The NSW Koala Strategy: ineffective, inadequate and expensive

An assessment of the NSW Koala Strategy against recommendations made in the Report of the Independent Review into the Decline of Koala Populations in Key Areas of NSW
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CITATION

### SUMMARY

**The NSW Koala Strategy** will not save koalas from extinction in NSW.

It represents an ineffective, inadequate and expensive policy response that ignores the advice of koala experts from government, community environment organisations and research institutions.

WWF-Australia assessed the adequacy of commitments made by the NSW Government in its NSW Koala Strategy (May 2018) in responding to recommendations made in the Report of the Independent Review into the Decline of Koala Populations in Key Areas of NSW (‘Independent Review’) (December 2016) developed by the NSW Chief Scientist and Engineer with the assistance of a panel of koala experts commissioned by the NSW Government. Further, it assesses implementation six months after release of the Koala Strategy.

We assess the Koala Strategy against the Independent Review’s 11 recommendations as follows:

- two were *Addressed*,
- five were *Partially Addressed*,
- two were *Poorly Addressed*, and
- two were *Not Addressed*.

It is not a whole-of-government strategy, as recommended by the NSW Chief Scientist, as it ignores fundamental environment conservation responsibilities of government, particularly legal protection of forests and bushland – koala habitat – across private and public lands.

It is an expensive and ineffective approach to halting the plummeting of koala numbers in the state. While conservationists and koala experts applaud government expenditure to protect koalas, this strategy prioritises addressing the symptoms, rather than the cause, of the emerging koala extinction crisis.

The primary cause of the emerging koala extinction crisis – loss and fragmentation of koala habitat on private land – is ignored. The quickest, most effective, and cheapest method to halt plummeting koala numbers would be the immediate reversal of legislative changes made in August 2017, which legalised the bulldozing of 99% of koala habitat in NSW. This makes NSW by far the weakest state in terms of legislation to protect koalas.

The Koala Strategy ignores the need for stronger laws to protect koala habitat across land tenures. This is the primary reform required to arrest the ongoing decline of the state’s koala’s population, yet the Koala Strategy does not mention it.

Koala ecologists and conservationists estimate 65% of koalas in the wild in NSW live on private land. Yet the Koala Strategy contains measures that are inadequate, inefficient and ineffective to address this reality.

There is no mention of strengthening the Biodiversity Conservation Act, Local Land Services Act, SEPP 44 and SEPP – Vegetation in Non-Rural Areas to protect koala habitat from being bulldozed.

The strategy fails to commit to protecting areas known to be home to koalas from a major intensification of logging in state forests under new Coastal Integrated Forestry Operations Approval (IFOA). This is despite expert advice from the Office of Environment and Heritage (OEH) that the new IFOA would result in increased koala mortality. In addition, an overhaul of the codes of practice and regulations governing Private Native Forestry is underway, with already ineffective koala and environmental protections likely to be weakened.

The Koala Strategy commits to investing $20 million to buy land with koala habitat to create new national park. While the funding is a welcome step, we estimate these funds would protect a maximum of 5,000 hectares of koala habitat, depending upon land prices. By comparison, more than seven million hectares of koala habitat is able to be legally cleared in clearing hotspots across the state due to weak laws. Further, approximately 55,000 hectares of the highest quality koala habitat, representing 39% of mapped high quality koala habitat in north coast state forests, is included in the new IFOA ‘intensive harvesting zone’.

It is a very expensive and ineffective approach to saving koalas, compared to legally protecting mature forests and woodlands with strong native vegetation laws. This is a budget neutral option that the Koala Strategy ignores.
The NSW Government repealed the Native Vegetation Act 2003 and replaced it with the very weak Biodiversity Conservation Act 2017 and associated Regulations. WWF calculates this removed legal protection for koala habitat across almost seven million hectares of the top 20 clearing hotspots in the state.

The Koala Strategy ignores calls by community groups and koala experts to establish the 175,000 hectare Great Koala National Park on the New South Wales mid north coast, new national parks for the last remaining koala populations in southwest and western Sydney, or new national parks in other areas of known koala significance.

Claims in the Koala Strategy to create ‘new reserves’ are false and misleading. The Koala Strategy states 12 ‘new reserves’ will be created to protect 20,000 hectares, but ten of these are already protected from logging in conservation zones in state forests. Simply changing the name of these areas and transferring them from state forests to national parks provides little additional benefit. Furthermore, no koalas have been observed in recent years in many of the ‘new reserves’. They include just 0.2% of the ‘koala hubs’ identified by the NSW Government, which are essentially areas occupied by koalas. The two truly ‘new reserves’ with substantial koala habitat are Mount Lindesay and and Belanglo, which will protect around 3,600 and 500 hectares respectively, which will not prevent koala extinction.

At $44.7 million, the Koala Strategy represents a significant investment of taxpayer funds that will not stop the koala’s slide towards extinction as it fails to stop the primary cause of the koala extinction crisis – loss and fragmentation of koala habitat on private and public lands.

The Koala Strategy commits to actions that were not recommended by the Independent Review, such as building koala hospitals, a state-wide koala emergency telephone number and training for vets. These types of actions address the symptoms of koala extinction not the causes.

The Koala Strategy is silent or woefully inadequate on well-documented key threats to koalas and their habitat, particularly tree-clearing on private land, private native forestry, logging in state forests, urban development and major infrastructure.
LANDCLEARING IN NORTHWEST NEW SOUTH WALES © WWF-AUS
SETTING UP FOR FAILURE

Whilst the Terms of Reference of the Independent Review included aims that provided a basis for allowing the panel to make very strong recommendations regarding protection of koala habitat and koalas, the panel was significantly constrained by the guiding principles which precluded strong recommendations. These are explained below.

1. Aims and role of the committee
The Chair of the committee (Professor Mary O’Kane AC, NSW Chief Scientist and Engineer) has been asked to establish a committee to undertake a review into the decline of koala populations in key areas of NSW. Following completion of the review, the Chair will provide the Minister for the Environment a report that:
   - sets out a framework for a whole of government approach to addressing pressures
   - includes core learnings from other programs
   - analyses successes/failures
   - assesses policy options trialled to date
   - considers key koala management policy settings
   - identifies knowledge gaps
   - recommends possible approaches to address the decline in koala numbers.

Significantly the panel conducting the Independent Review was constrained in addressing these Aims by the inclusion of Guiding Principles that appear to have had the effect of substantially fettering the panel’s deliberations.

These were:

5. Guiding principles
The Chair will develop options that consider:
   - increasing regulatory efficiency, removing duplication and promoting consistency in approval requirements
   - increasing upfront clarity and transparency in environmental standards
   - minimising the private costs and maximises the public benefits of the options
   - encouraging economic development, including by supporting regional and rural communities without devaluing koalas and their habitat
   - building resilience to environmental hazards and risks.
Setting up for Failure

The Chair was therefore only to consider options that effectively weaken laws, support economic development, and avoid burdening landholders or developers with additional costs. This prevented the Chair and panel from including stronger Recommendations than those in the Independent Review.

In the absence of constraints imposed by the Guiding Principles, these Aims could have permitted the panel and Chair to make much stronger Recommendations for the benefit of koalas than were contained in the Independent Review.

For example, explicit and strong recommendations for an effective Koala Strategy could have addressed these aims by:

- Restoring and strengthening the Native Vegetation Act to protect koala habitat, including elements of previous legislative regimes that were proven to effectively conserve koala habitat through the Native Vegetation Conservation Act.
- Requiring proper application of SEPP 44 in property vegetation plans produced in accordance with the code of practice which govern private native forestry, to ensure identification and protection of koala habitat.
- Providing resources and expertise to those local government authorities who have not already submitted comprehensive koala plans of management identifying koala habitat to the Department of Planning and Environment to enable their completion within 12 months.
- Requiring core koala habitat on private land identified in comprehensive koala plans of management to be zoned for protection in local environment plans in accordance with SEPP 44.
- Requiring the Biodiversity Conservation Trust to prioritise seeking in perpetuity conservation covenants on private land important to koalas.
- Requiring koala surveys prior to tree clearing and deforestation irrespective of land tenure.
- Listing koalas as an endangered species under NSW law.
- Increasing the ambition of carbon pollution reduction policies, particularly in NSW but globally in general, to protect koalas, which have been identified by IUCN – the World Conservation Union as one of ten species globally at significant risk from climate change.
- Produce detailed regional maps of koala climate refugia and climate dispersal corridors.
- And, establishing the Great Koala National Park on the NSW mid north coast, and major new protected areas to protect koala habitat and dispersal corridors across public and private land using a range of mechanisms, including national parks, private wildlife conservancies, in perpetuity conservation agreements and Indigenous Protected Areas.
## Comparison of Recommendations by Chief Scientist’s Independent Review and Koala Strategy

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| 1. That government adopts a whole-of-government Koala Strategy for NSW with the objective of stabilising and then starting to increase koala numbers. | Koala Strategy released in May 2018 | Poorly Addressed. Koala Strategy developed with some positive commitments and investments, but the strategy: • lacks effective responses from environment agencies addressing substantial habitat protection on private land, • is silent on major expansion of protected areas to conserve core koala habitat, • omits major funding commitments and locations to identify and restore koala habitat and dispersal corridors; • is not a whole-of-government strategy as it largely or completely exempts key sectors from legislative reforms to protect koala habitat, particularly cropping and beef, public native forest logging, private native forestry, major infrastructure and urban development; • makes no mention of climate change. The Koala Strategy ignores the need to manage for koala persistence by protecting climate refugia and climate dispersal corridors; and, • fails to manage koala populations based on ecological or meta-population boundaries, and retains failed approach to using administrative boundaries. For these reasons, is unable to address the “...objective of stabilising and then starting to increase koala numbers.” | }
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<td>2. That government initiates a program to improve data on the number, location and occurrence of koalas in NSW, including trends over time, taking advantage of new sensor and communication technologies and data analytics within 12 months of receipt of this report.</td>
<td>Monitor koala populations and their habitat through a state-wide, cross-tenure koala monitoring program.</td>
<td>Addressed.</td>
<td>No evidence exists that an integrated state-wide cross-tenure koala monitoring program has been implemented. Novel song-meter sampling for koalas in State Forests and National Parks in NSW promises to improve ability to detect the presence of male koalas, but not information on presence of females (which do not call), population size or population density. Song-meter sampling has focused on public – not private – lands to date.</td>
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<td>3. That government publishes a state-wide predictive koala habitat map within three years of receipt of this report, with immediate priority given to improving coverage of the NSW north coast.</td>
<td>Develop a state-wide koala habitat information base.</td>
<td>Partially Addressed.</td>
<td>OEH is progressively producing koala suitability maps and identifying koala hubs across the state. However, it is unclear to what extent the mapping will provide a sound basis for conserving koalas and their habitat. In particular, koala hub mapping was ignored by government in selecting the supposed ‘new reserves’ included in the Koala Strategy and in the development of the new Integrated Forestry Operations Approvals (IFOA) for logging of public lands.</td>
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<td>4. That Government improve outcomes for koalas through changes to the planning system.</td>
<td>“The information base will inform:...the relevant parts of the planning system including the review of the State Environmental Planning Policy – Koala Habitat (SEPP 44)” (p19). “Develop a best practice planning guideline for koalas” (p18)</td>
<td>Not Addressed. The responses in the Koala Strategy are very weak. Voluntary ‘guidelines’ have little chance of improving outcomes for koalas as they are not legally binding. The Koala Strategy does not commit to improve outcomes through the review of SEPP 44 or the planning system more broadly, nor improve implementation of SEPP 44 through local government. SEPP 44 has been under review since December 2016 and could reasonably have been expected to have concluded in line with the Koala Strategy.</td>
<td>No best practice guidelines have been released. SEPP 44 has not been strengthened. Only six councils have developed a comprehensive koala plan of management. Tweed and Byron Coastal Comprehensive Koala Plans of Management have not been adopted, although the Ballina comprehensive koala plan of management has been adopted. There is no indication that planning boundaries will be based upon koala meta-populations or sub-populations, as opposed to tenure boundaries.</td>
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<td>5. That Government improve outcomes for koalas through the Biodiversity Conservation Bill and associated Regulations.</td>
<td></td>
<td>Not Addressed. This is the most disappointing aspect of the Koala Strategy. The Koala Strategy makes no mention of legally protecting koala habitat on private land, where an estimated 65% of koalas live. It makes no mention of the key laws which should be used for protecting koala habitat i.e. • Biodiversity Conservation Act, • Local Land Services Act, and • Vegetation SEPP. The Koala Strategy fails to address the Independent Review’s recommendation to “include koala habitat in Category 2 (Regulated Land) on the native vegetation regulatory map and identifying and implementing controls as appropriate”. Environmental consultancy Eco Logical Australia identified 2.2 million hectares of known or likely koala habitat that may be cleared under the Equity Code alone, and which is not protected under Category 2”. An OEH ministerial briefing stated that “less than 1% of identified koala habitat in NSW is protected from clearing under the Code”™.</td>
<td>Neither the Biodiversity Conservation Act, Local Land Services Act or SEPP – Vegetation in Non-Rural Areas have been reviewed to improve outcomes for koalas. Only very narrowly-defined core koala habitat identified through SEPP 44 is translated to Category 2 (Sensitive) in the NSW Native Vegetation Regulatory Map, leaving millions of hectares of known koala habitat without legal protection from bulldozing. With only six councils having completed a statutory Comprehensive Koala Plan of Management (for at least part of their local government areas - LGAs) declared pursuant to SEPP 44 for their LGA, the vast majority of koala habitat remains unmapped and therefore unprotected.</td>
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<td>6. That government investigates models for guiding and incentivising collaborative best practice for new development and ongoing land use occurring in areas of known koala populations across tenures, industries and land users.</td>
<td>“Develop a best practice planning guideline for koalas” (p18)</td>
<td>Partially Addressed. No specific action to incentivise industry to adopt best practice management for koalas. Voluntary ‘guidelines’ have little chance of improving outcomes for koalas as they are not legally binding.</td>
<td>Unknown. Koala comprehensive plans of management are still not required until after rezoning decisions are made, and biobanking is used to allow for clearing of core koala habitat. The government has removed the need to look for and protect koala high use areas ahead of logging on public lands. For public lands, the government adopted tree retention requirements in modelled habitat that are less than half the number, and at smaller sizes, than recommended by their Expert Fauna Panel. There is still no requirement to look for koalas ahead of logging on private lands in order to trigger necessary habitat protections.</td>
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<td>7. That government agencies identify priority areas of land across tenures to target for koala conservation management and threat mitigation.</td>
<td>Create over 24,000 hectares of new koala reserves and parks. Spend $20 million to purchase prime koala habitat.</td>
<td>Poorly Addressed. The Koala Strategy fails to create the Great Koala National Park and establish enough new national parks to protect high quality koala habitat. The new ‘intensive harvesting zone’ contains 39% of mapped high quality koala habitat in NSW north coast state forests. The 12 koala reserves announced are not ‘priority areas’, with 10 already protected in Forestry Management Zones 2 and 3 in state forests, and four have no koala records. Only three have high quality koala habitat, and two of these have no koala records for the past decade. Many of the reserves are degraded and will require major rehabilitation from excess logging and bell miner associated dieback. The environment minister has stated that the reserves are unproductive areas of state forest, highlighting that the primary goal of the reserves is to avoid impacts on timber supplies, not to achieve good outcomes for koalas. There is evidence of far higher koala reserve priorities with resident populations on state forests that were avoided. The OEH koala hubs identify 20,000 hectares of state forest with resident populations though only 180 hectares of these were included in the new reserves. The effectiveness of the investment of $20 million to buy land for koalas will be limited by the small amount of funds compared to the high cost of land acquisition. A reasonable estimate, based on average land prices in 2017, is that $20 million will purchase just 2,500 hectares of private land assuming a median land price of $8,000/hectare (averaged across a range of regional local government areas on the NSW north coast). An additional 2,500 hectares of koala habitat may also be protected from in the announced koala reserves on public and private land, including the 402 hectare property on the Wollondilly River on the Southern Highlands. Hence the Koala Strategy would protect an additional 5,000 hectares of koala habitat at most, far short of the 24,000 hectares of new reserves committed. Based on this assessment, the Koala Strategy represents a very expensive and insufficient investment of taxpayer funds that will fail to halt koala declines.</td>
<td>A 402 hectare property with koala habitat has been purchased on the Wollondilly River in the Southern Highlands, which is a welcome addition to the conservation reserve system. The OEH koala hubs were ignored in the selection of the ‘koala’ reserves and in the identification of prescriptions to apply to public forestry under the new IFOA. The completion of core koala habitat mapping in accordance with SEPP 44 should be a high priority, though little progress has been made.</td>
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<td>8. That government, through the Office of Environment and Heritage, convenes two symposia within 12 months of receiving this report: one for scientists active in koala research and land managers to develop a koala research plan; and one focussed on koala rehabilitation to identify actions to optimise the delivery of and support for the network of koala rehabilitation groups and carers.</td>
<td>Deliver priority research under a research plan informed by a research symposium. Research to significantly reduce incidence of chlamydia.</td>
<td>Partially Addressed.</td>
<td>A koala research symposium was held on 16/11/18</td>
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<td>9. That government establishes the Australian Museum as a preferred repository for koala genetic samples in NSW, and all data and metadata associated with these samples should be deposited into SEED – the portal for Sharing and Enabling Environmental Data (extended if necessary to include flora and fauna).</td>
<td>Designate the Australian Museum as the official biobank for koala genetic material.</td>
<td>Addressed.</td>
<td>Unknown.</td>
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<td>10. That government facilitates the exchange of information among land managers, local government, the research community and the broader community.</td>
<td>“All information we collect about koalas will be publicly available through the NSW Government’s Sharing and Enabling Environmental Data (SEED) portal.” (p13) “Through local workshops we will bring together community groups, local councils, landholders, government agencies, local Aboriginal land councils and koala experts to identify and agree on local actions for key koala populations across the state.” (p8)</td>
<td>Partially Addressed. No explicit action addressing Independent Review’s suggestion that “Also, local councils should be supported to manage local threats to koalas better through the exchange of information.” (p39)</td>
<td>Twelve workshops are being held by OEH across NSW, with open invitations for participation. Access to important information regarding koalas is still actively restricted by government, requiring conservation organisations to seek these through the Government Information (Public Access) Act 2009.</td>
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<td>11. That government draws on knowledge and shares information with local community members through a program that supports localised engagement between liaison people and residents and industry.</td>
<td>Conduct a citizen science survey to improve koala knowledge. Pilot an app to collect information about koalas.</td>
<td>Partially Addressed.</td>
<td>Unknown whether citizen science surveys and the pilot koala app have been developed. Often the government only provides selective material to the public. Information on the ARKS and koala hubs was only obtained under an application pursuant to the Government Information (Public Access) Act 2009 (NSW) (GIPA). A GIPA was also required to obtain DPI’s koala habitat mapping.</td>
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### Actions and investments included in the Koala Strategy for which there was no specific Recommended by the Independent Review

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<td>Deliver a network of koala hospitals.</td>
<td>The Independent Review makes no explicit recommendation to establish koala hospitals. This action in the Koala Strategy addresses the symptoms not the cause of the koala extinction crisis.</td>
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<td>Create a new single wildlife rescue call number.</td>
<td>Useful action, but not mentioned in the Review.</td>
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<tr>
<td>Increase wildlife care training for veterinarians and veterinary nurses.</td>
<td>Useful action, but not mentioned in the Review. This Action in the Koala Strategy addresses the symptoms not the cause of the koala extinction crisis.</td>
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<td>Relocate koalas to unoccupied koala habitat.</td>
<td>The Review makes no explicit Recommendation to translocate koalas to unoccupied habitat, particularly to allow development to occur in occupied koala habitat. Translocation of koalas is widely seen by ecologists and conservationists as a difficult last resort that leads to high mortality rates in relocated koalas. Translocations to facilitate development should not be condoned.</td>
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<td>Fix priority roadkill hotspots across NSW.</td>
<td>The Review suggests “The Office of Environment and Heritage should also work with Roads and Maritime Services and councils to identify koala roadkill hotspots at a fine scale and determine the feasibility and likely effectiveness of preventive mitigation.” (p37). However, this is not a major Recommendation in the Review.</td>
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FOOTNOTES


3 Oisín Sweeney, 2018. *Saving koalas will take more than token gestures but the pathway is clear*. Briefing paper prepared for the National Parks Association of NSW, Sydney, 17pp, see Appendix 2.


WWF works together with millions of people in over 180 countries participating in Earth Hour - a symbolic gesture to show the need for stronger climate action.

WWF-Australia campaigns alongside farmers, industry and local and state governments to help see excessive tree-clearing in Queensland and New South Wales significantly reduced.

WWF-Australia is working to protect koalas and their habitat. We’re urging the NSW Government to introduce strong laws to stop excessive tree-clearing and give our native wildlife a chance to thrive.

WWF focusses on bringing some of our most-loved Aussie wildlife species, including the black-flanked rock-wallaby, green turtle, quokka, and koala, back from the brink of extinction.

WWF-Australia works with businesses, governments and communities to accelerate the solutions and speed up Australia’s transition to zero carbon pollution – ensuring Australia does its fair share and supports those most vulnerable to the impacts of climate change.

Why we are here
To stop the degradation of the planet’s natural environment and to build a future in which humans live in harmony with nature.

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