MINISTER'S FOREWORD

Water is one of Tasmania’s natural advantages and is a key enabler for industries that support jobs and prosperity in our rural and regional communities. Tasmania has a relative abundance of freshwater with around 12% of Australia’s freshwater resources. Industry, supported by the Tasmanian Government, is on track to grow the annual value of Tasmanian agriculture to $10 billion by 2050. Irrigated agriculture contributes significant value to the state’s agricultural production. While only about 8% of land used primarily for agricultural production is irrigated, it produces around 52% of the gross value of Tasmania’s agricultural production. Growing the value of Tasmanian agriculture will require that water is, sustainably and viably, made available when and where it can best contribute to achieving productive outcomes.

Our freshwater resources will also continue to play a key role in developing our State’s strategic opportunities in renewable energy production.

We must however get the balance right and the wise use of water is critical to the success of the water management framework provided for by the Water Management Act 1999. Freshwater is also fundamentally vital to support a range of other uses such as town water supplies and water for industry, and for securing essential environmental, recreational, tourism and social values.

The focus of this Rural Water Use Strategy is on how we use, regulate and allocate freshwater over the next decade and towards 2050. This Strategy sets the overarching policy framework and a range of actions to ensure the integrated, fair and efficient regulation of our water resources to deliver sustainable outcomes for rural water users, rural communities and the environment, while maintaining Tasmania’s competitive advantages in a changing climate.

There are challenges to ensuring we continue to realise the benefits of Tasmania’s natural water advantage. These include increasing demands and competition for the available water resources as some catchments approach full allocation, expanding opportunities for water-dependent industries, and population growth; combined with the effects of climate change on water reliability.

Water quality is a broader issue managed through a suite of other frameworks and instruments outside the water management framework, and at various levels of government. As the recently released report of the Premier’s Economic and Social Recovery Advisory Council (PESRAC) notes, preparation for the future requires prioritisation of frameworks for water resource allocation, security and quality.

This Strategy also delivers on key parts of the Government’s 2020 Competitiveness of Tasmanian Agriculture for 2050 White Paper in relation to harnessing our natural capital and climate ready agriculture, for example.

A priority for the Tasmanian Government is continuing to support agricultural producers adapt to, leverage opportunities for growth and manage risk in a changing climate. We also recognise the need to focus on supporting the development of long-term resilience and preparedness in rural communities. In a range of capacities, we are working with farmers, agribusiness, and with the Australian Government to deliver a water secure future for Tasmania.
Our investment in irrigation development through Tasmanian Irrigation to ensure high-surety water is one proven way we are reducing the impacts of a changing climate and sustainably transforming Tasmanian agriculture.

I sincerely thank all the individuals and organisations who provided their ideas, views and proposals for consideration in development of this Strategy.

The Government will next release an Implementation Plan which will set out how we will continue to work with stakeholders and the community on the specific policies, programs and projects to implement the directions set in this Rural Water Use Strategy. The overall Rural Water Use Strategy will be reviewed within five years.

Guy Barnett
Minister for Primary Industries and Water
Rural Water Use Strategy Overview

**Our focus**

**Sustainable management of Tasmania’s water resources**

- Better enabling evidence-based policy and decision making by enhancing our understanding of our freshwater resources and the potential effects of climate change
- Enhancing monitoring of our freshwater resources

**Strategic development to maximise opportunities from water resources**

- Supporting emerging water developments within the framework for water management in Tasmania

**Effective regulation, strong entitlements and planning**

- Ensuring the water allocation policy framework delivers benefits across commercial sectors and supports delivery of non-financial benefits to environmental and social values
- Providing for an adaptive, risk-based water management planning system that is inclusive of stakeholders
- Involving local people and communities in water management within the water management framework
- Enhancing water management outcomes where there are multiple water managers
- Further reducing regulatory burden for owners of small private dams to ensure the safety of dams whilst minimising the imposition of onerous and financial requirements
- Enhancing positive and sustainable water market and trading outcomes

**Optimising services**

- Ensuring contemporary and fit for purpose water resource management legislation
- Enhancing water information sharing, transparency and useability

**Benefits**

- Economic Growth
- Community Value
- Sustainability
- Protecting the Environment

Linking with complementary policies and frameworks including:

- Resource Management and Planning System of Tasmania
- Tasmanian Land Use Planning System
- Policies and legislation for natural and cultural heritage protection in Tasmania
- Tasmania’s Natural Resource Management Framework
- Tasmanian regulatory system for environmental management and pollution control
- State Policy on Water Quality Management

Linking with other strategies and plans including:

- Competitiveness of Tasmanian Agriculture for 2050
- Tasmania’s Sustainable Agrifood Plan
- Tasmanian Renewable Energy Target
- Tasmanian Renewable Hydrogen Action Plan
- Battery of the Nation initiative
- Climate Action 21: Tasmania’s Climate Change Action Plan
- Digital Transformation Strategy
- Draft 30-Year Infrastructure Strategy
- Recommendations from the Premier’s Economic and Social Recovery Advisory Council on strategies and initiatives to support the short to medium, and the longer-term recovery from the COVID-19 pandemic
TASMANIA’S RURAL WATER USE

Tasmania’s freshwater resources, in our lakes, rivers, streams and groundwater, support a diverse range of water uses and environments including:

• Water for drinking and public water supply;
• Water for stock and domestic use and firefighting;
• Water that flows through the environment giving life to Tasmania’s precious freshwater ecosystems and landscapes, and supporting our tourism businesses, recreational freshwater fisheries and iconic white-water playgrounds;
• Hydroelectricity generation; and
• Water for agriculture, industry and aquaculture.

The Tasmanian Government has developed the Rural Water Use Strategy to ensure that our freshwater resources are available to support the wide range of water uses and environments that depend on them as well as new opportunities for innovation and growth.

The Tasmanian Government’s Sustainable Agri-food Plan aims to foster agricultural development and create employment opportunities, with a target of growing the annual value of Tasmanian agricultural production to $10 billion by 2050 (Agrivision 2050). To this end, Agrivision 2050 is about promoting growth in agriculture whilst also protecting the natural assets of Tasmania which set our State and our products apart.

As outlined in the Competitiveness of Tasmanian Agriculture for 2050 White Paper, the goal of increasing the rate of growth in agricultural productivity and profitability requires transformational change, led by agribusiness and supported by Government. Tasmania is investing significantly in irrigation infrastructure and research, development and extension activities in agriculture. This investment is creating a step change in the potential for growth in agribusiness in Tasmania; and is changing the way water resources are accessed and managed in the rural water use sector in catchments across the State.

Our freshwater resources will also play a key role in realising our strategic opportunities in renewable energy production such as the Hydro Tasmania Battery of the Nation initiative and the creation of a Tasmanian renewable hydrogen industry; both of which promise to contribute a substantial increase in renewable energy production. The Tasmanian Renewable Energy Target (TRET) is to double the State’s renewable energy generation to a global-leading target of 200 percent of our current needs by 2040.
The Rural Water Use Strategy will guide Tasmania’s future water management arrangements to ensure integrated, fair and efficient regulation of our water resources to deliver sustainable outcomes for rural water users, rural communities and the environment, while maintaining Tasmania’s competitive advantages in a changing climate.
Tasmania’s water management framework

The Water Management Act 1999 (WMA) provides broad directions for the Minister for Primary Industries and Water to oversee the sustainable use and development of all freshwater resources in the State. This includes the management of dispersed surface water and water in watercourses, lakes, wetlands and groundwater resources.

The objectives of the WMA are to further the objectives of the Resource Management and Planning System of Tasmania (RMPS).

There are a range of regulatory requirements under the WMA including water licensing; watercourse conveyance; dam and well works permitting; and dam safety provisions. The WMA also provides for the preparation of statutory Water Management Plans, establishment of water districts and Trusts to administer such districts and licensing of well drillers and permitting of well works. The WMA has been amended on several occasions, to improve the operational efficiency and ensure consistency with national water reform obligations such as the National Water Initiative (NWI). The most recent amendments to the WMA were made in 2015 focussing on streamlining the dam works permit approval process.

The key focus of the WMA is to regulate the taking of water through a statutory system of water entitlements. Statutory rights to take water are provided for in Parts 5 and 6 of the WMA. The WMA provides some powers to regulate the use of water, though these are limited to how a water allocation may be taken, and does not extend to approval of use. In addition to the WMA, a number of other legislative instruments support the water management framework, in particular those that require further consideration through this Strategy as they relate to the rural water use sector include, the Irrigation Clauses Act 1973, Waterworks Clauses Act 1952, Irrigation Company Act 2011 plus a range of subordinate legislation under the WMA. The legislative framework is also supported by a range of Ministerial policies, guidelines, protocols, statutory plans, codes and procedures.

Key successes of the existing framework

- The Water Management Act 1999 (WMA) has operated through a period of significant policy reform. The legislative framework has accommodated the changes required to ensure water resource management in Tasmania is aligned with the NWI and national water reform initiatives.
- The objectives of the WMA have continued to be relevant and in general, the WMA continues to operate effectively.
- The WMA has allowed for risk-based water resource management, including water management planning and monitoring, compliance and enforcement systems.
- The legislative framework has operated relatively efficiently through a period of significant investment in irrigation infrastructure and the transitioning of irrigation schemes from their build phase to operation.
- Water allocation systems have been accommodated that include the ability for local communities to have a say in water resource management, and local communities to own and operate irrigation schemes and other water management districts such as drainage and riverworks districts.
- A major water manager in the State, Hydro Tasmania is able to operate efficiently to maximise benefits to the State and the framework has accommodated innovative water uses in the energy space, for example, mini-hydro development.
- The legislative framework has continued to evolve to adapt to the changing needs of water users and an improved understanding of environmental water requirements.
LOOKING AHEAD

Consultation with stakeholders during the development of the Rural Water Use Strategy identified a range of existing and emerging opportunities and challenges for water resource management in Tasmania.

The Rural Water Use Strategy responds to these challenges and opportunities by identifying key actions and strategies to better position Tasmania’s water management arrangements for the future.

There are also many ‘business as usual’ activities the Department of Primary Industries, Parks, Water and Environment (DPIPWE) will continue to undertake that are delivering good water management outcomes for Tasmania’s freshwater resources.

Sustainable management of Tasmania’s water resources

Tasmania is renowned for its natural environment and this underpins the good reputation and many of the competitive advantages enjoyed by our agricultural producers and other Tasmanian industries.

Historically, Tasmania has been in the fortunate position of having access to relatively abundant good quality freshwater resources.

There are, however, a range of emerging challenges which will influence the future sustainable management of our freshwater resources:

- Increasingly, surface water resources within agricultural catchments are nearing full allocation. Surface water resources available at Surety Levels 5 and 6 (allocations for taking water for ‘non-essential’ town water, irrigation or commercial uses) are generally considered to be fully allocated during summer in most catchments, and in some catchments winter allocations at these surety levels have also reached full allocation, or are approaching full allocation.

- In some limited, discrete areas in Tasmania, summer allocations are still potentially available, however this water, while possibly available in bulk volumes, can be unreliable and is driven by intermittent high rainfall events which provide water for short periods as opposed to constant flows that provide a higher notional reliability for more secure access.

- The effects of climate change are predicted to impact on catchment yields as well as on the timing of water demand and reliability of water supply.

- Changing climate is likely to alter what we consider to be reliable access to water for consumptive uses as well as for the environment. Continuous improvement of our approach to modelling surface water availability is an ongoing challenge that requires:
  - Incorporating the latest climate predictions;
  - Revising modelling approaches to ensure that models are fit for purpose, reflecting regional geographical differences as required and as adequate information is available;
  - Recalibration of models as required and once sufficient water use information is available; and
• Review of the stream flow monitoring network to identify gaps and priority areas for changes to the network.

• Water capturing activities such as groundwater extraction and in-stream dams, many of which have limited capacity to pass inflows downstream within catchments in the summer, also have the potential to reduce catchment yields or impact the water reliability of other existing users.

• Water delivery systems in some areas of Tasmania have become more complex, with multiple water managers using streams to convey different water products to water users. This has created great benefits for water users and has also increased the complexity of water management arrangements in some areas.

• As surface water catchments reach full allocation, demand for groundwater as an alternative or additional source of water for irrigation and other uses may increase. DPIPWE operates a network of 88 currently active groundwater monitoring bores. The groundwater monitoring network provides an overview of the groundwater resource across Tasmania, however, our knowledge of the extent of the groundwater resource and its capacity to recharge is limited in many areas.

• As competition for our freshwater resources increases, more accurate data on water usage will be required to continue to ensure that the resources can be managed sustainably and equitably.

Competition for access to freshwater resources in Tasmania is likely to grow as demand continues to increase. This has the potential to impact on water supplies for businesses, the environment and the wider community.

A strong water management framework based on best available science and knowledge is essential to balancing commercial, environmental and social demands for access and use of our freshwater resources.

Strategic development to maximise opportunities from water resources

The Tasmanian Government has a strong commitment to irrigation development in Tasmania. Since 2010, 15 irrigation schemes have been constructed with a total capital cost of $418 million, funded by the Tasmanian and Australian Governments and the private sector. These new irrigation schemes provide an additional 100,000 ML of highly reliable water supplies to support growth in agriculture. There have been multiple benefits to farming businesses from this investment including greater commercial certainty and security; flexibility and risk management in irrigation water requirements; and providing for farm business restructuring and modernisation. Ongoing support for irrigation development is also key to enabling Tasmanian farmers to manage the impacts of increasing climate variability. And of course, this has very significant flow-on benefits for jobs and rural communities.

Tasmania also has significant potential in renewable energy, including continued development of wind and hydropower, coupled with more transmission and interconnection. It is anticipated that these developments will drive significant investment and job creation in the next 10 to 15 years, as well as delivering energy security for Tasmania and maintaining downward pressure on power prices for Tasmanians. Emerging market opportunities for renewable hydrogen also hold great promise for Tasmania.
There are competing requirements from water users associated with irrigation, town water, recreation such as freshwater angling, aquaculture, hydro-generation and hydrogen production. As the state’s population grows there will be additional water required for town water supplies, and a growing number of non-rural water-based industries that will need access to high-reliability supplies, placing further pressure on existing water resources. While these issues are already actively considered by DPIPWE, other State agencies and Government Business Enterprises, there are opportunities to engage with key water managers and stakeholders to work together to meet these future requirements and address these complex issues.

Supporting emerging opportunities for innovation whilst maintaining established industries is key to Tasmania’s economic future. Our current water management framework and the actions of the Rural Water Use Strategy support this.

**Effective regulation, strong entitlements and planning**

The water management framework delivers certainty for water users by ensuring that regulation, entitlements and planning instruments work together to:

- Inform individuals about their entitlements and responsibilities;
- Protect the rights of existing water users; and
- Support innovation in the rural water use sector.

Effective regulation and robust entitlement and planning systems ensure that our freshwater systems continue to support the numerous economic, environmental and social values that depend upon them.

Involving local people and communities in water management planning processes and providing opportunities for adaptive and collaborative water management approaches is also a key priority.

**Optimising services**

The Tasmanian Government believes that a water management framework should be integrated, fair and efficient. A key area of potential improvement is modernising the way Tasmania’s water management information is managed. Currently, water management information is stored in a number of historical databases that are poorly integrated. Whilst the databases continue to service the operational and business requirements of the Department, improving our water management information and systems over time will underpin the rights of water entitlement holders, ensure contemporary and transparent decision making, community engagement, water market development, efficient and effective monitoring, reporting and compliance.

It will also be important to continue to look for opportunities to improve the efficiency, consistency and effectiveness of the legislative framework and administrative processes and practices to ensure the management of Tasmania’s freshwater resources remains contemporary and responsive whilst continuing to provide certainty and security for users.
Complementary legislation, policies and plans

Consultation undertaken to develop the Rural Water Use Strategy raised a small number of issues that are outside the scope of the water management framework as it relates to the Rural Water Use Strategy and, rather, fall under the responsibility of other legislative and policy frameworks. These include some issues relating to water quality management, catchment management; and urban water supply security.

Catchment management and water quality management

The Rural Water Use Strategy is principally focussed on actions to facilitate sustainable, fair and efficient access to Tasmania’s freshwater resources into the future under the Water Management Act 1999 (WMA). Whilst water quality is a consideration in executing functions under the WMA, catchment management and management of water quality more generally are principally managed through other suitable frameworks and instruments outside the water management framework as it relates to the Rural Water Use Strategy.

The Resource Management and Planning System of Tasmania (RMPS) sets out the central mechanisms for achieving sustainable outcomes from the use and development of Tasmania’s physical and natural resources. The RMPS is implemented through all Tasmanian legislation which relates to the use or development of Tasmania’s physical and natural resources.

A number of frameworks and legislation are relevant to catchment management and the management of water quality. These are all underpinned by the RMPS and include:

- The Land Use Planning and Approvals Act 1993 which establishes a number of mechanisms governing land use decisions, including detailed planning processes as well as the higher-level Regional Land Use Strategies that set out the long-term planning goals for the three Tasmanian regions;
- The Environmental Management and Pollution Control Act 1994 which is the primary environment protection and pollution control legislation in Tasmania, aiming to prevent environmental harm from pollution and waste;
- Tasmania’s Natural Resource Management Framework and the Natural Resource Management Act 2002 which outlines Tasmania’s Natural Resource Management (NRM) arrangements and aims to coordinate and integrate the State’s NRM efforts; and

NRM includes all Tasmanians and involves Government, the community and industry. The Government is investing in catchment management through programs and activities under the NRM Framework. The NRM Framework also allows for strategic investment from the Australian Government for catchment management programs. Some examples include:

- Supporting the three regional NRM organisations and Landcare to help ensure sustainable production and underpin our brand through initiatives such as the Cows out of Creeks Program and Landcare Action Grants; and
- The Tamar Estuary and Esk River Program being delivered through NRM North in partnership with the Tasmanian and Australian Governments, City of Launceston and West Tamar Councils.


Additionally, since 1994, DPIWPE has conducted broad-scale monitoring of river condition in Tasmania under the River Health Monitoring Program. It employs Australian River Assessment System (AusRivAS) protocols, which focus on macroinvertebrate communities and habitat quality. The River Health Monitoring Program has monitored river health at 60 long-term monitoring sites across Tasmania, and additional sites in project areas, and provides baseline data on river health in the state. In addition, since 1994 AusRivAS sampling has been used by several agencies (e.g. DPIPWE, Hydro Tasmania, NRM regional bodies) and private consultants to assess river condition at more than 900 riverine sites in Tasmania. Collectively, this monitoring provides important datasets that can be used to address a range of questions about the health of rivers in Tasmania.

A review of the River Health Monitoring Program was published in 20182. The review made a number of recommendations for improvements to the program which are currently being implemented.

An action of the Rural Water Use Strategy is to continue the River Health Monitoring Program.

Water quality is outside the scope of the Rural Water Use Strategy and is managed by a suite of frameworks at various levels of government. However, as the Premier’s Economic and Social Recovery Advisory Council (PESRAC) findings and recommendations note, preparation for the future requires prioritisation of frameworks for water resource allocation, security and quality.

**Urban water supply security**

Urban water supply is governed by a range of legislative and regulatory instruments including the principle legislation, the Water and Sewerage Industry Act 2008. Under this Act, the Regulated Water Entity, TasWater is responsible for providing urban water and wastewater services to residential and business customers across Tasmania. TasWater is owned by the 29 local government councils of Tasmania and the Tasmanian Government and has an independent Board of Directors. TasWater is regulated by the following key regulators:

- The Tasmanian Economic Regulator which regulates pricing and standards;
- The EPA which regulates environmental matters such as sewage treatment plant licensing and compliance, and wastewater reuse;
- The Department of Health and Human Services (DHHS) which regulates drinking water quality; and
- DPIWPE which regulates water allocation licensing and dam safety.

Some key factors for urban water supply security in Tasmania include:

- Assessing future urban water requirements;
- Identifying and accessing water sources of suitable reliability and water quality;
- Planning and investment in water supply infrastructure;
- Urban water demand management activities and campaigns and urban restriction management in times of extreme shortage;
- Maintaining water quality of raw water sources to minimise costs of water treatment; and

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Effective regulation and compliance of water use rights is within the scope of the Rural Water Use Strategy and a number of the strategic actions will better support effective regulation and compliance of water use rights including:

- Improved scientific understanding of groundwater resources and the impact of climate change;
- Enhancements to hydrological modelling and monitoring;
- Policies which encourage sustainable reuse;
- Initiatives to increase water trading; and
- Improved administrative arrangements.

Planning and investment in water supply infrastructure and volumetric requirements for water supply; and urban water demand and urban water restriction management, are outside the scope of the Rural Water Use Strategy and are matters which are led by TasWater. Under the Water Management Act 1999, TasWater is required to obtain a licence to take water to supply to urban water users. When the Water Management Act 1999 was introduced, urban water supplies were issued with water licence allocations covering 105% of reported historical requirements. For each licence, two-thirds of the allocation was issued at Surety 1 (the highest level of surety), and the remaining one-third was issued at Surety 5. This means that historically, the larger portion of water licence allocations issued to TasWater were given a higher level of Surety (Surety Level 1) than other water uses meaning that water for essential town water is given priority for use above other consumptive uses such as irrigation.

It is likely that demand for urban water supply will continue to increase in many population centres in Tasmania as the State’s population grows, and as demand grows for industrial and commercial water uses reliant on town water. Growth in urban water demand, along with growth in rural water demand is likely to put additional pressure on Tasmania’s water resources. These pressures and trade-offs are currently managed through the provisions of the WMA, and the Rural Water Use Strategy contains those strategic actions listed above that will better position Tasmania to manage these pressures in the future. These pressures will also need to be managed through prudent planning and investment by TasWater.

Cost-effective access to water for urban water supplies also relies on maintaining the quality of water within drinking water catchments. Diminished water quality can impact on infrastructure suitability, potential upgrade requirements and additional costs. Maintaining the water quality of water resources is a key responsibility for the State and is important not only for urban water uses but also for irrigation water uses, environmental values and recreation. As discussed above, water quality management is not within the scope of the Rural Water Use Strategy but may require further work over time. It should also be noted that ensuring that water within catchments is not overallocated or overused can help to protect water quality. The Rural Water Use Strategy contains actions that will contribute to reducing the risk of overallocation or overuse of water in Tasmania’s catchments.
OUR STRATEGIC ACTIVITIES IN DETAIL

There are many ‘business as usual’ activities the Department of Primary Industries, Parks, Water and Environment (DPIPWE) will continue to deliver that provide good water management outcomes.

The Rural Water Use Strategy sets out the strategies and activities to be led by DPIPWE that will ensure that our water management framework, underpinned by the Water Management Act 1999, continues to support development, investment and the wise use of water in the rural sector and will enhance outcomes for rural water users, rural communities and the environment.

Implementation Plan and Guiding Principles

An Implementation Plan will be developed within 12 months of the release of this Strategy which will provide the specific programs and projects to implement the directions set in this Rural Water Use Strategy.

The activities of the Rural Water Use Strategy will be implemented:

- Through engagement with the community;
- By seeking out partnerships and collaboration;
- By establishing policies and solutions that are evidence-based, understood by the public, and underpinned by effective regulation and enforcement;
- Reflecting an adaptive approach so that as knowledge and technology evolve, policy settings and rules can adapt to a changing climate and other external drivers;
- Such that Tasmania’s freshwater resources will continue to be managed in accordance with the Resource Management and Planning System of Tasmania and the objectives of the Water Management Act 1999;
- In a way that protects the existing rights of water users in Tasmania; and
- Consistently with the principles of the National Water Initiative.

The Strategy will be reviewed after five years from its commencement.
Goal 1 – Sustainable management of Tasmania’s water resources

Better enabling evidence-based policy and decision making by enhancing our understanding of our freshwater resources and the potential effects of climate change

**ACTIONS**

1.1 Seek partnerships and collaborate with other organisations to share, collate and develop information and tools to better understand water availability in a changing climate.

1.2 Consider any knowledge gaps identified through the ongoing Groundwater Risk Assessment and Management Framework project and identify actions to improve our management of groundwater resources.

1.3 Continue to undertake a range of assessments of environmental and ecosystem water requirements that are required to support water resource management and planning.

1.4 Update surface water data and modelling, including updated climate scenarios, by working with BoM, Hydro Tasmania and others to enhance information for water resource management and for water users.

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3 In preparation
Environmental and ecosystem requirements and allocation of water

Environmental and ecosystem water requirements are provided through a number of mechanisms including consideration during individual water allocation decisions; access rules and allocation limits on water licences, and implementation of statutory Water Management Plans and other access rules applied to water entitlements.

Under the WMA, to receive approval for a water allocation on a licence, the application must be consistent with the objectives of the WMA. The Surface Water Allocation Decision Framework (the Framework) and its supporting Guide set out how water is to be allocated as well as the assessments required to support any application. These include water set aside for environmental water provisions. The Framework ensures that the requirements of the WMA are met when water allocation decisions are made, by allocating water to protect environmental values as a matter of priority, with higher priority only given to the maintenance of stock and domestic, fire-fighting and essential town water requirements.

In addition to the environmental water provisions, formal environmental flow assessments have been conducted for 33 catchments across Tasmania, typically in areas where there is greater competition for water resources. In these areas, the assessments have informed Water Management Plans and non-statutory Water Management Statements to guide the allocation of water and to provide local rules for managing water extractions to protect local ecological and environmental requirements.

Environmental flow assessments essentially describe the importance of the flow regime to the aquatic values of riverine systems. Environmental flow assessments are considered along with information about the community’s environmental, economic and social objectives for the river during water management planning activities.

A number of catchments are not covered by a formal environmental flow assessment. In catchments where this is the case and there is competition for water resources that may impact on the environment or on the fair distribution of water between entitlement holders, restriction triggers have been established taking account of on-ground knowledge of water flows and local water management issues.

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Goal 1 – Sustainable management of Tasmania’s water resources

Enhancing monitoring of our freshwater resources

**ACTIONS**

1.5 Undertake a strategic review of hydrological monitoring networks, and where required, expand or upgrade the networks.

1.6 Continue the River Health Monitoring Program.

1.7 Review water accountability and reporting frameworks to strengthen water use and water conveyance measurement and reporting to provide transparency, security and investor certainty.

**Hydrological monitoring**

DPIPWE collects stream flow information from a network of 81 currently active streamflow monitoring stations. Data collected from these stations, as well as some managed by Hydro Tasmania and Tasmanian Irrigation, are used to inform water management. This ensures that the consumptive use of water is in accordance with water access rights and that high surety rights (e.g. essential town water), Part 5 rights and environmental values are also maintained. This information is also used for model calibration, flood warning, and in a range of other water assessments including for environmental water requirements.

DPIPWE also operates a groundwater monitoring network of 88 currently active groundwater monitoring bores. Standing water level and basic water quality are monitored twice a year at these sites.

Monitoring information is available through the Department’s Water Information Tasmania Web Portal.

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Water accountability and reporting

As the value of water, investment in irrigated agriculture and the size of the water market continue to grow in Tasmania, and as water management becomes more complex as different water products emerge, greater accountability is needed. Lack of accountability has the potential to undermine farm businesses and water security for other water-dependent industries if the security and certainty of water entitlements cannot be demonstrated. Contemporary water management, including accountability of water use is also important for protecting the environment, water security for town water and availability of water for stock and domestic rights.

The Tasmanian Water Accountability and Reporting Policy, (2014) sets out accountability and reporting obligations for all water licence holders. The overarching principles of the policy are:

- All water taken from the State's water resources under a water allocation must be accounted for in relation to that allocation and any conditions it may be subject to.
- The method used to account for water taken should be fit-for-purpose, cost-effective and based on a risk management approach.

The water accountability and reporting policy is supported by the Rural Water Meter Policy, the Rural Water Meter Decision Framework and the Tasmanian Meter Standards. The metering policy and framework set out a risk-based approach to decisions about whether meters are required. In catchments where the Department has assessed that the risks associated with water use are elevated, metering of the taking of water has been required on licences.

All licence holders are required by the Water Management Regulations 2019, to keep records of water taken for a period of five years. The Regulations also require licence holders to provide those records to the Department if they are requested to do so. A person taking groundwater must also keep records and report as required.

Where the Department collects water use information, this has mainly been undertaken as part of targeted programs for specific water management purposes. Additionally, there is currently no dedicated database for storing and reporting on water use information.

Better accounting of water conveyance is also emerging as an area that requires attention as water supply systems become more complex and with growing competition for water. In some cases, water is conveyed within watercourses by water management entities such as irrigation scheme operators. In other cases, water is conveyed from where it has been taken and stored by individual licence holders, to where they intend to use the water, or to other downstream licence holders where individuals have made an arrangement to supply water. Conveyance of water must be permitted by way of a Watercourse Authority under the Water Management Act 1999.

Whilst information is collected about water conveyance in the Watercourse Authority permitting process, improved processes and mechanisms to properly account for water conveyance, including the keeping of records, would improve water management outcomes. There are also likely to be benefits to all water users within a catchment arising from timely reporting of water conveyance by Watercourse Authority holders.

Strong accountability measures are an important foundation for having confidence in the water management framework generally, as well as underpinning a robust system of water entitlements. There is opportunity to improve Tasmania’s Water Accountability Policy including strengthening water measurement and reporting systems.

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8 for more information see www.dpipwe.tas.gov.au/water/water-licences/water-meters
Supporting emerging water developments within the framework for water management in Tasmania

**ACTIONS**

2.1 Continue to progress the sustainable irrigation development program led by Tasmanian Irrigation including *Pipeline to Prosperity* Tranche 3 irrigation scheme development and any future schemes or augmentations in partnership with irrigators and the Australian Government.

2.2 Modernise and clarify the legislative framework under which Hydro Tasmania’s water rights and obligations sit, to support Tasmania’s energy future.

2.3 Support ongoing development of policies to encourage water recycling and reuse.

2.4 Support emerging water-dependent industries in Tasmania including a renewable hydrogen industry.

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**Emerging water development**

The water management framework has operated relatively efficiently through a period of significant investment in irrigation infrastructure and the transitioning of irrigation schemes from their build phase to operation. It has also supported significant change and development of water-dependent businesses and provided water security as the population of Tasmania has grown. Additionally, a major water manager in the State, Hydro Tasmania is able to operate efficiently to maximise benefits to the State, and the water management framework has accommodated innovative water uses in the energy space, for example, mini-hydro development. The water management framework has also allowed for Hydro Tasmania to transfer water within Hydro Districts for irrigation and other consumptive water uses. The legislative framework has continued to evolve to adapt to the changing needs of water users and an improved understanding of environmental water requirements.

The water management framework and the actions set out in the Rural Water Use Strategy will underpin strategic and sustainable future water developments and innovation.
Goal 3 – Effective regulation, strong entitlements and planning

Ensuring the water allocation policy framework continues to deliver benefits across commercial sectors and supports delivery of non-financial benefits to environmental and social values

**ACTIONS**

3.1 Review the surface water allocation policy framework to ensure it considers best available science, continues to deliver outcomes in line with the objectives of the Water Management Act 1999, and enhances transparency of decision making.

3.2 Explore options to increase flexibility for water users to manage allocations responsively either through market-based mechanisms or other water sharing and management approaches.

3.3 Explore options to enable greater visibility of allocations, water availability and limits in catchments to help water users and the community to better understand our water resources and to support positive and sustainable water trading.
Water allocation

In Tasmania, water typically is allocated on a seasonal basis (i.e. either winter take or summer take) with a specified ‘Surety Level’ which indicates priority of access. There are eight Surety Levels against which water has been allocated. Surety Level 1 is the highest level of surety.

Allocation limits have been set through historical water allocation projects such as the Water Use Sustainability Project (WUSP) and the Water Use Availability Project (WUAP); statutory Water Management Plans, or through the Surface Water Allocation Decision Framework. The Surface Water Allocation Decision Framework sets out the rules applied when assessing applications for new water allocations on a first come first served basis. The Surface Water Allocation Decision Framework relies on the Water Assessment Tool (the WAT) to assess water availability for Surety Level 5 and 6 allocations (allocations for taking water for ‘non-essential’ town water, irrigation or commercial uses). The WAT is underpinned by rainfall-runoff models that take into account future climate change predictions. Under the framework, water is preserved for the environment, then any existing water entitlements are protected, before making provision for any additional allocations.

Based on the Surface Water Allocation Decision Framework, levels of allocation across Tasmania, and the WAT, most catchments in Tasmania have no further water available for allocation in summer, and in some catchments winter allocations at Surety Levels 5 and 6 have also reached full allocation or are approaching full allocation.

In some limited, discrete areas in Tasmania, summer allocations are still potentially available, however this water, while possibly available in bulk volumes, can be unreliable and is driven by intermittent high rainfall events which provide water for short periods as opposed to constant flows that provide a higher notional reliability for more secure access.

The effects of climate change are predicted to impact on catchment yields as well as on the timing and reliability of demand for and supply of water. Water capturing activities such as groundwater extraction and instream winter-fill dams, many of which have limited capacity to pass inflows downstream within catchments, also have the potential to reduce catchment yields.

There is, and will continue to be, increasing competition for access to freshwater resources in Tasmania. This has the potential to impact on water supplies for businesses, the environment and the wider community.

Ensuring the water allocation policy framework continues to deliver benefits across commercial sectors and supports delivery of non-financial benefits to environmental and social values is a key direction of the Rural Water Use Strategy. The Strategy includes actions to review Tasmania’s water allocation policy, better support water market development and other water-sharing and management approaches, and ensure adaptive and responsive water management planning for sustainable catchment-specific water management outcomes.

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Goal 3 – Effective regulation, strong entitlements and planning

Providing for an adaptive, risk-based water management planning system that is inclusive of stakeholders

**ACTIONS**

3.4 Review the statutory processes outlined in the WMA underpinning risk-based water management planning to ensure that water management planning is timely, adaptive and responsive to water management issues.

3.5 Participate in national strategic policy initiatives on Aboriginal water interests and ensure that Tasmanian Aboriginal people have the opportunity to be engaged in these forums as well as in water planning in Tasmania.

**Water management planning**

The Department applies a risk-based approach to water planning. This risk-based approach recognises that water planning is required in a range of water resource scenarios in order to achieve the objectives of the WMA; however, statutory management plans may not be warranted in all cases. Statutory Water Management Plans are prepared where there is economic, social or environmental complexity associated with water resource management decisions. The process has intensive community input and scientific investigation in order to achieve an acceptable balance in these more complex water management settings. The preparation of a statutory Water Management Plan is resource intensive and can take some years to develop.

In situations where there is a need for catchment-specific water planning documentation but there is less complexity associated with water resource management decisions, the Department has been developing Water Management Statements. Water Management Statements describe how the legislative provisions of the WMA and the policies of the Department are applied in relation to water management for a specified water resource. Water Management Statements are not statutory instruments and are not referred to in the WMA.

The risk-based approach adopted by the Department enables the objectives of the WMA to be met in an efficient and timely way that is proportionate to the water management issues being considered.

A review of the water management provisions of the WMA would assess whether the legislative framework best supports contemporary water management planning processes that are timely, adaptive and responsive, and would identify changes to improve the efficiency and effectiveness of development and review processes for water management planning instruments.

Tasmania is also participating in national strategic policy initiatives which aim to improve Aboriginal people’s engagement in national water reform.
Goal 3 – Effective regulation, strong entitlements and planning

Involving local people and communities in water management within the water management framework

ACTIONS

3.6 Further enhance options available for developing collaborative and community-based water management arrangements such as developing a guide for local water user group establishment and operation.

3.7 Finalise amendments to the Water Management Act 1999 and the Irrigation Company Act 2011 to facilitate opportunities for irrigator self-management of publicly owned irrigation schemes.

Involving local people and other stakeholders

All rights to the taking of water from the water resources of Tasmania are vested in the Crown, with the exception of those rights provided by the WMA and rights in respect of water under Part 5 of the WMA. The Minister for Primary Industries and Water is responsible for administering the WMA including, but not limited to, the licensing, allocation and management of water. Notwithstanding the responsibilities of the Minister, water users are also responsible for taking water in accordance with their licence conditions, their obligations under the WMA and other relevant legislation.

The Department regularly seeks the input of relevant stakeholders into the design of water management arrangements. Enhancing opportunities for collaborative water management with local people provides for adaptive and innovative solutions to complex water management issues.

Any changes to enable greater local involvement in water management will need to accommodate the variability of different catchments and their communities; and allow for flexibility as different groups are likely to have differing degrees of interest or ability to take on these types of responsibilities.
Goal 3 – Effective regulation, strong entitlements and planning

Enhancing water management outcomes where there are multiple water managers

ACTIONS

3.8 Modernise the legislative arrangements for the establishment and operation of water districts.

3.9 Ensure the legislative framework continues to provide for community-led water development such as community-led development of irrigation schemes where appropriate and sustainable.

3.10 Review arrangements to better facilitate sustainable, efficient and effective water management and administration in catchments with multiple water managers.

Multiple water managers

Tasmania has a long history of developing irrigation schemes. In some areas, irrigation schemes were established many decades ago and the management of these schemes rests with the owners of the schemes, often landowners within a scheme area. In the last 15 years there has been significant and rapid public investment in irrigation scheme infrastructure. Alongside this public investment, there has been significant private investment in purchasing water entitlements from the schemes as well as private irrigation schemes and investment in on-farm irrigation infrastructure.

The administration and operation of irrigation districts has evolved substantially since the Irrigation Clauses Act 1973 (ICA) was first introduced. Newer districts are administered and operated in a much more sophisticated way, though at the same time, there are a number of districts still operating in a manner more akin to that provided for when the ICA was introduced. The existing legislation was never intended to deal with the type and nature of irrigation districts and schemes that are now emerging.

Additionally, water delivery systems in some areas of Tasmania have become more complex, with multiple water managers using streams to convey different water products to water users. This has created great benefits for water users and increased the complexity of water management arrangements in some areas. There are now several catchments in Tasmania where multiple water managers may authorise water to be taken from a watercourse, resulting in potentially complex arrangements for water access and management which can lead to local conflicts or pressure on available water. For example, in some catchments, water may be supplied to rights holders by Hydro Tasmania, Tasmanian Irrigation, or a local irrigation trust; individuals may have a water allocation under Part 6 of the WMA; or individuals may transfer water from private storages to other water users under authority of a Watercourse Authority.

As competition for water resources increases, and as water delivery and access becomes more complex, decisions made by individual water managers within catchments may influence water availability for water users and the environment. Whilst the water management framework supports and authorises these various water delivery and access arrangements, there are opportunities to improve information sharing and accountability to better ensure sustainable, efficient and effective water management outcomes.
Goal 3 – Effective regulation, strong entitlements and planning

Further reducing regulatory burden for owners of smaller private dams to ensure the safety of dams whilst minimising the imposition of onerous and financial requirements

**ACTIONS**

3.11 Investigate the appropriateness of the Australian National Committee on Large Dams (ANCOLD) Guidelines for smaller private dams.

3.12 Work with relevant stakeholders to address concerns about the potential for downstream developments to impact on dam risk ratings.

**Dam safety**

Dams and water storages are essential for many water-dependent agricultural businesses as well as for other uses such as town water supplies, mining and industrial processing. Additionally, dams allow farmers to manage natural seasonal variability as well as variability from year to year. For farmers, having water in storage at the beginning of the irrigation season gives greater certainty about their water availability and allows them to better plan their cropping regimes.

The Department regulates the development, operation and maintenance of dams to optimise opportunities to capture water while minimising the impact of dams upon flow regimes and water-dependent ecosystems, as well as ensuring that safety is to a contemporary standard.\(^{13}\)

Tasmania applies the Australian National Committee on Large Dams (ANCOLD) guidelines to a range of activities relating to design, construction and decommissioning and dam safety and emergency as specified in the Water Management (Safety of Dams) Regulations 2015. While the Government acknowledges that many of the ANCOLD guidelines have been developed for large, potentially high risk dams, the principles applied to minimise risk to both the public and the dam owner still apply.

On limited occasions, land use developments downstream of a dam may result in a change to the dam safety rating. This may result in additional engineering and administrative burdens being imposed on the dam owner. Currently dams must be managed by their owner in a way that ensures their adequate safety regardless of the origin of any increased risk. DPIPWE recognises the need to work with relevant stakeholders, to address concerns about the potential for downstream developments to impacts on dam risk ratings.

Enhancing positive and sustainable water market and trading outcomes

**ACTIONS**

3.13 Review policy settings for water trading to provide for positive market and sustainable outcomes for Tasmania’s water resources.

3.14 Explore information requirements to better support water trade and transfer opportunities.

**Water trading**

Water trading became possible in Tasmania with the introduction of the *Water Management Act 1999* and is also supported by Water Resources Policy #2003/2, “Guiding Principles for Water Trading in Tasmania”[^14]. The water trading policy applies to trading water allocations of licences issued under Part 6 of the WMA. In addition to trading in these allocations, it is also possible to trade irrigation rights within irrigation districts such as those administered by Tasmanian Irrigation under the provisions of the *Irrigation Clauses Act 1979*.

Developing water markets has been a key element of water reform in Australia under the National Water Initiative. An effective water trading market can provide greater flexibility for individual water users and assist in ensuring that we make optimum use of our limited water resources. Being able to buy and sell water entitlements where limits on new water allocations have been reached can provide opportunities for new enterprises to access water as well as expand activities. Water markets can give individual irrigators an additional tool to manage water availability risk and increase flexibility in water and production decisions.

To date, limited water trading has occurred in Tasmania and the marketplace tends to be spatially disconnected as a result of the relatively small water catchments in the state. The main use of transfer mechanisms provided for by the WMA are the transfer of water licenses and allocations with the sale of property.

A review of the policy settings for water trading would include looking at whether the current settings are contemporary and fit for purpose in the Tasmanian context, as well as reviewing information requirements for water market participants. This would aim to increase opportunities for water trade and also limit the potential for negative water market outcomes such as speculative behaviour or poor environmental outcomes.

Water trading (continued)

Aside from these transfers, anecdotally, informal water trading may be occurring. It is also evident that Watercourse Authorities are increasingly being used to enable the transfer of water through natural watercourses from dams where water has been taken and stored, to areas where it is needed for irrigation. Parties to these transfers may or may not enter into financial transactions and there is no requirement for information about financial transactions to be reported to the Department.

The following mechanisms will be considered in the Tasmanian context to enhance water market development:

• Review policy settings for water trading, including both allocations of water licences, and irrigation rights.
• Consider legislative and administrative reforms to better support water market development.
• Consider regulatory approaches to limit speculative behaviour in water markets.
• Enhance water use accountability.
• Better communicate access rules and cease to take thresholds, as well as make information on allocations, trade and transfers more readily available.
• Provide reliable and accurate information on water use and allocation.
Goal 4 – Optimising services

Ensuring contemporary and fit for purpose water resource management legislation

ACTIONS

4.1 Identify the suite of amendments to legislation to enhance efficiency, consistency and effectiveness of the water management framework.

Legislative amendments

There are a number of potential amendments to legislation and changes to administrative processes and practices identified throughout the actions of the Rural Water Use Strategy that may improve the efficiency, consistency and effectiveness of the legislative framework. Opportunities for improving the Department’s internal processes and practices have also been identified.

Further work and consultation with stakeholders will be required to determine the detail and scope of any legislative amendments. Some of this work is already underway, for example in relation to self-management of publicly owned irrigation schemes.
Goal 4 – Optimising services

Enhancing water information sharing, transparency and useability

**ACTIONS**

4.2 Commence scoping of a new licensing and permitting platform that will meet the current and future needs and expectations of the community and water-dependent industries for the management of Tasmania’s freshwater resources.

4.3 Investigate options for improved coordination and data sharing between water entities for the efficient management of the State’s freshwater resources.

4.4 Investigate options to update and modernise existing databases to provide a better integrated platform to underpin planning, decision making, and use in strategic development of the State’s freshwater resources.

**Water management information systems**

Industry and agriculture depend on their water entitlements. A contemporary water licensing and permitting system would help ensure ongoing business continuity and help to maximise efficiencies for water resources management, water licensing and permitting, and water use monitoring. Comprehensive and accessible water management data is integral to supporting the sustainable management of Tasmania’s freshwater resources. With many catchments at or nearing full allocation and new irrigation developments coming online, contemporary water information, permit and licensing systems are critical to provide certainty, water market development and resource security to all commercial, environmental and recreational water users.

Consideration of the Department’s water management systems has highlighted a range of improvements that could improve the way the State’s water resources are managed and to better underpin the rights of water entitlement holders.
## Summary of Rural Water Use Strategy

### Actions

#### Goal 1 – Sustainable management of Tasmania’s water resources

1.1 Seek partnerships and collaborate with other organisations to share, collate and develop information and tools to better understand water availability in a changing climate.

1.2 Consider any knowledge gaps identified through the ongoing Groundwater Risk Assessment and Management Framework project and identify actions to improve our management of groundwater resources.

1.3 Continue to undertake a range of assessments of environmental and ecosystem water requirements that are required to support water resource management and planning.

1.4 Update surface water data and modelling, including updated climate scenarios, by working with BoM, Hydro Tasmania and others to enhance information for water resource management and for water users.

1.5 Undertake a strategic review of hydrological monitoring networks, and where required, expand or upgrade the networks.

1.6 Continue the River Health Monitoring Program.

1.7 Review water accountability and reporting frameworks to strengthen water use and water conveyance measurement and reporting to provide transparency, security and investor certainty.

#### Goal 2 – Strategic development to maximise opportunities from water resources

2.1 Continue to progress the sustainable irrigation development program led by Tasmanian Irrigation including *Pipeline to Prosperity* Tranche 3 irrigation scheme development and any future schemes or augmentations in partnership with irrigators and the Australian Government.

2.2 Modernise and clarify the legislative framework under which Hydro Tasmania’s water rights and obligations sit, to support Tasmania’s energy future.

2.3 Support ongoing development of policies to encourage water recycling and reuse.

2.4 Support emerging water-dependent industries in Tasmania including a renewable hydrogen industry.
Goal 3 – Effective regulation, strong entitlements and planning

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Goal 4 – Optimising services

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