment, the Government of Tasmania; additional consultations should be held with the range of other relevant stakeholders, including: i) representatives of the Tasmanian Aboriginal Community; ii) NGOs; iii) staff members of Parks & Wildlife Service Tasmania and representatives of the National Parks and Wildlife Advisory Council (NPWAC); iv) researchers, including forest ecologists; v) representatives of timber industry; vi) representatives of tourism industry and Tourism Tasmania Corporate.

Based on the results of the above-mentioned assessment and discussions with the State Party representatives and stakeholders, the mission team will develop recommendations for the Government of Australia and the World Heritage Committee to further ensure the conservation of the Outstanding Universal Value of the property and improve its management. It should be noted that recommendations are made within the mission report (see below), and not while the mission is still on-going.

The mission will prepare a concise joint ICOMOS/IUCN mission report on the findings and recommendations of this Reactive Monitoring mission no later than 6 weeks after the end of the field visit, following the annexed standard format.

Annex 3: Mission Agenda as conducted

23 November 2015 (Day 1)	
08:00 - 09:45	Meeting with Minister Hunt, Australian Government Minister for the Environment; Minister Groom, Tasmanian Government Minister for State Growth, Minister for Energy, Minister for Environment, Parks and Heritage; and Senator Colbeck, Australian Government Minister for Tourism and International Education and Minister Assisting the Minister for Trade and Investment and Senator for Tasmania. Venue: Melbourne Airport Qantas meeting room
10:30	Fly to Hobart
11:45	Arrive in Hobart
13:30 - 15:00	Inception meeting with representatives of: the Tasmanian Government Department of Primary Industries, Parks, Water and Environment; the Australian Government Department of the Environment; and the Australian Government Department of Foreign Affairs and Trade Venue: Wrest Point Riviera Room
15:00 - 17:00	Meeting to discuss the Tasmanian Wilderness World Heritage Area draft management plan with representatives of: the Tasmanian Government Department of Primary Industries, Parks, Water and Environment; the Australian Government Department of the Environment; the Australian Government Department of Foreign Affairs and Trade. Venue: Wrest Point Riviera Room
18:30 - 19:00	Meeting with Minister Groom. Venue: Minister's Office
19:00 - 22:00	Welcome to Country Dinner. Venue: Premier's Reception Room
24 November 2015 (Day 2)	
08:00 - 09:30	Meeting with Australia ICOMOS, Venue: Wrest Point Riviera Room
09:45 - 10:30	Meeting with the Chair, National Parks and Wildlife Advisory Council1 Venue: Wrest Point Riviera Room
10:45 - 11:15	Meeting with The Bob Brown Foundation and Markets for Change Venue: Wrest Point Riviera Room
11:30 - 18:00	Meeting with representatives of non-government organisations: The Wilderness Society; Tasmanian National Parks Association; Environmental Defenders Office; Tasmanian Conservation Trust; and Birdlife Tasmania. Venue: Field trip followed by meeting in Wrest Point Riviera Room
25 November 2015 (Day 3)	
08:20 - 09:10	Meeting with independent expert archaeologist
09:15 - 10:00	Meeting with: Mr Bryan Green, Leader of the Opposition and the Tasmanian Labor Party, Member for Braddon, Tasmania; Mr Farrell, Shadow Minister for Infrastructure and Shadow Minister for Environment, Parks and Heritage; Mr Stedman, Chief of Staff; and Mr Wells, Advisor
10:05 - 10:25	Teleconference with Senator Singh, Australian Greens Party
10:30 - 10:55	Meeting with Ms O'Connor, Leader Tasmanian Greens, Member for Denison and Mr Richard Griggs, Chief of Staff
11:00 - 11:30	Teleconference with Senator McKim, Australian Greens Party and Mr Perry, Policy Adviser
11:30 - 12:30	Meeting with the Director, Heritage Tasmania, Tasmanian Government Department of Primary Industries, Parks, Water and Environment
14:00 - 14:50	Meeting with independent experts: silviculturist and forest ecologist
15:15 - 17:00	Meeting to discuss the retrospective Statement of Outstanding Universal Value. Venue: Wrest Point Riviera Room
26 November 2015 (Day 4)	
08:00 - 09:00	Meeting to discuss the Cultural Values Assessment Project with the Director, Aboriginal Heritage Tasmania. Venue: Wrest Point Mezzanine Board Room

09:00 - 09:45	Meeting with the Aboriginal Heritage Council and the Director of Aboriginal Heritage Tasmania. Venue: Wrest Point Mezzanine Board Room
10:00 - 14:00	Meeting with the Tasmanian Aboriginal Centre. Venue: Risdon Cove Training Centre, 838 East Derwent Hwy, Risdon
14:30 – 18:30	Meeting with the Tasmanian Regional Aboriginal Community Alliance Venue: Mezzanine Board Room Wrest Point
27 November 2015 (Day 5)	
08:00 - 09:00	Meeting with representatives of the Tasmanian Special Species Timber Alliance. Venue: Wrest Point Executive Board Room
09:00 - 15:00	Field trip to Sumac coupe, North West Tasmania with representatives of the Tasmanian Special Species Timber Alliance
15:30 - 20:00	Meeting with Tourism Industry Council Tasmania. Presentation on tourism opportunities in the Tasmanian Wilderness World Heritage Area Venue: MONA (Museum of Old and New Art, Berriedale)
28 November 2015 (Day 6)	
07:00 – 18:00	<ul style="list-style-type: none"> - Fly to south west to: Aboriginal cultural site via the south coast; fly to Melaleuca and visit Needwonnee Aboriginal Walk - Fly to Derwent Bridge - overfly Forest Lagoon standing camp, Port Davey, west of Frankland Range, Gordon Dam, Denison Valley and King William Range - Parks and Wildlife Service pick up and tour around Lake St Clair facilities - Lunch and tour at Pumphouse Point - Fly to Overland Track to view commercial and public huts at Windy Ridge - Fly to Mt Field National Park - overfly extension area west of Derwent River (ex forestry operations and transition coupes now Permanent Timber Production Zone Land), inspect Mt Field Visitors Centre and the new "knowledge circle", walk to Russell Falls
18:00	Arrive Hobart
18:30	Meeting with Minister Groom. Venue: Minister's office
19:00	Closeout meeting with representatives from the Tasmanian Government Department of Primary Industries, Parks, Water and Environment and the Australian Government Department of the Environment
29 November 2015 (Day 7)	
RMM depart Hobart	

Annex 4: People met during the Mission

Listed in alphabetical order by last name in each group. Every effort was made to document all individuals. Possible omissions are unintended and entirely the authors' responsibility.

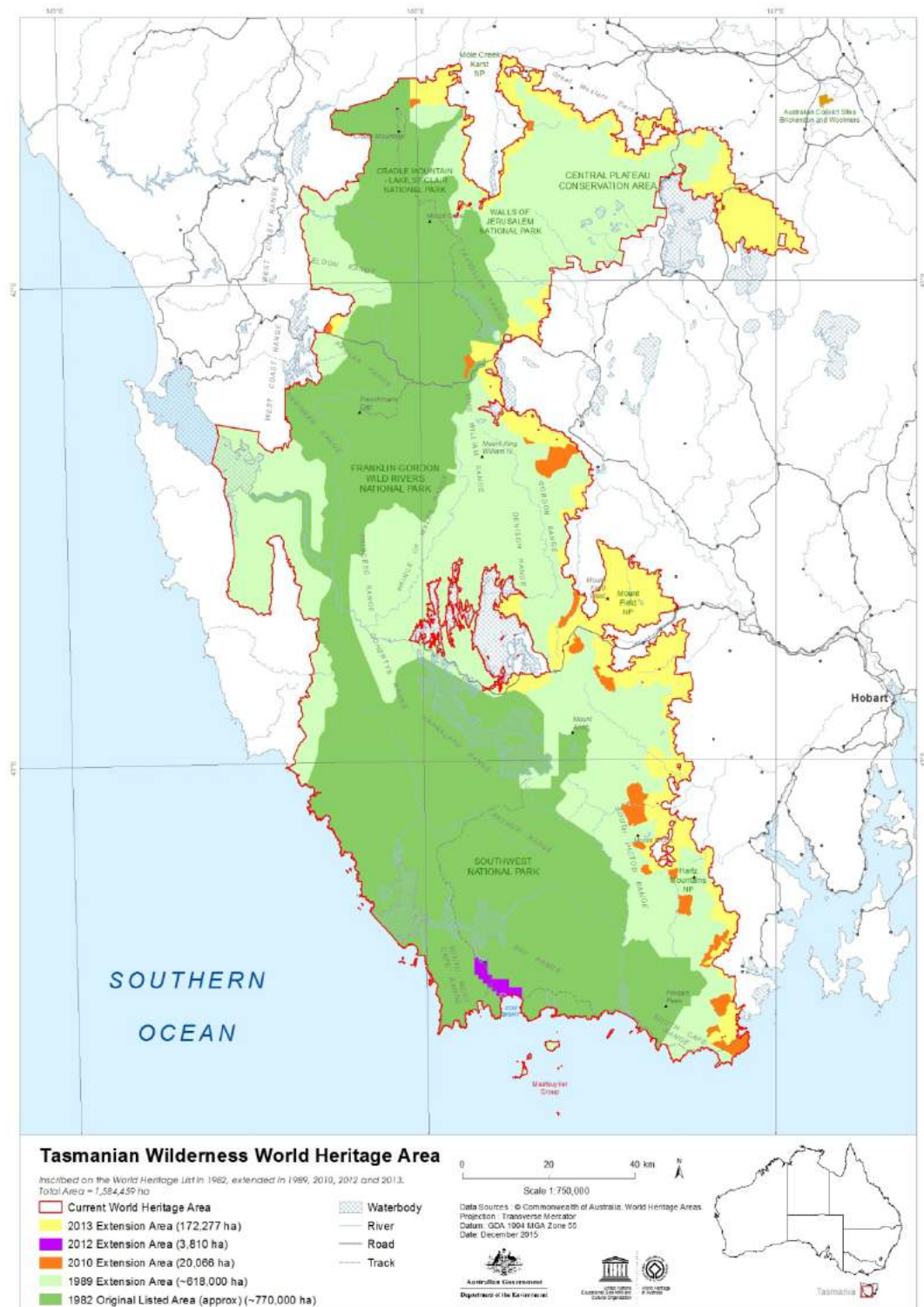
Australian Government Politicians and Staff	
Senator the Hon Richard Colbeck	Minister for Tourism and International Education, Minister Assisting the Minister for Trade and Investment, Senator for Tasmania, Liberal Party of Australia
The Hon Greg Hunt MP	Australian Minister for the Environment, Federal Member for Flinders, Victoria, Liberal Party of Australia
Senator the Hon Nick McKim	Senator, Greens, Member of Australian Parliament (telephone)
Mr Andrew Perry	Australian Greens Policy Adviser
Senator the Hon Lisa Singh	Senator for Tasmania, Australian Labor Party (telephone)
Mr Josh Thomas	Advisor to Minister Hunt
Australian Government / Department of Foreign Affairs and Trade	
Ms Lindsey Sanger	Graduate, Sustainability and Climate Change Branch, Multilateral Policy Division, Department of Foreign Affairs and Trade
Australian Government / Department of the Environment	
Mr Stephen Oxley	First Assistant Secretary, Wildlife, Heritage and Marine Division, Department of the Environment
Ms Deborah Purss	Assistant Director, Natural Heritage Section, Heritage Branch, Department of the Environment
Tasmanian Government / Department of Primary Industries, Parks, Water and Environment	
Mr Tim Baker	Deputy Secretary, Corporate, Heritage and Lands
Mr Aaron Cashion	Manager (Emergency Services GIS), Land Tasmania
Ms Annika Everaardt	Section Leader, Captive Management Programs
Mr Steve Gall	Director, Aboriginal Heritage Tasmania
Mr John Harkin	Project Manager, Cultural Heritage Study
Mr Andrew Harvey	Acting Project Manager, TWWHA Management Plan Project, Policy Division
Dr Cheryle Hislop	Project Manager, Reactive Monitoring Mission
Mr Robert Meijers	Senior Spatial Information Officer, Land Tasmania
Mr Peter Mooney	Deputy Secretary, Parks
Dr David Pemberton	Manager, Save the Tasmanian Devil Program
Mr Colin Shepherd	Acting General Manager, Natural and Cultural Heritage Division
Mr Pete Smith	Director, Heritage Tasmania
Dr John Whittington	Secretary
Tasmanian Government / Office of the Coordinator General	
Ms Rebecca Pinto	Manager Statutory Approvals
Ms Peta Sugden	Director, Investment Attraction and Project Manager, EOI Process
Tasmanian Government / Forestry Tasmania (a Tasmanian Government Business Enterprise)	
Ms Sue Jennings	Research Forester
Tasmanian Statutory Bodies	
Tony Brown	Member, Aboriginal Heritage Council
Rodney Dillon	Member, Aboriginal Heritage Council, Chair TRACA, Board Member South East Tasmanian Aboriginal Corporation

Zoe Rimmer	Member, Aboriginal Heritage Council
Rocky Sainty	Chair, Aboriginal Heritage Council
Malcolm Wells	Chair, National Parks and Wildlife Advisory Council
Tasmanian Government Politicians and Staff	
Mr Richard Griggs	Advisor to Ms Cassy O'Connor MP
The Hon Bryan Green MP	Leader of the Opposition, Leader of the Tasmanian Labor Party; Labor member for Braddon, Tasmania
The Hon Matthew Groom MP	Tasmanian Minister for State Growth, Minister for Energy; Minister for Environment, Parks and Heritage; Liberal Member for Denison, Tasmania
Mr Craig Farrell	Shadow Minister for Infrastructure; Shadow Minister for Environment, Parks and Heritage; Tasmanian Labor Party; Member for Derwent, Tasmania
The Hon Paul Harriss MP	Minister for Resources; Liberal member for Franklin, Tasmania
The Hon Will Hodgman MP	Tasmanian Premier; Minister for Tourism, Hospitality and Events; Minister for Sport and Recreation; Minister for Aboriginal Affairs; Liberal member for Franklin, Tasmania
Ms Cassy O'Connor MP	Leader Tasmanian Greens; Member for Denison, Tasmania
Mr Michael Stedman	Chief of Staff to the Leader of the Tasmanian Labor Party
Mr Simon Wells	Advisor to the Tasmanian Labor Party
Mr Simon Willcox	Advisor to The Hon Matthew Groom MP
Representatives of the Tasmanian Aboriginal Community	
Mr Brendan Brown	Tasmanian Aboriginal Centre
Mr Teangi Brown	Tasmanian Aboriginal Centre
Mr Linton Burgess	Tasmanian Aboriginal Centre
Ms (Aunty) Patsy Cameron	Co-Chair, Tasmanian Regional Aboriginal Community Alliance, melythina tiakana warrana (Heart of Country) Aboriginal Corporation
Ms Allison Cann	Tasmanian Aboriginal Centre
Mr Rodney Dillon	Chair, Tasmanian Regional Aboriginal Community Alliance
Mr Jarrod Edwards	Tasmanian Aboriginal Centre
Mr Aaron Everett	Tasmanian Aboriginal Centre
Mr Graeme Gardner	Aboriginal Land Council of Tasmania
Mr Dave Gough	Board Member, Tasmanian Regional Aboriginal Community Alliance
Ms Fiona Hamilton	Member, Tasmanian Regional Aboriginal Community Alliance
Ms Ruth Langford	Tasmanian Aboriginal Centre
Mr Clyde Mansell	Aboriginal Land Council of Tasmania
Ms Trudy Maluga	State Secretary, Tasmanian Aboriginal Centre
Ms Sara Maynard	Tasmanian Aboriginal Centre
Ms Angela McGowan	Executive Committee member representing Tasmania, Australia ICOMOS
Ms Jillian Mundy	Tasmanian Aboriginal Centre
Mr Norm Richardson	Member, Tasmanian Regional Aboriginal Community Alliance
Mr Andry Sculthorpe	Tasmanian Aboriginal Centre
Mr Ben Sculthorpe	Member, Tasmanian Regional Aboriginal Community Alliance
Ms Heather Sculthorpe	Chief Executive Officer, Tasmanian Aboriginal Centre
Ms June Sculthorpe	Tasmanian Aboriginal Centre
Ms Caroline Spotswood	Tasmanian Aboriginal Centre
Ms Cody Summers	Tasmanian Aboriginal Centre
Ms Gail Smith	Tasmanian Aboriginal Centre
Mr Jason Smith	Tasmanian Aboriginal Centre

Ms Tammy Standford	Member, Tasmanian Regional Aboriginal Community Alliance
Ms Adam Thompson	Tasmanian Aboriginal Centre
Ms Michelle Thompson	Tasmanian Aboriginal Centre
Non-governmental Organisations	
Mr Vica Bayley	Tasmanian Campaign Manage, The Wilderness Society
Mr Rob Blakers	Nature Photographers Tasmania
Ms Jess Feehely	Principle Lawyer, Tenure and Legal Processes, Environmental Defenders Office
Dr Geoff Law	World Heritage Consultant for The Wilderness Society
Mr Peter McGlone	Tasmanian Conservation Trust
Ms Ann McConnell,	Secretary, Australia ICOMOS
Ms Peg Putt	Chief Executive Officer, Markets for Change
Mr Nick Sawyer	Tasmanian National Parks Association
Ms Jenny Weber	World Heritage Campaign Manager, Bob Brown Foundation
Dr Eric Woehler	Birdlife Tasmania
Industry Representatives / Special Species Timber	
Mr Andrew Denman	Tasmanian Special Species Timber Alliance, Director, Denman Marine
Mr George Harris	Tasmanian Special Species Timber Alliance
Mr Pavela Ruzicka	Tasmanian Special Species Timber Alliance
Industry Representatives / Tourism	
Mr Brett Godfrey	Member, Tourism Industry Council Tasmania Director, Tasmanian Walking Company
Mr Simon Currant	Chair, Tourism Industry Council Tasmania
Mr Daniel Hackett	Member, Tourism Industry Council Tasmania Owner/Operator RiverFly 1864 Tours
Mr Luke Martin	Chief Executive Officer, Tourism Industry Council Tasmania
Mr Mark Wilsdon	Deputy Chair, Tourism Industry Council Tasmania Chair, Reimaging Tourism in the Tasmanian Wilderness Project, Chief Executive Officer, MONA
Mr Shannon Wells	Member, Tourism Industry Council Tasmania, Managing Director, Par Avion and South West Wilderness Camp
Independent Experts	
Mr Peter Adams	Independent artist, sculptor and timber worker
Mr Stuart Davey	Forest Ecologist
Mr Grant Dixon	Wilderness
Mr Graham Green	Independent timber worker, craftsperson and analyst
Professor Jamie Kirkpatrick	Geographer and Conservation Ecologist
Mr Mark Neyland	Senior Forest Scientist
Ms Kristy Penrose	Keeper, Healesville Sanctuary, Zoos Victoria (completing a Masters degree on Orange-bellied Parrot behaviour)
Ms Jenny Smith	Archaeologist
Mr Graham Wilkinson	Silviculturist and Independent Forestry Consultant

Annex 5: Boundary Map of the Tasmanian Wilderness in 1982, 1989, 2010, 2012, 2013

Source: Australian Government / Department of the Environment.



Annex 6: Photographic Documentation



Photograph 1: The remote coasts in the South and Southwest of the property are among the wildest temperate coastal areas worldwide. Buttongrass moorland and forests dominate the coastal vegetation. ©IUCN/Tilman Jaeger



Photograph 2: Vast tracts of the property are difficult to access, such as these remote forests dotted by numerous lakes. ©IUCN/Tilman Jaeger



Photograph 3: This aerial view shows the highly heterogeneous character of a natural forest canopy within the area added to the TWWHA in 2013. ©IUCN/Tilman Jaeger



Photograph 4: Large parts of the higher elevations of the property, such as this area in the northeast of the property are rocky and covered in alpine vegetation featuring endemic plants, including tree species. ©IUCN/Tilman Jaeger



Photograph 5: Interpretation site of an aboriginal shelter camp along the Needwonnee Aboriginal Walk at Melaleuca, result of a partnership between the Tasmanian Aboriginal Land and Sea Council (TASLC) and the Parks and Wildlife Service. ©ICOMOS/Christophe Sand



Photograph 6: One of the main visitor centres of the TWWHA is located on the shore of Lake St Clair, a trailhead of the renowned Overland Track. ©ICOMOS/Christophe Sand



Photograph 7: Aerial view of Lake St Clair and the Pump House Point, a heritage-listed building converted into a boutique hotel. ©IUCN/Tilman Jaeger

Annex 7: Australia's statutory World Heritage Management Principles

1 General principles

1.01 The primary purpose of management of natural heritage and cultural heritage of a declared World Heritage property must be, in accordance with Australia's obligations under the World Heritage Convention, to identify, protect, conserve, present, transmit to future generations and, if appropriate, rehabilitate the World Heritage values of the property.

1.02 The management should provide for public consultation on decisions and actions that may have a significant impact on the property.

1.03 The management should make special provision, if appropriate, for the involvement in managing the property of people who:

- (a) have a particular interest in the property; and
- (b) may be affected by the management of the property.

1.04 The management should provide for continuing community and technical input in managing the property.

2 Management planning

2.01 At least 1 management plan should be prepared for each declared World Heritage property.

2.02 A management plan for a declared World Heritage property should:

- (a) state the World Heritage values of the property for which it is prepared; and
- (b) include adequate processes for public consultation on proposed elements of the plan; and
- (c) state what must be done to ensure that the World Heritage values of the property are identified, conserved, protected, presented, transmitted to future generations and, if appropriate, rehabilitated; and
- (d) state mechanisms to deal with the impacts of actions that individually or cumulatively degrade, or threaten to degrade, the World Heritage values of the property; and
- (e) provide that management actions for values, that are not World Heritage values, are consistent with the management of the World Heritage values of the property; and
- (f) promote the integration of Commonwealth, State or Territory and local government responsibilities for the property; and
- (g) provide for continuing monitoring and reporting on the state of the World Heritage values of the property; and
- (h) be reviewed at intervals of not more than 7 years.

3 Environmental impact assessment and approval

3.01 This principle applies to the assessment of an action that is likely to have a significant impact on the World Heritage values of a property (whether the action is to occur inside the property or not).

3.02 Before the action is taken, the likely impact of the action on the World Heritage values of the property should be assessed under a statutory environmental impact assessment and approval process.

3.03 The assessment process should:

- (a) identify the World Heritage values of the property that are likely to be affected by the action; and
- (b) examine how the World Heritage values of the property might be affected; and
- (c) provide for adequate opportunity for public consultation.

3.04 An action should not be approved if it would be inconsistent with the protection, conservation, presentation or transmission to future generations of the World Heritage values of the property.

3.05 Approval of the action should be subject to conditions that are necessary to ensure protection, conservation, presentation or transmission to future generations of the World Heritage values of the property.

3.06 The action should be monitored by the authority responsible for giving the approval (or another appropriate authority) and, if necessary, enforcement action should be taken to ensure compliance with the conditions of the approval.

Annex 8: Draft retrospective Statement of Outstanding Universal Value

TASMANIAN WILDERNESS (181bis)

Brief synthesis

The Tasmanian Wilderness is an extensive, wild, beautiful temperate land where early heritage of the Tasmanian Aboriginal people is preserved.

Covering almost 1.6 million hectares, or more than one fifth of the island of Tasmania, Australia's southern-most State, the Tasmanian Wilderness extends from one of the wildest and most beautiful coasts in the world to alpine plateaus and peaks of distinct character. The property encompasses estuaries, wild rivers, lakes, dramatic and varied scenery, karst landscapes, rainforests, tall eucalypt forests, moorlands, glacial and periglacial features, patterned mires and alpine vegetation. This combination of features is expressed within an unusually maritime, nutrient-poor and rainy environment. There are rocks from almost every geological period and diverse landforms provide important evidence of the past interaction of glacial and karst processes. Many outstanding examples of ongoing tectonic, fluvial, lacustrine, karst, periglacial, mire and coastal processes all occur with minimal human interference. There are globally outstanding examples of natural ecological processes that are relatively undisturbed. The property is a refuge for many threatened species, including an assemblage of marsupial carnivores that is found nowhere else. There is an important array of Tasmanian endemic species, including many plants and animals descended from the biota of Gondwana and some of the longest-lived trees and shrubs in the world such as the stands of King's lomatia estimated to be at least 43,000 years old.

The south-west region of the Tasmanian Wilderness contains hundreds of archaeological sites, including many cave sites dating from the late Pleistocene and early Holocene epochs. The earliest cave sites are evidence of what are currently understood to be the southern-most people in the world during the last glacial period, who were part of the forefront of the first expansion of modern humans across the globe.

The Pleistocene cave sites contain evidence of the hunting and gathering lifestyles of the people who occupied these high southern latitudes when the climate was much more variable, and at times much colder and drier, with glaciers flowing down from the nearby mountain ranges. Some of the caves contain dense, well-preserved layers of animal bones, tools and hearths. Others contain early hand stencils. The stratified cave deposits preserve a record of human occupation and adaptation in the face of environmental change over long time periods. This record is supplemented by well-preserved early Holocene midden sites in the coastal areas of the Tasmanian Wilderness.

When the Tasmanian Wilderness was inscribed in the World Heritage List in 1982, its cultural heritage was identified primarily with the earliest sites then known, at Kutikina Cave (known as Fraser Cave at the time of inscription) and Deena Reena Cave, both on the lower Franklin River. Subsequently, other Pleistocene cave sites were discovered, including Warreen Cave in the Maxwell Valley, which pushed back the earliest dates for human occupation to about 35 000 years ago. The full number and significance of the archaeological sites within the Tasmanian Wilderness is the subject of ongoing study, which is expected to further illuminate the cultural heritage of the property.

Criteria

Criterion (iii) - bear a unique or at least exceptional testimony to a cultural tradition or to a civilisation which is living or which has disappeared

The Tasmanian Wilderness bears an exceptional testimony to what are currently understood to be the southern-most human societies in the world during the last glacial period, the ancestors of the Tasmanian Aboriginal people whose traditional culture largely disappeared following European colonization. These pioneering societies occupied the interior of Tasmania between approximately 35 000 and 12 000 years ago. Archaeological surveys have revealed a rich and important collection of occupation sites dating from this period – the world's densest concentration of such sites, including numerous cave sites. These sites and the surrounding landscapes are exceptionally well-preserved.

Criterion (v) - be an outstanding example of a traditional human settlement, land-use or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change

Many of the occupation sites in the Tasmanian Wilderness contain archaeological deposits that can be dated. Collectively these sites preserve a unique record covering long time periods, which demonstrates the variability of environmental conditions, and how people adapted to the changing environment. In particular, the deposits at the Pleistocene cave sites reveal intensive exploitation of the predominant animal species, mainly the red-necked or Bennetts wallaby (*Macropus rufogriseus*). These deposits contain well-preserved, dense assemblages of tools, hearths and animal bones. Analysis of these deposits has contributed to the understanding of patterns of land use. For example, it is thought that people visiting or living in the caves used fire to sustain patches of fertile grassland on which the wallabies fed and where they were hunted. Unlike other hunter-gatherer cultures in cold climates, it appears this way of life was largely unchanged through the climatic fluctuations of the last glacial period. It also appears that, as temperatures increased, forest and moorlands replaced the grasslands, limiting hunting in the upland areas, with less frequent use of the caves in these areas.

The inundation of the land bridge to mainland Australia from about 12 000 years ago isolated the Tasmanian Aboriginal people. Within the Tasmanian Wilderness, the record of occupation preserved in the Pleistocene sites is supplemented by extensive shell middens and other evidence of occupation along the coast during the Holocene.

Criterion (vi) - be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance (in conjunction with other criteria)

The occupation and art sites in the Tasmanian Wilderness provide a tangible association with the beliefs and ideas of the southernmost people of the glacial period. Their artistic expression is known only from their ochre hand stencils and other marks they made in several of the caves, notably Ballawinne Cave and Wargata Mina (formerly known as Judd's Cavern). Their hand stencils in particular provide an immediate and moving sense of connection with the distant past.

Criterion (vii) - contain superlative natural phenomena or areas of exceptional natural beauty and aesthetic importance

The Tasmanian Wilderness contains varied landscapes of exceptional natural beauty, including rugged mountain ranges scattered with picturesque tarns; wide, dark harbours and wild coasts; delicate alpine and subalpine flora and sweeping buttongrass moorlands; mossy rainforests with ancient southern pines; spectacularly ornamented cave systems including superlative light displays by glow-worms; exposed, windswept plateaux and peaks; wild rivers churning through gorges and serene Huon pine reflections on the gentle lower reaches. There are examples of the world's tallest forests dominated by flowering plants. The eucalypts tower above rainforest trees of substantial stature, forming awe-inspiring forests of truly exceptional beauty on a landscape and individual scale.

Port Davey-Bathurst Harbour represents one of the world's most anomalous estuarine systems comprising beautiful and unusual organisms concealed below its tannin-stained surface waters, including deep-sea species present at unusually shallow depths. Geological and glacial events, climatic patterns and Aboriginal occupation have combined to produce an exceptional landscape, renowned for its high wilderness qualities.

Criterion (viii) - be outstanding examples representing major stages of the earth's history, including the record of life, significant ongoing geological processes in the development of landforms, or significant geomorphic or physiographic features

The property has a complex geological history with a wide range of ages represented, including rock fragments which are three billion years old. The glacial legacy is impressive with deposits from three eras: the late Cenozoic, late Paleozoic and late Proterozoic. The late Cenozoic deposits and landforms in particular provide one of the best available global records of southern temperate glacial processes. Primitive relictual floral and faunal groups with strong New Zealand and Patagonian affinities provide living evidence of the previous existence of Gondwana, corroborating geological evidence within the same area.

A variety of rock formations, glacial deposits, extra-glacial processes and glacio-karst landforms provide a valuable record of major stages in the earth's evolutionary history. The area contains important information on changing global sea levels during the Quaternary, whilst the palynological records from the Darwin Crater give a superb record of the Pleistocene flora. The property also contains an excellent diversity of undisturbed karst processes and examples of ancient palaeokarst development.

The degree of natural integrity of the landforms and soils within a temperate zone area this size is exceptional. Organic soils, which mantle some 10 000 km² of hilly to mountainous terrain, are amongst

the most extensive in the southern hemisphere. These are globally unusual in their characteristics because of extensive tunneling by crustacea and the clustered occurrence of small circular peat mounds in places. The property exhibits one of the longest undisturbed stretches of temperate, high-energy rocky and sandy coastline in the southern hemisphere.

Criterion (ix) - be outstanding examples representing significant ongoing ecological and biological processes in the evolution and development of terrestrial, freshwater, coastal and marine ecosystems and communities of plants and animals

The wide variety of undisturbed environments shaped by geological processes allows for the continuation of long-ongoing ecological processes, including speciation. This has resulted in an unusually high proportion of endemic flora and fauna species, including a diversity of ancient taxa, such as Anaspididae (mountain shrimps) and Cupressaceae (conifers). Fossil and pollen evidence shows that evolution of some flora genera within Tasmania has been ongoing for more than 60 million years.

The temperate rainforest, eucalypt forest, buttongrass moorland and alpine communities form a unique mosaic of Antarctic and Australian elements. The property's lowland and montane ecosystems best exemplify an ongoing ecological process of reciprocal interaction between vegetation type, environment and fire regimes. Buttongrass moorlands have developed as a result of long ongoing ecological processes allowing the development of highly distinct faunal assemblages such as burrowing crayfish and localised distinct ecological communities, including alkaline pans. In the absence of fire, ecological succession from moorland to rainforest, with the penultimate stage the tallest flowering plant forest in the world, is a significant process of outstanding importance. The unusual character of the freshwater and estuarine ecosystems of the property has resulted in the evolution of highly diverse biota and ecological communities. The wind-controlled patterning and the associated cyclic succession of Sphagnum mires on the southern Central Plateau are very distinctive and considered unique internationally.

Criterion (x) – contains the most important and significant natural habitats for in-situ conservation of biological diversity, including those containing threatened species of outstanding universal value from the point of view of science or conservation

The extensive, largely undisturbed property provides a diversity of secure habitats which contains very few pathogens, weeds or pests. There are very high levels of Tasmanian endemism, more than 65% for many invertebrate groups, and a high proportion of species endemic to the property. Also, there is important secure habitat, including off-shore islands, for many rare species, as well as a large number of threatened species that are significant for conservation and science, notably the Tasmanian devil and the Orange-bellied parrot. The temperate alpine ecosystems are among the most diverse in the world and have a globally outstanding number of biotic communities. Other important communities for the conservation of biological diversity include wet eucalypt forests (important for their cryptogamic flora), temperate rainforests, the estuarine communities of the Port Davey-Bathurst Harbour, meromictic lakes on the Gordon River and caves.

The property contains one of the world's oldest living plants with stands of King's lomatia estimated to be at least 43 000 years old, indicating persistence during the last ice age.

Integrity

The property was inscribed in 1982 with an area of 769 355 ha and was significantly extended by an additional 604 645 ha in 1989 to cover approximately 1 374 000 ha. Minor boundary modifications in 2010, 2012 and 2013 raised the total area of the property to 1 584 460 ha, further protecting attributes that convey Outstanding Universal Value and adding to the integrity of the property .

Due to its rugged terrain, wild coastline and dense vegetation, vehicle access into the property is limited. Visitor access points and facilities are mostly restricted to the periphery of the property and linked to walking trails. Roads that pre-date inscription are used and managed in accordance with the zoning scheme under the Tasmanian Wilderness World Heritage Area Management Plan. There are only two main through-roads in the property, the Lyell Highway and the Lake Highway. The main disturbance is from hydroelectric power infrastructure and operation, in particular the Middle Gordon Power Scheme. Both highways and the power scheme pre-date the property's inscription on the World Heritage List.

The property contains numerous late Pleistocene cave occupation sites and hundreds of other Aboriginal cultural heritage sites that demonstrate a level of richness, distribution, and variability rarely seen in other comparable contexts. The Pleistocene deposits are well preserved due to the deposition of calcium carbonate flowstone (leached from the surrounding limestone) over the top of a number of

the cultural deposits, leaving them largely undisturbed and safe from natural erosion and other impacts. The bone preservation is excellent due to the high alkalinity of the sedimentary deposits.

The 2012 addition of the Southwest Conservation Area (Melaleuca-Cox Bight section), an area of 3 823 hectares, included cultural sites that complement those within the former boundary and natural sites that are outstanding examples of globally significant phenomena.

The additions to the property in 2013 included areas to the north and the east containing areas of tall eucalypt forest, associated rainforest and significant karst and glacial landforms as well as alpine and sub-alpine environments. The cultural heritage contained in these areas include Riveaux Cave with its Pleistocene Art and other cultural sites that contribute to the Outstanding Universal Value of the property as a whole.

Authenticity

Authenticity of the archaeological timeframes was established during research programs in the early 1980's and 1990's. Monitoring of the heritage cave sites returned to the Aboriginal community in 1995 has since occurred periodically. For the Tasmanian Aboriginal community, the connection to the country, landscapes and heritage places has deep cultural, emotional and spiritual significance.

More detailed survey and documentation is needed to allow a clearer understanding of the scope and extent of the cultural attributes of the property.

Protection and management requirements

The Australian and Tasmanian Governments have a range of legislative and non-statutory arrangements to ensure appropriate protection and management of the property.

The property includes a range of land tenures, including seven National Parks (IUCN Category II or II/b protected areas) and three culturally significant portions of Aboriginal land. Twenty one additional pockets of national park and state reserve land were added to the property in 2010 and the Southwest Conservation Area (Melaleuca-Cox Bight section) was added in 2012. This section of the Southwest Conservation Area was included in the Southwest National Park at the end of 2012. Mount Field National Park and the balance of the Mole Creek Karst National Park, additional reserves with a range of tenures, along with public and privately owned land managed for conservation purposes, were added in 2013.

National environmental law, the Environment Protection Biodiversity Conservation Act 1999, provides an overarching mechanism for protecting the natural and cultural world heritage values from inappropriate development, including actions taken both inside and outside the property which may impact on its heritage values. This requires any development proposals to undergo rigorous environment impact assessment process, including public consultation, after which a decision will be made as to whether the proposal is approved, refused or approved with conditions designed to mitigate or offset any significant impacts.

The principal Tasmanian legislation applying to the property is the National Parks and Reserves Management Act 2002. This act covers the administration and management of reserves in the property and enforcement of the associated National Parks and Reserved Land Regulations which provide for the care, control, preservation and protection of the reserves. The Tasmanian Aboriginal Relics Act 1975 stipulates that no one may destroy, damage, deface, conceal, or otherwise interfere with a relic unless a permit has been issued by the Minister under the Act. In addition, the Tasmanian Threatened Species Act 1995 provides for the protection and management of threatened native flora and fauna. Unreserved Crown land in the 2013 extension is managed under the Tasmanian Crown Lands Act 1976. Unreserved public land in the 2013 extension is managed to protect outstanding universal value under the Tasmanian Crown Lands Act 1976.

In 2010 the State Party agreed with the World Heritage Committee that mining is not appropriate in the property and, in 2012, facilitated cessation of mineral exploration at Adamsfield and cessation of mining in the former Southwest Conservation Area (Melaleuca-Cox Bight section).

The property is managed under the statutory Tasmanian Wilderness World Heritage Area Management Plan 1999 - prepared under the Tasmanian National Parks and Wildlife Act 1970. The plan provides the policy framework and management prescriptions that guide management. The plan has the approval of the Australian Government, which also provides significant financial support for the management of the property in a partnership arrangement with the Tasmanian Government. The plan is periodically reviewed.

There is a continued need for monitoring and management of any potential risks to Outstanding Universal Value that arise from land use outside the boundaries. The Tasmanian Government has developed research and monitoring priorities for the natural values of the property which aim to improve knowledge and understanding of the Tasmanian Wilderness World Heritage Area, its natural values and threats, to enable effective conservation planning and management.

Other conservation management issues that are monitored and managed include visitor use impacts and spread of weeds and the root rot fungus *Phytophthora cinnamomi* along some access routes. Since inscription, several high risk threats have arisen. Chytrid fungus *Batrachochytrium dendrobatidis*, which has caused frog declines and extinctions around the world, threatens several endemic frog species, and occurs within the property edges, particularly within some of the 2013 extensions. The infectious cancer-causing disease threatening the survival of the endangered Tasmanian devil has also been detected within the property. The introduction of foxes to Tasmania presented a significant threat to the biodiversity and integrity values of the property but a major eradication program has reduced and perhaps eliminated this threat.

The property is vulnerable to climate change through loss of ecosystems and species, especially those that are naturally rare and are geographically and climatically restricted, such as alpine ecosystems. Another factor for many species will be the interaction of the impacts of climate change with current threats such as weeds, diseases, pests, and changing fire regimes.

The World Heritage Committee continues to make recommendations in relation to the protection and management of the natural and cultural heritage values of the property. The State Party will continue to work with the World Heritage Committee and its Advisory Bodies to implement these recommendations and report progress as required. This includes undertaking further study and consultation with the Aboriginal community in order to provide more detailed information on the cultural heritage values of the property and how these relate to the Outstanding Universal Value.