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Department of the Premier and Cabinet

TASK FORCE ON LAND RESOURCE MANAGEMENT
IN WESTERN AUSTRALIA

**A REPORT TO THE
GOVERNMENT OF WESTERN AUSTRALIA**

January 1984

Task Force

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Department of the Premier and Cabinet

TASK FORCE ON LAND RESOURCE MANAGEMENT
IN WESTERN AUSTRALIA

25th January, 1984

HON. PREMIER

We are pleased to submit herewith our Report on Land Resource Management in Western Australia.

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1. General

This report outlines proposals for re-organisation of land resource management and administration in Western Australia. At an early stage of the study we concluded that it was impossible to confine it to the South West region because all of the agencies with which we were concerned had staff and responsibilities outside the region. With the approval of the Premier we have therefore made proposals on land resource management and administration which apply to the whole State.

During the period of this study we have been impressed by the competence and dedication of the staff of the government agencies involved in land resource management and administration. We have concluded that additional resources will have to be deployed to achieve effective and acceptable land resource administration and management in Western Australia. However, existing arrangements are not conducive either to the efficient use of resources or the development of community consensus on land use.

2. Land use planning in rural areas

Currently there are few formal mechanisms for co-ordinated planning outside the metropolitan region and relatively few resources are available for land use planning.

We propose:—

- a) the formation of a Department of Urban and Rural Planning, based on the existing Town Planning Department. It would support and co-ordinate land use planning by local authorities through the provision of land use planning skills;
- b) the integration of land use planning for rural areas with controls on management practices through the Soil and Land Conservation Act for prevention of soil and land degradation;
- c) statutory regional co-ordination of local authority planning only where the intensity and range of land uses requires it. We suggest a region based on Bunbury for early consideration.

These proposals would necessitate additional expertise and staff for the new Department of Urban and Rural Planning, and for the Department of Agriculture for land evaluation and soil conservation work.

Since our proposals for better land use planning require further development, it would be appropriate for them to be considered by the Committee of Inquiry into Statutory Planning in Western Australia.

3. Public land management

The Task Force believes that a major improvement in efficiency and co-ordination can be achieved by the incorporation into one organisation of the government agencies concerned with public land management and its associated research.

- a) We propose the formation of a Department of Natural Land Management which would incorporate the Forests Department, the National Parks Authority and the Wildlife section of the Department of Fisheries and Wildlife, and administer the Waterways Commission, the Kings Park Board, the Bush Fires Board, and smaller elements of other agencies involved in land management or natural resources research.
- b) The new Department would be responsible for management, and advice to the Government on disposal, of land currently vested in the Forests Department, the Western Australian Wildlife Authority and the National Parks Authority, and of vacant Crown land and unvested reserves. It would be responsible for land management planning of Rottnest Island and the co-ordination of management of Regional Parks. It would have a Statewide responsibility for management and research for wildlife and it would provide land management expertise to other public agencies and the community as required.

- c) The major features of the new Department would be:
- a Commission consisting of one full-time Director and two part-time Commissioners;
 - policy forming groups within it concerned with recreation in National Parks, Conservation of Nature and Forest Production, each headed by a Conservator;
 - corporate departmental policy formation by the Commission, Deputy Director, Assistant Director (Research) and the three Conservators;
 - operations based on integration of land management services at regional centres throughout the State;

— land management according to plans which would be open for public comment and subject to formal approval.

4. Co-ordination and development of land use policy

We propose the establishment of a Land Resource Policy Council chaired by the Director-General of the Department of Premier and Cabinet and comprised of representatives of government departments who have a responsibility for land resource management or land use. The Council will be serviced by an executive support group. The Land Resource Policy Council's primary role will be to co-ordinate government land use and management policies and to ensure that regional land use plans are in accordance with them.

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CHAPTER 1

Introduction

The Terms of Reference for this inquiry are as follows:—

“To investigate, evaluate and make recommendations consistent with the implementation of Government policy on the most efficient and effective means of co-ordinating the administration and management of land resources in the South West of Western Australia.

In making its recommendations, the Task Force is to report its findings in relation to:

- (1) the structure, functions and inter-relationship of all existing government agencies involved with land resource administration and management;
- (2) a review of all relevant reports on land resource management, with special attention to recommendations upon which no action has been taken;
- (3) the establishment of formal mechanisms by which all interested and relevant parties may contribute to the formulation and implementation of policies on land resource management;
- (4) the form of legislation necessary to give effect to the implementation of its recommendations.”

These Terms of Reference clearly direct us to consider the structure and organisation of government departments concerned with land resource management in south western Australia. We have taken this to mean both departments which manage land vested in them and departments which do not hold land, but influence its management through planning, controls, or technical advice. Thus we have concerned ourselves with forests, parks, reserves and vacant Crown land where management is a direct responsibility of government departments, and coastal, farming, and pastoral areas where the land is owned or held by private interests who are the actual managers on the ground. Our proposals are concerned with planning and management for natural areas (bushland or forest), farming areas, and pastoral areas, and we have referred to these areas as “rural” as opposed to urban areas with which we have not been concerned.

The restriction to south western Australia presented some difficulties, even if loosely interpreted to include the South West Land Division and the Shires of Esperance, Ravensthorpe and Westonia, i.e. the more intensively used land areas of the State. This is because the government agencies concerned with land management usually have responsibilities which are not confined to the south west and their structure and organisation has to reflect this State-wide responsibility. With the approval of the Premier, we have extended our proposals to the whole State.

We have reviewed the large number of relevant reports which have preceded our inquiry. Most of them deal with planning mechanisms rather than specific recommendations for better land management. A list of these reports appears in Appendix 3.

We have given some consideration to land use planning as a basis for management and made some recommendations for improvement before proceeding to the development of proposals for direct land management by State Government agencies.

Our fourth term of reference is concerned with legislation. We have received legal advice that there is no serious impediment to our proposals, and that they can readily form the basis for a brief for the necessary legislation. This should take place after the Government makes its decision on all or part of the Report.

During the Task Force inquiry the Environmental Protection Authority's recommendations on conservation reserves in System 6 have been under final consideration and “A Conservation Strategy for Western Australia” has been prepared by the Conservation and Environment Council for presentation to the Government. Both these documents are of importance to the Task Force and fortunately we were able to examine them in draft form.

In order to give an opportunity for public input to our inquiry we advertised for submissions and also directly invited them from organisations which we believed could be interested. We have received 186 submissions

from organisations, private individuals and government agencies. In addition we have received detailed information from virtually all relevant government departments. Summaries of this information on government agencies is given in Appendix 2. We have made 6 country visits to make on-the-spot inspections and to supplement and share the very considerable background knowledge of government land management activities we

had as individuals. A great number of meetings have also been held with individuals and organisations and these are listed in Appendix 6.

The submissions, visits and discussions we have had have been extremely valuable to us and we thank those people who helped us in this way. We hope that our Report reflects the benefit we obtained from this co-operation.

Land Use Planning and Management of Land Resources In Western Australia

2.1 General

Land use planning may be seen as the allocation of land to tenure and purpose, followed, if necessary, by some form of control of subsequent use and management.

Not all land uses have the same requirements for tenure or ownership of the land. Parks, reserves and forests require long term tenure, and usually public ownership. Farming, housing and industrial uses are generally regarded as requiring a freehold title, and traditionally owners, especially in rural areas, tend to regard their land as their kingdom and their home as their castle. Thus they resist imposition of controls which constrain their freedom of management.

Such land uses as mining and water supply catchment do not generally call for tenure or ownership, but community interest may require constraints on landholders if the mineral or water resource is to be assessed, protected and used. It should be noted that conservation and recreational values of the countryside are like mining and water supply, in that they may also require constraints on land holders. Conservation also holds open future options for other uses. In general, need for controls or sharing of resources increases as competition for use of the land increases.

This was soon realised following colonisation, thus only the land titles resulting from alienation in the early stages of European settlement in Western Australia carried the rights to minerals lying beneath the surface and some of these persist to this day in for example the Toodyay district. A system of mining tenements has now developed which governs access for mineral exploration and mining to land held in a variety of tenures, both public and private. Important water resources were protected by preventing release of Crown land or buying back land

where this had already taken place. A system of "water reserves", which does not imply tenure, has developed as a means of controlling land use practices in specified areas for the protection of water supplies. Thus the principle of constraints on land management for purposes seen as important in the public interest has long been accepted in Western Australia. Conservation and protection of the land resource itself is clearly such a purpose, and its recognition in rural land management is a major objective of our proposals.

2.2 Public and private land

It is useful to make a distinction between publicly owned land and privately held land. In respect of the former, the purpose is generally fixed. Planning and management may be arranged through the departments or other agencies holding the land on behalf of the Crown, with proper provision for co-ordination and consultation of community interest through publication of planning documents.

In respect of private land, there may be changes in purpose, and possibly ownership, as development proceeds. Thus there are numerous land holders with responsibility for management and who trade in the land as property, at times with the intention of development. This situation can be controlled by public planning procedures with their provision for publication of planning schemes and public response to them. This system is best developed for urban areas. We are concerned to see it improved and effectively extended to rural land.

2.3 Alienation of Crown land

The primary means of allocation of land to public or private use are the processes of alienation, by which land passes from Crown ownership to

freehold or leasehold, or is reserved to the Crown for particular purposes. Alternatively it is left uncommitted for the time being, the so-called vacant Crown land. This leaves the purpose of Crown reserves and leases determined, and the unallocated Crown land defined. In contrast, freehold land presents a pattern of changing use, particularly at the urban fringe, where intensity of use and development of new demands tends to increase.

The primitive colonial system of land allocation through alienation was, in the main, administered by a Surveyor General, and land evaluation was, and still is to a large extent, the responsibility of land surveyors. The same agency remained the custodian of unallocated land, known as "vacant Crown land", a term which is now perhaps inappropriate in view of society's recognition of its value and the need to reconcile claims on it such as aboriginal land rights, conservation of flora and fauna and the potential of even the most remote areas for the supply of mineral resources. Thus, the Department of Lands and Surveys became, and still remains today, a lead agency in many land developments, including the release of Crown land for agriculture. This is a role which we question later.

2.4 Development of the system of planning and management

With time, other agencies as well as the Department of Lands and Surveys became involved in land use and management, usually with a single purpose. Major areas of forest land reserved to the Crown became the responsibility of the Conservator of Forests to ensure the orderly exploitation of the forest resource, and to protect it against the inroads of an expanding agriculture. Parks and reserves became the responsibility of the authorities set up by statute for the purpose. Water supply was the responsibility of a public works agency, with a strong engineering tradition.

Farming was the business of the settler himself, but increasingly supported with technical advice by a Department of Agriculture which had to develop a research capacity so that

suitable systems might be evolved. Because agriculture had a great potential for land degradation over wide areas, the Soil Conservation Service became an integral part of the Department of Agriculture.

A Mines Department was required initially to encourage and control exploitation of the State's mineral resources. It soon assumed a responsibility for broad scale mineral exploration, though much exploration and detailed evaluation was, and still is, left to private industry. It encourages and regulates mining activities.

Other agencies were established over time, among the most recent being those concerned with environmental protection and public recreation. The result, today, is a number of single purpose departments, often with statutory responsibilities which are conflicting, putting them at times in competition with each other. Despite this, the level of informal co-ordination and co-operation between agencies is a well known and often admired feature of public administration in Western Australia. However, in the absence of formal arrangements there is always the risk of failure under pressure of ever increasing land use conflicts as the State develops.

This brief review deals essentially with the imposition of European settlement and styles of land use on the land resources of Western Australia. It is a matter of history that the interests of the Aboriginal peoples have been subordinated to those of the new settlers, and that the Aboriginal appreciation of land characteristics and the part they play in Aboriginal culture have not been recognised. These matters are now the subject of the Aboriginal Land Inquiry commissioned by the Government, which may be expected to bring about changes in the tenure of land reserved for the use of the Aboriginal people, or to which they are successful in laying claims for ownership.

2.5 The need for land use planning

Management of public land, already committed to its formally designated

purposes, is subject to planning by the agencies responsible. The State Forest has a well developed land use plan published in the Working Plan and periodically reviewed. Management plans for National Parks and Nature Reserves are beginning to be produced, though the work is limited by inadequate staffing. In later Chapters we make proposals aimed at increasing the level of consultation of community interests in the future development of management plans for the public land estate as a whole.

However, land use planning assumes even greater importance in the management of private freehold and leasehold land in rural areas. Figure 2.1 shows that a very large proportion of the rural land in Western Australia is in private hands, roughly 6% as farmland and 38% as pastoral leases.

Here the role of government departments can only be indirect through inputs to planning, administration of controls on management, and through technical advice and extension. For these to be effective, an accepted planning framework is essential.

For the predominantly farming and pastoral rural areas there is little or no formal planning of land use in the sense of matching use and land capability, or control of management practices likely to cause degradation. This deficiency is even more serious in the coastal areas of the south west, where urban, industrial, residential and resort developments and increasing recreational use are in competition for the land resource. This is despite the fact that there are mechanisms available, which have not been fully exploited, in the powers possessed by local authorities to develop planning schemes, and the potential of the existing soil and land conservation legislation to impose management controls where necessary to prevent degradation.

We believe that these mechanisms have the potential to substantially improve land use management in the private sector, including both the farming and pastoral areas, through better matching of use with land capability and the prevention of undesirable or damaging land use practices.

2.6 Current land tenures

Figure 2.1 shows the State-wide distribution of land tenures, the result of the land allocation procedures already described. Western Australia could now be said to have reached the end of the pioneering stage, in that most of the land suitable for alienation has passed into private ownership. There remains, however, a large public land estate with substantial areas reserved or under consideration as State Forest, parks, and reserves for various purposes. Land for pastoralism is leased while remaining in Crown ownership, and land unsuitable for use, mainly in the central arid zone, remains classified as vacant Crown land. Very extensive areas fall into Aboriginal Reserves, and a number of pastoral leases are held by Aboriginal communities, together with a certain amount of freehold land. They may acquire additional holdings whether as reserve, leasehold or freehold following the Aboriginal Land Inquiry.

As can be seen in Figure 2.1, even in the more intensively used south western corner of the State, roughly within the 300mm isohyet, there is still a significant amount of vacant Crown land. There is pressure for further alienation for farming in marginal areas in the south east and south coastal areas, and there is a significant enclave of forested land near Rocky Gully which is at present unallocated to use, but with potential for water protection and supply.

Thus the final stages of the first round of alienation and reservation involve an increasing degree of competition for the useful Crown land remaining in the settled areas, and a growing need for planning and management controls on land already committed to a range of uses.

The Department of Lands and Surveys has only a custodial role for unallocated land, and little capacity for land management for production or protection, and even an inventory of the land held in this way throughout the State is a formidable task. Further alienation is often the subject of pressure from development interests, both public and private, and from local authorities, who see Crown land as a

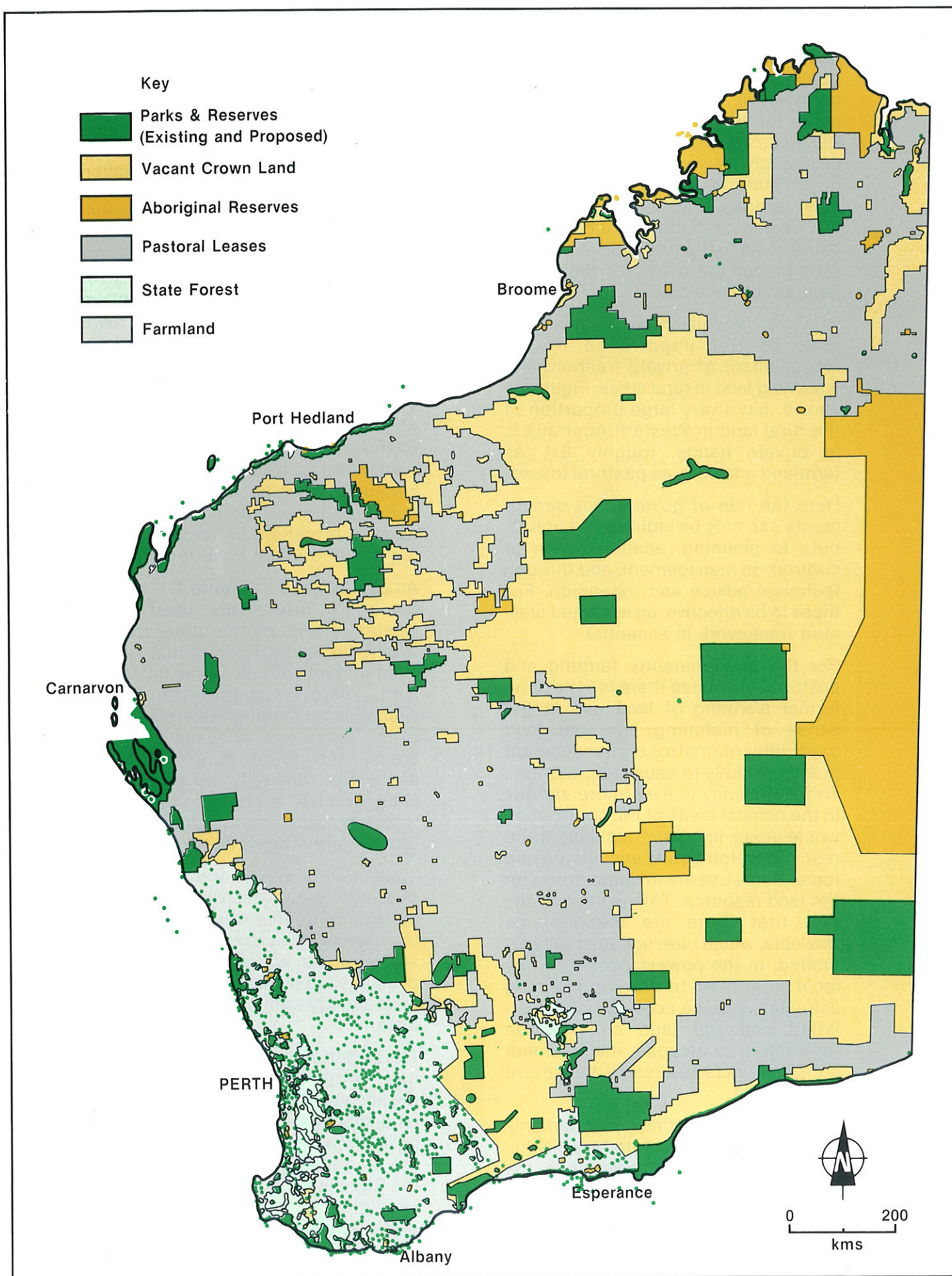


Figure 2.1 Land Tenure and Purpose in Western Australia.

low cost resource. This it certainly is not, especially in developing areas where land is becoming a scarce commodity.

The pattern of tenures and the level of competition for use of the land resources clearly varies from region to region, and calls for different combinations of planning, regulation and technical advice and extension. Three main areas may be distinguished: the coastal and high rainfall areas of the south west, the predominantly farming areas, and the inland arid area which has a great extent of pastoral leasehold and vacant Crown land.

2.7 Co-ordination of planning and development

With the post-World War II expansion of agriculture, industrial growth and mineral development, the problems of land management increased and many agencies were set up and legislation enacted to respond to situations as they arose. A list of the agencies involved in land use is provided in Appendix 1.

The need to co-ordinate the interaction of the private sector with government departments in major developments led eventually to the formation of the Department of Resources Development which provides a single point of contact between the Government and the developers. The departmental head, as Co-ordinator of Development, convenes the Planning and Co-ordinating Authority which was originally intended to co-ordinate the participation of government agencies in major regional developments.

Greater environmental awareness and the establishment of the Environmental Protection Authority (EPA) in 1971, broadened the basis for planning and co-ordinating development. The Environmental Review and Management Programme (ERMP) procedure enabled evaluation of environmental effects, allowed an opportunity for public comment, and co-ordinated responses by government agencies to proposals for development. But the major question of location of large developments is not effectively addressed by the procedure, since the developer is often already committed to a site before a

project is brought under consideration by an ERMP.

These and other departments and agencies have become *de facto* land use planners in that they guide the location and conditions for the control of major developments. With hindsight, it can be seen that the task might have been better done with the benefit of an adequate appreciation of the nature and value of the land and other resources affected, and community interests might have been better protected if there had been a better formal mechanism for their consultation.

2.8 Attempts to improve land use planning

Awareness of inadequacies in the State's planning mechanisms was evident in 1952 when the Government of the day appointed Professor Gordon Stephenson to prepare a plan for the Perth-Fremantle region. In 1955 Stephenson and Hepburn recommended that a regional planning authority be established to prepare a regional statutory plan for the area surrounding Perth and Fremantle. The Authority (now the MRPA) and its plan would co-ordinate and guide major development functions in the area.

More recent reviews of deficiencies in planning mechanisms have taken either a broad approach, as in the Graham Report (1977) which recommended statutory planning throughout the whole State, or they have concentrated on solutions for particular areas. Reports resulting from these reviews are listed in Appendix 3. Most of them advocate the setting up of a new planning organisation. The Graham Report recommended a three tier system of planning at State, regional and local levels. Stanford Research Institute (1978) and the Darling Range Study Group (1982) suggested the setting up of co-ordinating committees with executive staff support for the Darling Range, reporting to the Premier; and recent unpublished reports by a senior town planner, Mr D. Collins, made recommendations for centralisation of Government involvement in land development and management. None of these recommendations were implemented.

Nevertheless, over the last decade or so, governments have taken some action in response to land allocation problems in respect of rural land.

The Working Group on Land Releases, an *ad hoc* committee of public servants convened by the Department of Conservation and Environment (DCE), was set up to advise the EPA on the environmental aspects of releasing Crown lands for agriculture. The Working Group has been chaired by the Assistant Surveyor General of the Department of Lands and Surveys, with membership from the DCE, the Department of Agriculture and the Department of Fisheries and Wildlife. With suitable land becoming increasingly scarce, pressure to release marginal land, often with inadequate information, has increased. The matter is now before a Cabinet Subcommittee which is reviewing agricultural land release policy, assisted by a Working Party comprising the members of the Working Group on Land Releases and a representative from CSIRO.

Another *ad hoc* activity arises from the recommendations of the Conservation Through Reserves Committee for allocation of land to parks and reserves throughout the State. In the lower south west and south coastal areas, informal working groups convened by the Department of Conservation and Environment have been set up to advise the EPA on vesting and management of coastal reserves. Subsequent recommendations by the Authority, if accepted by the Government, are then implemented by the Department of Lands and Surveys. Due to local influence on the Working Groups, such a procedure could result in undesirable vestings of valuable natural areas and inadequate management.

2.9 Conclusion

In summary, the present system of land use planning and management bears the marks of its colonial history, in that public land tends to be the province of competing and powerful government agencies, with little formal co-ordination. While there is a gradual acceptance of the need to consult community interests including those

of Aboriginal people, formal means of doing so are not well developed. Boards and Authorities on which the public may be represented are often dominated by government departments, commercial interests, or both.

Our terms of reference direct us to examine the structure and functions of government agencies and other authorities concerned with land resource management. Our proposals therefore are concerned with changes we believe to be needed to the organisation of government services in the land management area. They do not, in themselves, entail changes in established land uses and tenures, security of purpose nor in existing legislation and policies affecting the activities of land holders in the general interest. But since government agencies should, and do, play a large part in development of policies, our proposals will almost certainly lead to such changes in the future, with proper consultation of the parties affected.

We see a need for substantial improvement in procedures for the allocation of land to use. For a proper basis for the disposal of Crown land, its alienation, and its subsequent management while reserved to the Crown or unallocated, we believe that there should be a government agency competent to evaluate the potential of land for development, for production, or retention in its natural state.

Government agencies affect the management of private land through their inputs to the public planning process, through regulation of land use by means of such devices as water reserves and mining tenements, technical advice and extension in farming and pastoral areas, and finally, directly through the imposition of management controls by means of leasehold conditions, and under the Soil and Land Conservation Act, the last two being very powerful, but seldom used. We believe that effective public planning of land use is required in rural areas as a framework within which government departments may play a part in influencing the activities of private land managers.

Thus, in Chapter 4, concerned with the management of private land in rural areas, we propose the strengthening and expansion of departments concerned with land use planning and management in rural areas. Such planning should, of course, take account of the purpose and function of public land.

Then, in Chapter 5, we propose the formation of a single agency responsible for the management of all significant areas of public land in rural areas, dedicated to parks, reserves, forests, and the unallocated Crown land, and possessing the necessary technical skills.

It will, therefore also be the agency best qualified to advise the Government on the value of public land in its natural condition prior to its disposal and allocation to use.

Finally, improved means of ensuring proper consultation of community interests in the development of policies with respect to land resource management, and the co-ordination of the functions of the departments whose activities are affected are dealt with throughout the Report, but brought together in Chapter 6.

CHAPTER 3

Current Land Management Arrangements

In this chapter the efficacy of current government arrangements for land management will be discussed according to a range of land uses. It is not easy to determine land use by area because many areas have multi-

ple uses, but in Table 3.1 below a list of land areas, dedicated by purpose, gives some idea of use (i.e. State Forest will be timber production plus recreation etc.).

Table 3.1. Categories of Land in South-Western Australia (the South West Land Division plus Esperance, Ravensthorpe and Westonia Shires), and total for W.A.

Land Category	South West		all W.A.	
	Area (mill. ha)	Percent total	Area (mill. ha)	percent total
Agriculture	17.5	59	19	7.5
Pastoral Lease	2.0	7	95	38
Vacant Crown Land	2.9	10	108.5	43
State Forest	2.0	7	2.0	0.8
National Parks	1.1	4	4.6	1.8
Nature Reserves (vested in WAWA)	0.8	2.7	9.7	3.8
Road Reserve (estimated)	0.5) 1.7		
Other Reserves:				
• Unvested	0.3) 1.0	Not available	
• Vested in local authorities	0.21) 0.7		

3.1 Management of public land

The management of public land is determined directly by government policy and this is currently arranged through a number of agencies including the Forests Department, the National Parks Authority, and the W.A. Wildlife Authority (through the Department of Fisheries and Wildlife). Much of this land is used for multiple purposes, including timber production, nature conservation, recreation, water supply and mining.

3.1.1 Timber production

The prime purpose for which the two million hectares of State Forest was first dedicated was to preserve it as a permanent source of sawlogs for the timber industry. In recent years the growth of population and disappearance of other areas of virgin land

and forest have brought about changes in priority of use for the State Forest — and these priorities are still being discussed in the community. These arguments have tended to exacerbate the difficulties of management for timber production.

The State Forest consists of hardwoods with two main sawlog species, jarrah (*Eucalyptus marginata*) and karri (*E. diversicolor*). The slow growth of these hardwoods means that the rotation time is a minimum of 100 years for karri and longer for jarrah. Large scale forest exploitation only started about 100 years ago, and dedication of the State Forest only started in 1928. The present cutting rotation for karri was established less than 20 years ago and at present no similar silvicultural rota-

tion is available for jarrah. Because the forest has been under deliberate management for only a short time it is not surprising that the question of management for sustained yield is still a difficult one. The State Forest is not yet in a managed equilibrium system because until recently it had substantial areas of "old growth" which has a very low increment relative to its standing volume. There have also been changes in management systems, timber demands and areas available for timber production which have compounded the problem.

The State Forest is managed by the Forests Department whose management of the forest for timber production is considered to be very satisfactory. What is less satisfactory, however, is the way in which the Forests Department, which carries the responsibility for the management of the forest, has been drawn away from its role as forest manager and into the role of a government "timber bureau". There has been a tendency for the Forests Department to be given, or to take, responsibility for present and future timber supply to the State and even to the State's timber industry (including export). This has led to the Forests Department's programme of pine plantings to make up for a predicted future deficiency in hardwood supply. The role of the Forests Department in pine growing research (which has been very successful), and plantation management is a proper one, but it should not be forced into the role of promoting pine plantations at the expense of indigenous forests.

We believe it is inimical to good forest management to place responsibilities on the forests managers to achieve production targets, in kind or quantity, which have been generated from considerations outside the forest. The condition and nature of the forest should determine appropriate cutting levels.

The Forests Department has been well led, well staffed and receives adequate resources (see Appendix 2). The management of the forest for timber production reflects this satisfactory situation.

3.1.2 Conservation of nature

The management of public land for nature conservation is shared between a number of government agencies. A prime responsibility is held by the Department of Fisheries and Wildlife which carries three separately identifiable responsibilities.

The Wildlife Research branch carries out studies on indigenous vertebrates and plants. The staff is small and is necessarily restricted to investigating certain species or ecosystems at any one time. Much of the work is carried out on reserves under the control of the Department. Although the quality of the research is good there are not enough scientists to provide adequate coverage of the disciplines and areas of work required. Logistical support is also inadequate.

The Reserves Management branch gives management attention to the nature reserves which total more than 9 million hectares in W.A. The branch has little ground management capacity. It is currently giving considerable attention to the development of management plans which are prepared on a consensus basis with local landholders. Because the research base is still inadequate the management plans do not usually result from specific research and are general in nature.

The Wildlife Investigations branch is responsible for protection of wildlife under the Wildlife Conservation Act and has a widely dispersed staff whose duties are mainly inspectorial.

The Forests Department carries out fauna and flora research in the State Forest and manages it for nature conservation where this is a priority, to the extent that research information is available. The Department of Fisheries and Wildlife do not work in the State Forest because they do not have sufficient resources for an area where they consider other resources are available. Fauna and flora research carried out by the Forests Department has not yet been incorporated widely into forest management outside flora and fauna priority areas. Detailed management plans are not publicly available for the State Forest. Co-ordination of

wildlife research activities between the Forests Department and the Department of Fisheries and Wildlife has not yet been adequate in the opinion of the Task Force.

The National Parks Authority has a role in nature conservation in that it manages 4.6 million hectares of National Parks including over one million hectares in the south western part of W.A. These National Parks provide an important habitat for wildlife. The Fitzgerald River National Park, for instance, is an international biosphere reserve, one of only two in Western Australia. The National Parks Authority has some management capacity through its rangers who are mainly concerned with public use of the Parks and who are located in the Parks.

These rangers have no formal training in biological science and receive virtually no supervision from professional staff because the Authority is so short of such staff. The Authority has little capacity for scientific research for the same reason.

Because of its inadequate scientific staffing the National Parks Authority has not yet prepared management plans for all of its Parks.

Other natural areas in Western Australia which provide for nature conservation include vacant Crown land and the many reserves either unvested or vested in local authorities under the Land Act. The Department of Lands and Surveys arranges for some minimum management (firebreaks) for some of these areas.

A number of other government agencies have interests in nature conservation including the Department of Conservation and Environment, the Museum and the Herbarium. None of these have responsibilities for ground management. The Kings Park Board and Rottnest Island Board both manage natural areas and the former has adequate skilled staff to ensure that the needs of nature conservation are met. The main responsibility of the Kings Park scientific staff is in relation to the Botanic Garden which is managed by the Board. In contrast Rottnest Island Board does not have a capacity for scientific supervision of land

management and due to heavy public use much of the natural land is seriously degraded.

3.1.3 Recreation in natural surroundings

Public recreation in natural surroundings requires adequate areas of natural land in good condition, preferably with attractive features. The National Parks Authority has a major responsibility for providing such land. It manages National Parks for use by people, but endeavours to minimize the impact of that use on the natural values of the area and also to keep part of the area as a "reservoir of conservation values". In comparison with the large areas it manages, the National Parks Authority lacks trained staff with specific skills in recreation areas and is short of staff for ground management.

The Department of Fisheries and Wildlife, in their management planning for nature reserves, suggest that some of these will have value for public use. However, there is little capacity in the Department to manage such reserves for this purpose.

The Forests Department shares with the National Parks Authority a major role in recreation because the State Forest is close to population centres and has attractive natural features. Although the Forests Department has started to accept this role explicitly in recent years, insufficient resources have been devoted to it so far. It has some professional officers with post-graduate training in this field and recent forestry graduates have had some training in recreational use of natural areas. The Forests Department does not provide "ranger" supervision in weekends when public use is at a maximum.

The Department for Youth, Sport and Recreation has the principal government responsibility in the State for recreation in general. It manages accommodation in areas of natural interest, mainly for the benefit of clubs who wish to enjoy such surroundings, and some associated land.

Local authorities also participate in programmes sponsoring recreation and there are quite a large number of community recreation officers

employed by them. Local authorities have the largest role in management of recreation areas for intensive use but do not usually have special arrangements for managing natural areas.

A number of boards such as those for Kings Park and Rottnest Island manage recreation areas in natural condition.

The recreational use of waterways is partly provided for by the various management authorities (Swan River, Peel Inlet and Leschenault Inlet) under the Waterways Commission although navigational control is exercised by the Department of Marine and Harbours. Management authorities are currently restricted to the Swan River and the Peel and Leschenault Inlets. There may be a case for including other inlets and rivers such as the Murray and Blackwood. Currently their activities are limited because they have no control over the land adjacent to these waters.

3.1.4 Water supply

The Public Works Department and the Metropolitan Water Authority carry the main responsibility for evaluating, planning and monitoring water resources. The merger of these water supply authorities into a new integrated unit will clarify the responsibility for water resource management and the statutory establishment of the Western Australian Water Resources Council in 1982 provides a vehicle for some additional input into policy development.

Arrangements for management of water catchment areas in the State Forest are made between the water supply agency and the Forests Department. Although these are generally satisfactory in achieving the management required it appears that there may be some overlap of activity.

Management of water supply catchments or water reserves on private land may be carried out under controls imposed under legislation administered by water supply agencies. In the absence of long term land use planning these controls may provide an arbitrary and complex framework within which individual landholders have to plan their management.

3.1.5 Mining

Mining can affect other land users through its requirement for access for exploration over wide areas and for subsequent exploitation in relatively restricted areas. This is regulated by the Mining Act and some Special Agreement Acts. The State has control over access for exploration and mining on public land subject to some protective provisions under the Forests Act and the Land Act.

The principal land management activity associated with mining in public land is the restoration of mined land.

Both the Mines Department and the Department of Resources Development are involved in this activity, the latter through their general responsibility for the Special Agreement Acts. The responsibilities are generally delegated to a committee if special provision has been made. The Mineral Sands Rehabilitation Co-ordinating Committee and the Collie Coal Mines Rehabilitation Committee have variable records of achievement, the success of which appear to be very much influenced by the attitude of the miner concerned. The Task Force is aware that there have been changes in these committees recently, the impact of which it is too early to judge. However even the expensive and thorough programme of rehabilitating bauxite mining pits needs much better definition of rehabilitation objectives from the Government.

In respect to some mining activities and exploration activities in particular, there does not appear to have been any endeavour to rehabilitate the affected land at all. Such rehabilitation should not be done at public expense but public agencies should be involved in setting rehabilitation objectives and giving technical advice.

3.2 Management of private land

The tradition of private ownership of land tends to minimise the role of Government because of the resentment of any interference with the rights of the land owner. However the Government has exercised some controls and accepted some responsibilities where it believed that actions on the land influence public interest elsewhere (as with clearing controls

for water supply protection) or could seriously diminish the land resource in the future (as with action to impose restrictions under the Soil and Land Conservation Act). The Government also accepts the responsibility for technical advice on management of private land in respect to activities such as agriculture. These activities should be carried out within a suitable land use planning framework. This is not yet available for rural land outside the Metropolitan Region.

3.2.1 Agriculture

Agricultural land in Western Australia is privately owned and is managed by the landowners of whom at least 95 per cent are also the farm operators. Although farmers have the capacity to manage their land and are often concerned with the future as well as current profitability, they are restricted by their artificial boundaries of tenure and by their state of knowledge. In many cases, better management of the land will depend on further research to devise new methods or determine the long term consequences of alternative practices.

The Department of Agriculture carries the major government responsibilities for agriculture and provides research, advice and regulation where legislation requires it. Its resources have not kept pace with increasing demands for improved technologies which have been generated by the international cost price squeeze on agricultural exports.

However, it has reallocated existing resources in an endeavour to maintain a high standard of research into production technology. The Department of Agriculture has a strong association with farmers and economic production from their land, but as a public agency it must also give priority to the long term public interest in land and soil conservation.

Recent emphasis of aspects on land management such as the effects of increasingly intensive cropping, wind erosion, and soil and stream salinity has intensified demand for further research into stable farming systems. The Soil and Land Conservation Act, administered by the Department of Agriculture, could be used to promote

improved management practices; but if Soil Conservation Districts become widely established, current resources would not be able to service them either in a research or administrative capacity.

Farmers are currently very interested in tree planting on cleared land, mainly to reduce wind erosion, but also for livestock and aesthetic reasons. The arrangements by the Forests Department for advising on tree planting are not meeting present demands by farmers. Similarly there is an unfilled need for advice on the management of natural areas.

The Agriculture Protection Board (APB) carries out regulatory and research activity in respect to various pests of agriculture, particularly weeds and pest animals. Its weed research activity is amalgamated with the Department of Agriculture's weed research but its fauna research group works as a separate unit although it collaborates with the Department of Fisheries and Wildlife. It has a very widespread network of inspectorial staff throughout agricultural and pastoral areas and these are used to carry out a variety of regulatory functions as well as actual land management activities such as spraying declared weeds on public land. The extensive network of APB regional staff (see Appendix 2) represents an important government resource for contact with the rural population and land areas. The regional staff of the APB share accommodation with the Department of Agriculture.

3.2.2 Pastoral grazing

Pastoral land is held under lease from the Crown and management is by station owners or their employees. Much of the pastoral industry is under severe economic pressure due to the declining grazing resource, declining prices and increasing labour costs. Economic pressures make it almost impossible to avoid land degradation in dry seasons and management options are restricted by lack of alternatives and distances from markets. Scientific back-up lies in the Department of Agriculture. The level of research input is low in relation to the land area but this is an intrinsic problem of low pro-

ductivity industries such as pastoralism.

The regulation of aspects such as stocking rates and removal of vegetation is by the Pastoral Board with its support group of pastoral inspectors and clerical officers located in the Department of Lands and Surveys.

This regulation has not been effective in the past even though the initiatives undertaken in relation to carrying capacity have engendered bitter opposition from some pastoralists. A new structure has recently been adopted in which the emphasis is to be placed on monitoring the condition of the rangeland and using peer pressure as the main stimulus for improved management. This will place more emphasis on the need for scientific skills in the future and an increasing responsibility on the Department of Agriculture.

A very large proportion of the land area of the State is used for comparatively little pastoral production (compared with agriculture). It is therefore essential that the pastoral industry should be critically assessed to see where it is causing land degradation. The present composition of the Pastoral Board is not entirely appropriate to this responsibility because it does not have membership representing the interests of conservation and other alternative uses of the leased areas such as tourism, water supply and mining.

3.2.3 Water supply

The management of private land in public water supply catchments has been difficult because there is often a clash between the interest of the landowner and the public interest in water supply. Controls have been established over such areas under water supply legislation.

The management of these areas by a combination of the landowners' normal farming practices plus clearing controls and other prohibitions under water supply legislation does not seem likely to provide the best result for either party. There has been insufficient co-ordination between the Department of Agriculture, Forests Department and the Public Works Department in an effort to find overall

management compromises which might be better for the landowner and water supply. Skills which are resident in the Forests Department and in the Department of Agriculture should be deployed together with hydrologists and water supply engineers to develop land management systems favourable for water supply and acceptable to the farmer.

3.3 Conclusions

3.3.1 Classification of parks and reserves

Here, and in other Chapters, the multipurpose nature of the public land estate has emerged as an important consideration. Dedicated purposes cover a wide range including Nature Reserves primarily for conservation of nature, National Parks for public enjoyment of natural areas, and reserves created primarily for public recreation with a substantial degree of development of facilities for intensive forms of recreation. There are, of course, other reserves, often vested in local authorities, for such purposes as gravel pits or rubbish tips, but we are here concerned with those to be maintained as natural areas for conservation and recreation.

These reserves vary in respect of their security of tenure and purposes according to their designation as class A, B and C, class A being most secure in that a change in purpose requires consent of both Houses of Parliament, and to permit an incompatible use, e.g. mining, would be contrary to the vesting order. In addition, the Mining Act prevents mining in class A reserves and all National Parks in the South West Land Division and the Shires of Esperance and Ravensthorpe.

The State Forest contains Management Priority Areas (MPA's) dedicated to conservation and recreation. The Environmental Protection Authority in its recommendations to the Government on conservation and recreation has consistently argued that although the Forest as a whole may have sufficient security of tenure, the security of purpose is insufficient, and recommends in respect of the conservation and recreation MPA's, that they be made equally secure with class A reserves. Their recommendation is

subject to a review of competing demands on each MPA affected, which should also apply to any new conservation or recreation reserves proposed for establishment under the Land Act. When this review has been completed and the boundaries of these reserves have been finalised, we recommend they be given class A status and vested in the National Parks and Nature Conservation Council (see Chapter 5).

We believe that the present system of classification as National Parks, Nature Reserves and Management Priority Areas for conservation and recreation in the State Forest is inadequate for a number of reasons:

- It does nothing to define the relative importance of areas of land proposed for addition to the system, and hence the degree of security which may be required. As a result, there is opposition from all interests concerned with competing uses to any extension of the system.
- It is inadequate for the precise definition of management objectives, a necessity for efficiency.
- It is inadequate for classification in respect of significance at the national, state and regional or local level, and hence allocation of responsibilities for funding.
- It does not provide for those areas of land coming into public ownership as a result of the "reservation" procedures of planning authorities, local and regional, providing for open space in developing areas. While the general purpose of these areas is public amenity, they have a substantial conservation and recreation component.

Several ways of improving the classification of public land to meet these deficiencies have been suggested to us, including that recommended by IUCN. Some of the relevant suggestions are summarised in Appendix 5.

The Task Force has been unable to address this problem in the time available.

We advise that this is a task to be undertaken as a matter of urgency, and that the new Department of Natural Land Management (see Chapter 5) should be given the responsibility for it.

3.3.2 Duplication of activities

Where two organisations provide staff and facilities in one area to do similar tasks on different pieces of land there may not necessarily be duplication but there may well be inefficiency. Certainly where total resources are scarce it can lead to duplication of representation in one area and complete absence of representation in another. The same thing can occur with major equipment such as fire-fighting units. A number of the agencies involved in government land management activities are concerned with fire-fighting, including the Forests Department, the Bush Fires Board, the National Parks Authority and the Department of Fisheries and Wildlife. They all have fire-fighting capacity but are only co-ordinated in times of an emergency or in regard to special area plans.

There are many other activities in which several government agencies are involved on different pieces of land in the same region. Such situations would usually be improved by some rationalisation or co-ordination of the activities between the agencies.

3.3.3 Professional staff

Good land management requires trained professional staff to understand the characteristics of the land and plan its management, and skilled operators to carry out the plans and recognise problems. Most of the types of staff are currently available in the various land managing agencies but they are unevenly deployed and insufficient in total numbers. If the services of key professional officers were available to all agencies they would be overstretched so it would not be satisfactory to achieve better co-ordination without increasing total staff numbers. On the other hand it would not be sensible to increase the number of specialists in individual agencies without reviewing priorities in the whole field of land management and ensuring that highly specialised skills are available to whichever function needs them.

The Forests Department has a fairly well balanced staff but with the changing emphasis on forest management it needs to increase its staff trained in recreation needs. The Wildlife section of the Department of Fisheries and Wildlife has virtually no capacity for ground management or supervision of its reserves and insufficient staff for its important role in wildlife research. The National Parks Authority has a professional staff which is quite inadequate in size and range of specialisation to meet its needs.

3.3.4 Research

The importance placed on research varies between agencies involved in land management in Western Australia. In the Department of Agriculture which is a service and support organisation, it is the major activity.

In contrast, research in the bodies responsible for managing public land is either a lower priority activity, as in the Forests Department, or is virtually non-existent — as in the National Parks Authority.

Research into the component resources of natural land is the first requirement for good land management. Current research capacity for land management exists in the Department of Fisheries and Wildlife and the Forests Department but the level is insufficient to provide the basic ecosystem information for management programmes, quite apart from the need for specific research on rare, exploited or otherwise important plants and animals.

3.3.5 Regional deployment

Some of the agencies discussed have

State-wide regional coverage within their own organisation (e.g. the Department of Agriculture and the Agriculture Protection Board). However the regional distribution is generally uneven. The Department of Fisheries and Wildlife has professional reserve management officers in Karratha, Pingelly and Katanning. The National Parks Authority has professional officers in Karratha and Albany but no other regional staff except the rangers located in the parks.

Public land holdings are widely distributed throughout the State and the regional distribution of public land management staff is inadequate. Only the Forests Department, among public land management agencies, has adequate regional coverage of its landholding.

3.3.6 Total resource allocation

In order to distribute resources efficiently it is desirable for one manager to view a range of needs so comparisons can be made. Alternatively, if a number of small discrete units have funds allocated from a remote source with wide responsibilities, there is a danger that human or historical constraints can distort the allocation. The details of resources available to different agencies are given in Appendix 2 but in Table 3.2 some specific comparisons are shown. Because the Forests Department has a land management and a production function it is assumed in this table that 50 per cent of its staff and resources are devoted to land management. The same argument is applied to Kings Park on the assumption that 50 per cent of its resources are for the Botanic Garden.

Table 3.2 Areas, staff and expenditure for four land management agencies.

Agency	Per cent increase 1971 — 1982		1981/82 expenditure in \$ per ha managed	1981/82 staff number per 100,00ha managed
	Area	Staff		
Wildlife	213	55	0.24 (2.9)*	0.8 (9.6)*
National Parks	198	87	0.69 (2.7)*	2.2 (8.8)*
Forests **	10	29	7.4	30.8
Kings Park **	0	n.a.	2000	11000

* Figures in brackets include only the area in the South West of the State

** 50 per cent of 1982 staff and expenditure.

No particular aspect of this table is emphasised because all of the agencies have special features which partly explain the gross differences between them. However, the figures demonstrate that the differences in resource allocation according to area managed are very great and a careful comparative examination is warranted to ensure that resource allocation is appropriate to comparative needs.

It is also of interest to examine resources available to similar bodies in other States in relation to their responsibilities.

Table 3.3 Areas, staff and expenditure of interstate land management agencies concerned with National Parks.

State	Function	Reserve Area (ha)	Staff	1981/82 Expenditure (\$)
Victoria	National Parks	985,000	392	9,760,000
N.S.W.	Nat. Parks & Wildlife	3,237,000*	592	31,500,000
Queensland	Nat. Parks & Wildlife	3,300,000**	324	11,400,000
Tasmania	Nat. Parks & Wildlife	950,000	207	5,000,000
W.A.	National Parks	4,600,000	101	3,000,000
	Wildlife	9,500,000	76	2,300,000

* This includes 480,000 ha of nature reserves

** There is also an area of fauna sanctuaries totalling 11,440,000 ha

Table 3.3 shows that on the basis of area managed Western Australia suffers badly in comparison with other States.

In respect to the management of natural land Western Australia also has a large responsibility in comparison with other States because of the large number of species occurring in this State. This is demonstrated in Table 3.4 for plant species.

Table 3.4 Total and endangered plant species in Australian States.

State	Area of State (million ha)	Est. No. of indigenous plant species	No. of endangered species*
N.S.W.	80	5,000	305
Victoria	23	3,000	136
Queensland	173	6,000	311
South Australia	98	3,000	249
Tasmania	7	2,000	138
W.A.	253	8,000	936

* Hartley, W. & Leigh J. (1979) "Plants at risk in Australia" Commonwealth of Aust. — National Parks and Wildlife Service Misc. Publ.

Thus in any consideration of nature conservation, Western Australia would be regarded as very under-serviced. From the point of view of recreation in natural surroundings it is not possible to make comparisons in the absence of visitor number information for all parks.

An examination of expenditure on forestry in other States suggests that Western Australia has comparable resources allocated to forestry to other major States (Table 3.5).

Table 3.5 Resources allocated to Forests Departments in three States

State	Area of State Forest	Staff	1981/82 Expenditure million \$
N.S.W	3,700,000	1930	58.6
Victoria	2,400,000	1700	42.5
W.A.	2,000,000	1200	29.8

Management of Private Land in Rural Areas

4.1 General

For government departments to exert a proper and co-ordinated influence on private land management, some sort of planning framework for the land resource as a whole is needed. It must accommodate competing interests, and therefore involves constraints on freedom of action of individual land holders. It follows that the community has to develop some level of agreement on planning objectives. Today, local authorities and rural groups are showing concern about the processes of alienation of Crown land which may limit or extend their farming area, the extent and management of public land within their districts, and about matching use with land capability. They are worried by problems of land and water degradation in farming and pastoral areas. In coastal areas, while tourist developments are welcomed by some interests, there is a concern about the ways in which recreational traffic, with its potential to damage fragile areas, may be controlled. Aboriginal land rights are becoming an issue, mainly in the low rainfall areas where pastoral leases and vacant Crown land are extensive.

While local government planning was restricted to extension of urban areas, the possibility of conflicts between local government, regional and State planning objectives was less significant. However, it is now obvious that in certain regions these conflicts are occurring. Consequently it is essential that formal mechanisms be established to permit their resolution where intensity of land use requires it.

In addition to the need for increased co-ordination, the movement towards land use planning for rural areas in country shires has highlighted the need for appropriate technical support. Currently shires are dependent either on their local planning officer or consultants. Expertise in land use plann-

ing for rural areas is not readily available in the private sector and much of the data required for the purpose resides in government departments. For these reasons, and because local planning may have to cater for interests and uses beyond its own boundaries, it is necessary to provide technical support and co-ordination for local government authorities involved in land use planning.

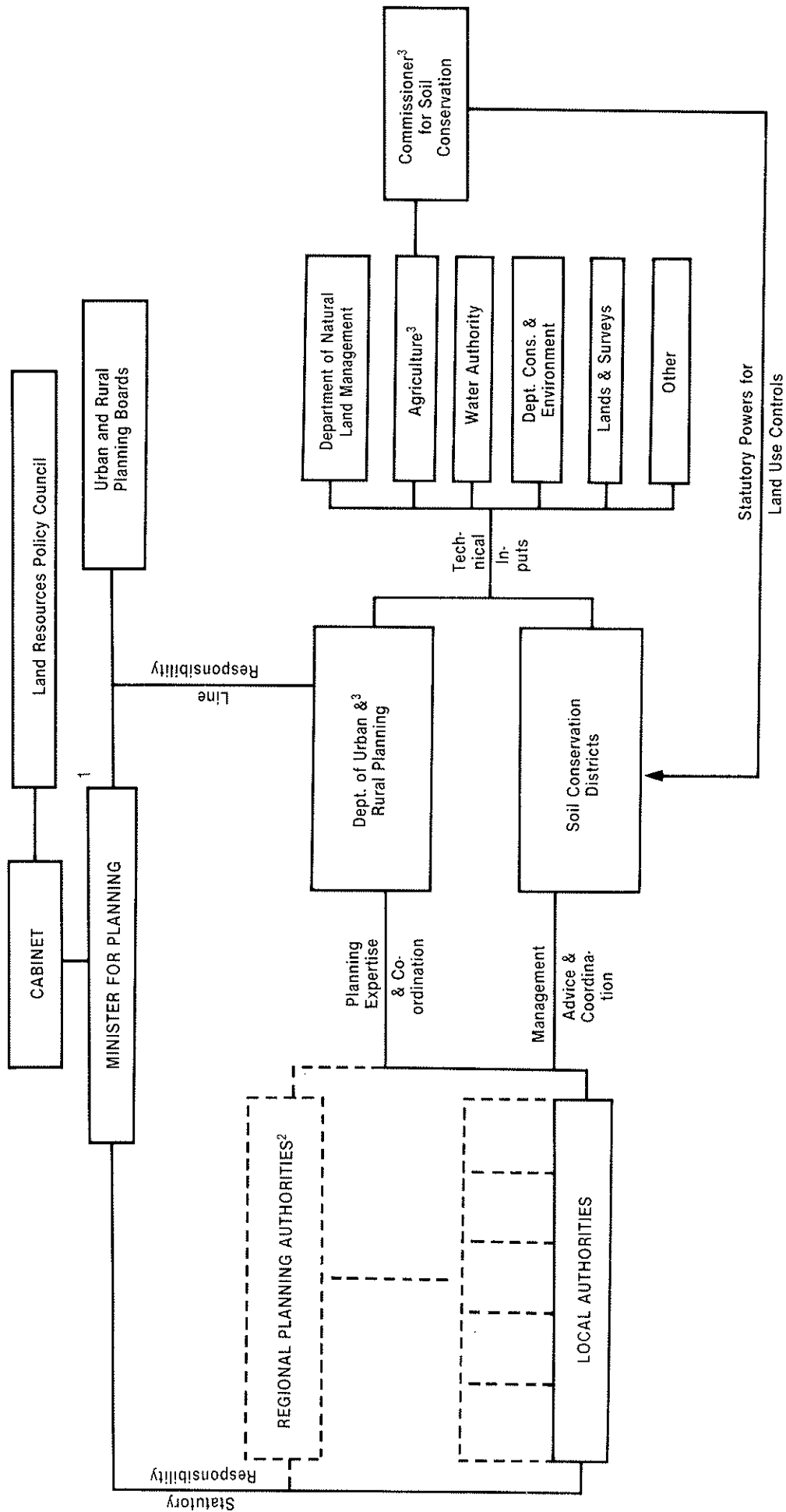
4.2 Planning and control proposals

Our planning and management control proposals, illustrated in Figure 4.1, involve three main elements:—

- use of the planning powers of local authorities to develop land use planning schemes which would enable matching of use with land suitability and capability;
- use of the Soil and Land Conservation Act to prevent or control management practices which are potentially damaging;
- involvement of other government agencies as necessary in the planning process to ensure that their responsibilities are catered for, and to contribute technical expertise as required.

In districts where the Government has significant holdings of public land, it is to be understood that the existing and potential uses of the public land will be considered during the planning process.

The proposals involve the progressive preparation of planning schemes by shires, in response to local recognition of planning problems. Some regional co-ordination will clearly be needed, but needs to be statutory only where development is rapid and competition for the use of the land severe. Thus we



1. Policies set by Cabinet, with advice from Land Resource Policy Council.
2. As necessary. Metropolitan Region Planning Authority as at present. Possibly a Bunbury Regional Planning Authority for the Bunbury Region.
3. Lead Agencies.

Figure 4.1 Proposals for Planning in Rural Areas.

do not propose the establishment of regional planning authorities State-wide, but only where necessary. The Bunbury region emerges as an early contender.

Country planning by shires will clearly require support from the Government, which is justified because their planning will be in the interest of the State as a whole, and according to government policies determined with advice from the Land Resource Policy Council proposed in Chapter 6.

In some situations, controls on management by land holders may be required in response to local recognition of problems of degradation requiring concerted action. The Soil and Land Conservation Act provides the necessary powers, and the Soil Conservation District concept has the potential to harness local community initiatives and support, and to involve local authorities in administration of projects. Again, technical and financial support may be justified where the conservation measures are in the interest of the State.

Figure 4.1 shows the necessary support being channelled through a Department of Urban and Rural Planning, and the Commissioner for Soil Conservation. It would be drawn from other agencies as necessary, depending on where the necessary expertise is to be found. The proposal would have a number of implications for the organisation of government departments and advisory and other Boards and Committees.

4.2.1 A Department of Urban and Rural Planning

The existing Town Planning Department would need to be reinforced and expanded, and to change its name to the Department of Urban and Rural Planning. It would provide advice and co-ordination for rural planning authorities, and staff support for any new regional planning authority.

There would be a requirement for additional staff with specific skills which could include land capability assessment, social geography, agricultural economics, and other relevant expertise.

There would also be a need for an expansion in administration, computing and other services. Any estimate of actual numbers required must be deferred until this matter is given further consideration.

The composition and functions of the Town Planning Board may need to be altered in a corresponding way.

4.2.2 Department of Agriculture responsibilities

The Division of Resource Management of the Department of Agriculture already plays an important role in influencing private land management in a number of important ways:—

- land evaluation in relation to new land releases for agriculture, planning proposals involving subdivision, expansion of urban, semi-urban and residential developments onto rural land, and as a basis for management of fragile coastal areas;
- provision of advice and technical extension in soil and landscape conservation to farmers and pastoralists, integrated with planning and production orientated information;
- servicing the Soil Conservation Advisory Committee, and support to the numerous Soil Conservation Districts now being established;
- research in a number of areas, including land classification, soil stability, salinity and rangeland management;
- in addition to these functions, the Chief of the Division holds the office of Commissioner for Soil Conservation.

We have given serious consideration to the question of whether the Division of Resource Management and the Commissioner should be separate from and independent of the Minister for Agriculture and his Department. We have concluded that it should remain where it is for three reasons.

The first is that land allocated to agricultural or pastoral activities, because the community desires production from that land, is normally exposed to the risk of accelerated ero-

sion or other degradation. The role of soil conservation is to develop systems for protecting the land while maintaining the desired production. In Western Australia, agricultural and pastoral activity uses 66 per cent of land in the South West Land Division and 45 per cent of all the land in the State. Thus a very high proportion of the land in the State is subjected to these potentially accelerated erosional and degradational forces. This means that in practice much more than ninety percent of the need for soil conservation work is on agricultural or pastoral land.

Secondly, agricultural and pastoral activity is carried out on land under private freehold or leasehold management. The management practices on these properties are naturally oriented towards maximizing production or, more accurately, optimising net return. The Government does not have the financial resources to independently put into effect soil conservation measures at public expense on these properties. On the other hand, enforcement of particular management practices at the landholder's expense, although sometimes necessary, is usually strongly resisted and difficult to achieve. It is, therefore, highly desirable that all advice given on farming or pastoral systems should be designed to maximise production and minimise land degradation. This is much easier to achieve if soil conservation responsibility is part of the government agency also responsible for agricultural research and extension.

The third reason is that the Soil and Land Conservation Act appears to provide for its use outside as well as inside the Department of Agriculture. Three other government departments are represented on the Soil Conservation Advisory Committee, powers under the Act can be delegated and, by arrangement, employees of other public authorities can be used for the purposes of the Act. There is thus no reason why another department could not have a soil conservation "sub-group" also using the powers of the Act; indeed, it would be open to the Department of Natural Land Manage-

ment proposed in Chapter 5 to have such a delegation. The Commissioner for Soil Conservation has the power to initiate action under the Act (not just recommend it) although it is subsequently subject to appeal to the Minister.

There is no doubt that if our proposals for rural land use planning are accepted and implemented, the level of activity in the Department of Agriculture will have to grow to ensure sound land use planning and management. Twenty-two Soil Conservation Districts are already in the course of establishment. It is therefore quite clear that additional resources will be needed to meet present responsibilities as well as the additional work involved if our proposals are accepted. It will also be necessary for the Department to ensure that the demands for service to land use planning in general, and in support of soil and land conservation projects, receives proper recognition and priority as one of its formal responsibilities.

4.2.3 Boards and Committees

There are a number of Boards and Committees involved with our proposals for planning and management of privately held land. They include the MRPA, because there is rural land in the Metropolitan Region, any new Regional Planning Authority, the Pastoral Board, the Agriculture Protection Board, and the Soil Conservation Advisory Committee.

It is true to say that, at least judged by the representation on them, most of these bodies are dominated by commercial and production interests in the community, and by government departments responsible for providing supporting services.

We believe that it would be in the public interest if these Boards and Committees had a wider representation of community interest and government agencies, particularly those concerned with protection of natural values in the land resource and maintaining the fullest possible range of options for future use of the land.

4.2.4 Other Departments

Agencies such as the Public Works Department, the Department of Con-

ervation and Environment and the proposed Department of Natural Land Management would be called upon for technical support. This should be formally recognised as one of their responsibilities.

4.3 Discussion

Our proposals for land use planning and control apply mainly to land held privately, whether freehold or leasehold. Within a framework of government policy (see Chapter 6) they can be seen as operating at three levels:—

- statutory planning, regionally co-ordinated where necessary;
- controls on management practices; and
- technical advice and extension.

The balance between them will vary from one part of the State to another. For this discussion it is useful to distinguish the coastal and higher rainfall areas of the south west, the predominantly farming areas, and the centre and north where pastoral lease and vacant Crown land are the dominant tenures.

4.3.1 Higher rainfall and coastal areas

In the higher rainfall areas of the south west, with a complex pattern of public and private land, demands on the resource are many and competing. There is a strong community demand for intensification of agriculture and forestry production, growing demands on limited water resources, and for access to the land for mining. At the same time, urban growth is taking place at the expense of rural areas. Here regionally co-ordinated statutory planning for land allocation to use, and means for control of its subsequent management, assume great importance. This has already been pointed out in numerous reports, the most recent being the System 6 Red Book, now under consideration by the Government.

Our proposals for use of Soil Conservation District projects would provide a flexible means of adapting land use to land suitability and capability, and for integrated management of related areas. If developed for catchments, the

system we propose would allow long term adjustment of land use. Deep rooted perennial plant communities, whether natural bush or established plantations for forestry or horticulture, would be suitably situated. Agriculture, more or less intensive, would be progressively directed towards suitable classes of land.

It could afford protection of water resources where controls involving compensation are prohibitively expensive. Further, it would enable such controls to be applied wherever seen as necessary by the community affected, not only in gazetted water catchments or reserves.

In fragile coastal and other natural areas which are subject to increased and damaging levels of recreational traffic, it would enable local communities to develop systems of control and direction of public activities in ways which would minimise damage to public and private land.

4.3.2 Farming areas

In the lower rainfall farming areas alternatives are fewer and the pattern of land allocation to use is, generally, already set. Competition for the land resource is therefore not so severe and the need for planning not so great. One important exception is in respect of release of Crown land for agriculture. Government policy will always be the final determinant in this, but proper consideration of all interests, supported by adequate land evaluation and classification, would help in keeping such conflicts out of the political arena.

There is a need for management practices in this area to minimize land degradation, particularly from increased cropping, and where necessary action could be initiated using Soil Conservation Districts.

4.3.3 Central and northern areas

In the pastoral areas, advice and extension together with the Soil and Land Conservation legislation and enforcement of leasehold conditions, must form the main avenue for improved maintenance of the land resource. Clearly, an important consideration is whether land leased for pastoral purposes is actually capable of producing

an economic return, while at the same time paying for the measures needed for its protection, both as a productive resource and for its conservation value. Consequently, land evaluation again emerges as a necessity in terms of suitability for pastoral and other demands on the same land for recreation, mineral exploration and development, and conservation.

In these areas there are extensive land holdings by Aboriginal people as pastoral leases as well as reserves, and other forms of tenure are likely to develop in the future. The necessity to take account of the special relationship between the Aborigines and the land in general, whatever its tenure, certainly calls for special types of evaluation and classification for use. Otherwise, however, we would argue that the need for planning land use, and for protecting the land resource through management controls, locally developed and administered, is the same for Aboriginal land as for any other. The holders of that land should have available to them the necessary support from the Government for these purposes.

4.4 Conclusion

In summary, we propose extension of land use planning in rural areas as a framework for management controls on private land where necessary. A development of a suitably staffed Urban and Rural Planning Department is then required together with a proper balance of interests on regional planning authorities, Rural and Urban Planning Boards and the Soil Conservation Advisory Committee, and the Pastoral Board. Planning and control will also create additional demands on the Division of Resource Management of the Department of Agriculture, which will, therefore, need reinforcement.

Our proposals in these areas are in principle only, and we are aware that they require development in detail and more opportunity for public inputs, particularly from local authorities. We advise that consideration and development of our proposals should be incorporated into the Terms of Reference of the Committee of Inquiry into Statutory Planning in Western Australia, and its membership should be adjusted if necessary.

Management of Public Land in Rural Areas

5.1 A Department of Natural Land Management

The Task Force has considered the whole spectrum of potential re-arrangements of existing land management agencies ranging from maintenance of the *status quo* to total amalgamation of all agencies. Virtually all possible combinations of existing agencies were suggested to us in the submissions we received. It is interesting to note, however, that there was no strong argument for the maintenance of the *status quo*; this suggests to us that there is at least some consensus on the need for improvement of existing arrangements.

The Task Force has noted (Chapter 3) that the total resources allocated to the management of public land in natural condition are inadequate and recommends that they should be increased (Section 5.7 this Chapter). We have concluded that the existing distribution of land management operations between agencies is not conducive to the most efficient use of scarce resources. We believe that existing and new resources for land management could be used more effectively if they were all pooled and then rationally deployed according to overall priorities. We therefore propose that several of the existing agencies currently involved in natural land management be amalgamated to form a single department. We propose that this should be called the Department of Natural Land Management.

In proposing the formation of this new Department by amalgamation of existing agencies, we are conscious of the need to preserve those favourable characteristics of the present system that have been developed already. This includes security of tenure and purpose in the land held for conservation, recreation and forests. We also hope to improve the management of public land by making more specific provisions for public participation in

management plans and by making recommendations for more resources to be allocated for research into the processes affecting land management decisions.

We realise that it will take time to achieve an adequate scientific basis for all land management decisions. Our philosophy is that where there is doubt as to the ecological consequences of a particular management strategy, the management should be conservative thus keeping more options open and we believe the structure and administrative procedures we have proposed are appropriate to this objective.

5.2 Objectives

The principal objective of the new Department would be to manage natural public land for the range of purposes to which it has been dedicated.

In practice this management will be largely concerned with the forests and the indigenous flora and fauna on the land (sometimes referred to as wildlife) because these are the fragile resources most likely to be harmed. The management will also be concerned with people using the land for recreation and their interaction with the land.

Land is often used in a very broad sense in this report and in this context may include riverine, estuarine and marine areas which are included in, or adjacent to, public land areas managed by the new Department.

Some specific functions of the proposed Department would be to:—

- Manage public land assigned to its care according to the objectives and strategies laid down in management plans.
- Manage in a conservative way unvested reserves and vacant

Crown land in order to preserve options for the future.

- Manage and study the flora and fauna of Western Australia whether on public land or elsewhere.
- Study public needs for active and passive recreation in natural surroundings and provide for these as far as is compatible with the maintenance of the natural environment.
- Carry out such research as is necessary in order to effectively fulfil its land management responsibilities.
- Provide expertise on land management, wildlife management, silviculture, and other disciplines it may possess to other government agencies or members of the public as the public interest requires.
- Advise the Government on the disposal by alienation or change of dedicated purpose of significant areas of Crown land in rural areas.

5.3 Land resources for which the Department would be responsible:—

Although the original terms of reference of the Task Force refer to the south west of the State, the agencies concerned with land management have responsibilities outside this area. We believe the new Department would have the expertise, and would be the appropriate body, to undertake management of public lands in natural condition throughout the State (this does not include pastoral leases). It is proposed that the Department of Natural Land Management would be responsible for the management of the following public land categories:

5.3.1 The State Forest

Almost all the 2 million hectares of State Forest lies in the south western corner of the State (Figure 5.1). It includes numerous Management Priority Areas dedicated to conservation, or to public recreation in natural surroundings.

As well as its accepted roles in water supply and timber production, the

whole State Forest constitutes the largest remaining continuous area of natural vegetation in the intensively settled south west. It is a most important resource for recreation and conservation.

5.3.2 National Parks

Some of the more intensively used National Parks, both existing and proposed (for example d'Entrecasteaux and Shannon), are in the South West high rainfall areas and rugged coastal scenery of the south coast. Others, more extensive, but generally less intensively managed, lie in the remote centre and north. The total area of Parks is 4.6 million hectares.

The National Parks throughout the State function as important nature reserves.

5.3.3 Nature Reserves

These are distributed throughout the State, totalling close to 10 million hectares. In the farming areas, where clearing is extensive, they tend to be small and scattered, but there are important and relatively extensive reserves adjoining the margin of the State Forest, and towards the inland limits of agriculture. Some of the most extensive of all are in the Kimberley and the Central Deserts, where they can be seldom visited and management is limited.

5.3.4 Vacant Crown land and unvested reserves

The most extensive area of unallocated land sweeps from near the Ninety Mile Beach between Derby and Broome, to close to the south coast. Though not designated for use, it is subject to mineral exploration, some mining, and some recreational traffic, all of which have a potential for damage which takes long to repair in fragile, arid areas. Its value for maintenance of genetic diversity is recognised in both National and State Conservation Strategies.

It therefore requires the care of an agency with skills in management of natural areas and a concern for its conservation. We would expect it to be a concern, therefore, of the new Department, which will also be responsible for the Nature Reserves forming enclaves within it.

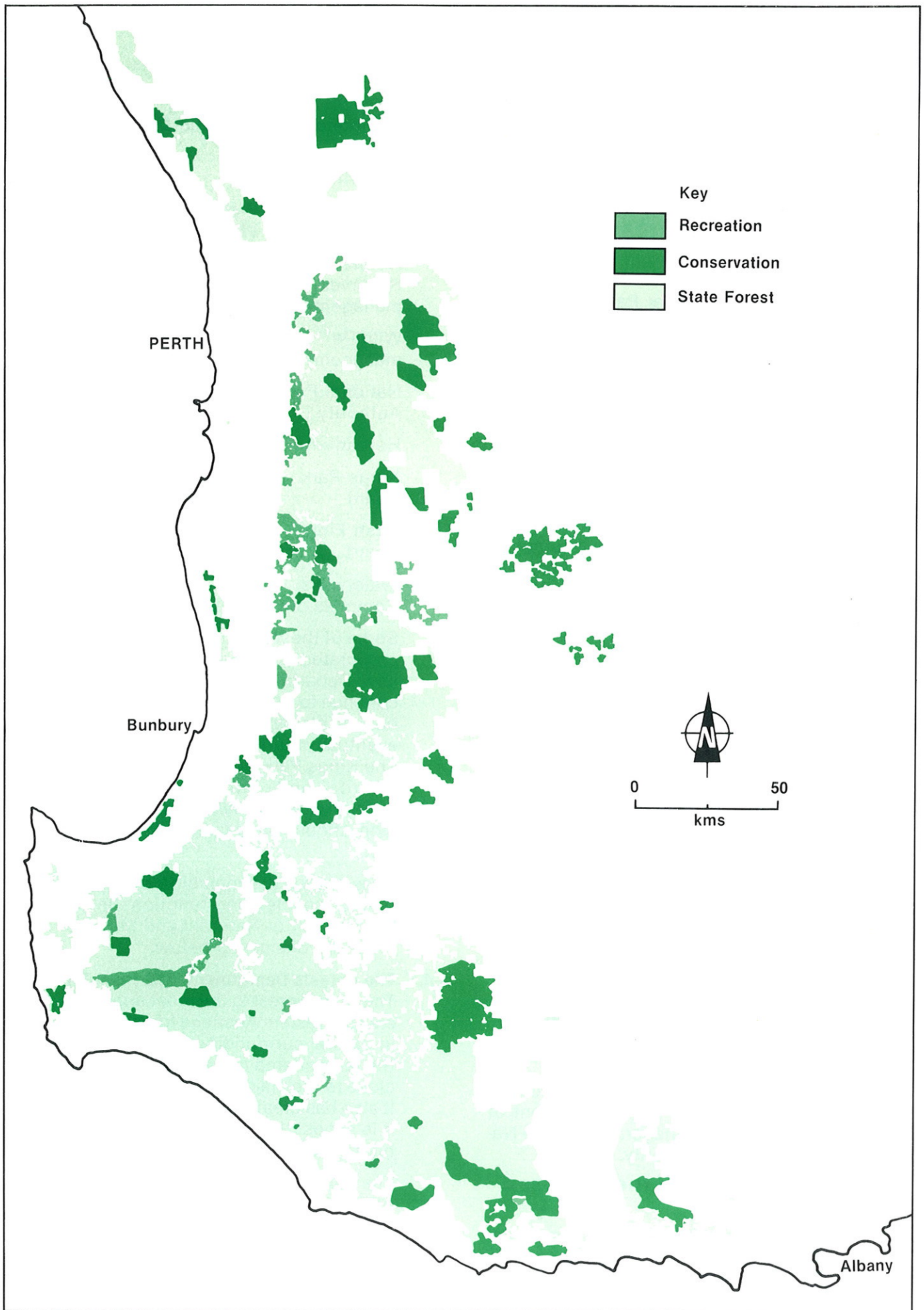


Figure 5.1 Forests Department Management Priority Areas for Conservation and Recreation.

Vacant Crown land and unvested reserves also form a significant proportion of land tenures in the higher rainfall forested and coastal areas, where they require some management for their own protection, for that of water resources, and also for protection of adjoining forest, parks, reserves and private land.

5.3.5 Regional Parks

The term "Regional Parks" refers to the concept as described in the System 6 Red Book, now under consideration by the Government. It refers to areas of land designated through formal planning processes as regional open space.

Some of the land will be held by government agencies and there will be some private land designated as open space by the planning authority. Such aggregations are already developing in the Metropolitan Region, where the land already acquired by the MRPA presents a serious management problem. In principle, we support the EPA's recommendations as expressed in the Red Book, which are as follows:

"Areas identified through planning procedures as open space of regional significance should, where appropriate, be designated Regional Parks.

The National Parks Authority should be given the responsibility for co-ordinating the planning and management of areas identified as Regional Parks, and for the following functions:

- i) the provision of technical and other advice to managing agencies and owners;
- ii) an examination of the present funding and co-ordination of development programmes."

The only change which we propose is to substitute the new Department of Natural Land Management for the National Parks Authority.

5.4 Components of the proposed Department

The Department would be formed from existing government departments or agencies. Those proposed for inclusion in the Department or administra-

tion by it are listed below:—

Component	Previous Department
Forests Department	
Wildlife Research	Fisheries and Wildlife
Nature Reserves management	" "
Wildlife management	" "
National Parks Authority	Conservation and Environment
Herbarium	Agriculture
Kings Park Board	Lands and Surveys
Bush Fires Board	" "
Waterways Commission	

Some of these agencies should be incorporated at an early stage into the new Department while others could continue to act initially as autonomous bodies closely associated with and eventually staffed by the Department. The Kings Park Board, the Bush Fires Board and the Management Authorities of the Waterways Commission should be treated in this latter way.

Reasons for the inclusion of the different agencies and functions in the Department of Natural Land Management are discussed below.

5.4.1 The Forests Department (Appendix 2.1)

The State Forest is the most important area in Western Australia for recreation in natural surroundings because it is the largest area of natural vegetation close to the major population centres. It also has great conservation value as it is almost the only protected area of high forest.

The Forests Department is an effective organisation which has general land management skills and has special skills in the management of high forest, including management for timber production.

It would be ridiculous to have an organisation managing land for recreation and conservation which did not cover the south west forest area — the most accessible area for recreation in natural surroundings. However, the Task Force believed that it would be extremely inefficient to partition the management of this forest between two agencies, one managing areas for multiple use with priority for water supply and timber production, and the other managing areas with priority for conservation and recreation. The three problems with such an arrangement that the Task Force perceives are firstly, the inefficient duplication of facilities such as firefighting systems which would eventuate; secondly, the problems of co-ordinating sympathetic management systems along the boundaries of the many individual Management Priority Areas (see Figure 5.1); and thirdly, the separation of multiple use areas where timber production occurs from recreation and conservation management because these timber production areas still have value for recreation and conservation.

Having all these considerations in mind, the Task Force concluded that the best solution was to include the Forests Department in the amalgamated Department.

Of course the Task Force appreciated the other benefits which could accrue from the incorporation of the Forests Department which included a range of well developed service functions, a large regional staff based in established centres equipped with facilities, and an existing administrative base for a large department. The contribution which the Forests Department could make to the total responsibilities of the new organisation would substantially reduce the resources otherwise required.

5.4.2 Wildlife Research (Appendix 2.3)

The Wildlife Research Branch of the Department of Fisheries and Wildlife represents the major existing resource of scientific research capacity available to service natural land management in Western Australia. The incorporation of this group into the Department of Natural Land Management would ensure that its unquestionable scientific skills can be applied over all public land. Conversely its

overall capacity to undertake research will be improved by the availability of logistical support systems (for example, firefighting equipment) necessary to carry out some kinds of research, by use of shared information systems made available by the amalgamation, and by closer interaction with research officers in other agencies which are undertaking land management research.

Sound land management practices should be based on the results of research and we believe it would be wrong to separate land management operations from the research into flora and fauna (the principal target of this land management) carried out by the Wildlife Research Branch.

5.4.3 Nature Reserves Management (Appendix 2.3)

This is the group in the Department of Fisheries and Wildlife which is already engaged in natural land management — managing Nature Reserves. It is grossly understaffed relative to the area that it is required to manage (see Tables 3.2 and 3.3). The group has a significant component of professional skills but has few regionally deployed field staff.

In comparison, the National Parks Authority has greater regional deployment of staff for on the ground management but less professional skills for supervision. The Task Force believes that the proposed regional system of management arrangements (see below) will allow a rational disposition of staff and provide the logistical support necessary for more efficient Nature Reserve and National Park management.

5.4.4 Wildlife Management (Appendix 2.3)

This activity in the Department of Fisheries and Wildlife is referred to as Wildlife Investigations. It is basically an inspectorial and regulatory activity. In relation to totally protected species, the function involves inspection to see that the regulations are obeyed, and prosecutions, where necessary, to enforce them. However; many species are not totally protected, but may be exploited for benefit under regulated conditions (kangaroos and waterfowl) or destroyed to protect agricultural activities (kangaroos and emus) under certain conditions. It is extremely im-

portant that exploitation of game species, or regulation of species which can be pests, should be carried out in association with scientific research and monitoring activities.

Because the proposed Department will have staff spread widely over the State, it will be efficient if it carries the responsibility for wildlife protection.

The many field officers of the new Department will add greatly to the observation and inspection which is possible, while the greater total size will enable more continuous servicing of smaller regional offices for minor public administrative matters.

The incorporation of wildlife management into the new Department will maintain the close association between research and regulatory activity which is so important.

5.4.5 National Parks Authority (Appendix 2.2)

The National Parks Authority has been denied the staff and resources it required and requested in the past. Thus, despite the dedication and enthusiasm of its staff, it has only a skeletal capacity to undertake scientific research and to develop management plans. This is despite the fact that the Western Australian National Parks system is of major significance to the tourism industry of the State.

There are obvious mutual benefits to be achieved by amalgamation which have not been attained from inter-agency co-ordination. The distinction between Nature Reserves and National Parks is that the former are for nature conservation and the latter are for nature conservation and recreation in natural surroundings. This distinction is artificial in respect to many reserves in Western Australia which could equally well be considered Nature Reserves or National Parks. Currently, the Department of Fisheries and Wildlife's management aims for Nature Reserves include increased use by the public where this is appropriate. Conversely the most important flora conservation reserve in south western Australia is the Fitzgerald River National Park.

This existing overlap in function and purpose of land areas set aside for National Parks and Nature Reserves will be repeated in the State Forest with the development of areas such as the Shannon River Basin and the northern jarrah forest reserve which are to be managed as national parks but which are currently managed by the Forests Department.

The integration of the National Parks Authority with part of the Department of Fisheries and Wildlife and the Forests Department will provide a structure for the resolution of policy as well as more efficient management of such important areas.

5.4.6 Herbarium (Appendix 2.10)

This group, currently located in the Department of Agriculture, includes 10 taxonomic botanists and supporting staff. Its task is to collect, identify, maintain and publish records of the flora of Western Australia. The work of this group relates much more closely to natural land management and wildlife (flora and fauna) conservation than agricultural production. Thus, although the Herbarium would continue to carry out the same important function as it does now, it would do so within a Department which has a responsibility for flora management and conservation and which could thus provide more analytical comment on technical aspects of the Herbarium's work.

Although the Herbarium already has strong collaborative links with other agencies, these would be strengthened by amalgamation into the new Department. This would be of particular importance with respect to Kings Park and the Botanic Garden. A close association between herbaria and botanic gardens has been found to be valuable elsewhere and the proposed amalgamation would promote this.

The Task Force considered the Museum as a possible alternative location for the Herbarium. It decided that it would be more logically located in the new Department because its work strongly complements the flora research in the Wildlife research group and Kings Park and Botanic Garden.

The Museum, on the other hand, does not have any responsibilities in relation to flora at present.

5.4.7 Kings Park Board (Appendix 2.5)

Kings Park has a significance greater than its 400 hectares would suggest, which results from its historical background (its reservation commenced in 1872), and the fact that its function includes the responsibility for the Western Australian Botanic Garden. The responsibility for the Botanic Garden requires it to play a wider role in relation to indigenous flora than merely the management of its own area. It carries out collections of indigenous flora, especially seeds, and carries out taxonomic identification. It thus has both scientific and ground management staff. The locations of the Western Australian Herbarium and the Western Australian Botanic Garden have been discussed vigorously in the past without agreement. The administration of both activities by the new Department would enable a closer association between them that is generally agreed to be desirable.

The incorporation of the staff into the Public Service would expand the professional research capacity of the new Department and provide a broader career structure for the Kings Park staff. The Kings Park Board has at various times indicated that it would be desirable to establish another botanical garden on more suitable soils. Its relationship with the new Department should provide the opportunity for this.

5.4.8 Bush Fires Board (Appendix 2.6)

The proposed Department is a logical base for this activity as it would provide for closer association between all the Government firefighting capacity (which would be amalgamated in the new Department) in rural areas and the co-ordinating activity of the Bush Fires Board.

Its incorporation in the new Department would utilise the Bush Fires Board's already demonstrated capacity to co-ordinate activities between government agencies, local government and community groups. The Chairman should be the head of the new Department, thus providing the

same access to the Minister as at present.

The amalgamation of the Bush Fires Board into the new Department would not change in any way its functions or reduce the autonomy of the volunteer bush fire brigades which it co-ordinates. In practice it would be carrying out the same tasks as before, but the link between fire control on private land and on public land would be improved due to the overall responsibility of the new Department for public land.

5.4.9 Waterways Commission (Appendix 2.8)

This Commission, established under the Waterways Conservation Act, employs staff outside the Public Service to carry out the objectives of its Management Authorities.

Its function is to manage such rivers, inlets and estuaries as are declared by the Governor, on the recommendation of the Environmental Protection Authority. Currently these are the Swan River, the Peel Inlet and the Leschenault Inlet. Because it is a management agency with a responsibility to preserve and enhance environmental quality and amenities, it has interests in both conservation and recreation. Its inclusion in the Department of Natural Land Management — with its existing Authorities — seems logical and provides a clear channel for supervision of actual waterways in natural areas.

No great changes would be required to present arrangements for the existing Authorities, except that their staff could become members of the new Department. However, for any waterways such as Wilson Inlet or Hardy Inlet, where increasing use might make new management arrangements desirable, it might be possible to manage them as part of the total regional responsibility of the proposed Department with special advice from existing Authorities.

5.4.10 Rottnest Island land management (Appendix 2.7)

Rottnest Island is quite different from the other agencies in that the Board and the staff run a major commercial tourist operation. This activity does not coincide with the interests of the new

Department. On the other hand, the Rottneest Island Board also carries the responsibility for managing the natural area of the Island which contains many landscape and wildlife features of interest and importance. The Board does not employ any scientifically trained personnel and relies on consultants and voluntary contributions from various people for scientific advice. The Island landscape and vegetation is quite seriously degraded, although the Board staff have made substantial efforts towards revegetation. It is suggested that the new Department be made responsible for land management plans for the island and be required to supervise the implementation of such plans as required by the Rottneest Island Board. The Department should also continually advise on the impact on the natural environment of any other developments proposed for the Island. This could be facilitated by having the Department represented on the Rottneest Island Board.

The Department's relationship to the Rottneest Island Board would involve a service and a responsibility rather than the incorporation of an agency.

5.5 Proposed structure for the Department of Natural Land Management

The Task Force proposed the formation of this Department because it believed that it would function effectively due to an adequate central theme to bind the Department together. However, within this theme of managing public land in natural condition for public benefit and long term preservation, there are several ways in which the activities of the Department could be structured. Subdivisions could be made that were objective orientated, that were activity or discipline orientated, or that were geographically distinct. The structure suggested for further detailed consideration contains each of these elements where they are considered desirable or necessary.

The policy divisions (for conservation, recreation, or forest production) are objective orientated because they represent land uses which need to be pursued and represented visibly for public input. Other land use objectives, such

as mining, are not represented in the Department as divisions, because they would duplicate the activities of other departments and are not central to the interests of the Department of Natural Land Management. Inputs for such land use objectives would come to the proposed Department via interdepartmental arrangements, in particular the Land Resource Policy Council (see Chapter 6).

The actual "on-the-ground" operations are organised regionally (geographically) because this is the most efficient and logical arrangement where the same staff deal with a wide variety of activities in one area.

Thus the overall structure provides for a directorate in which there are objective orientated policy groups, a number of service and research groups or divisions, some of which will be discipline orientated, and a number of regional centres carrying out the actual ground management work.

An outline of the proposed structure is shown in Figure 5.2. It must be emphasised that this outline is conceptual, and although we recommend for Government consideration the policy structures we propose, we do not believe it is appropriate for the Task Force to be responsible for the detailed structure of the proposed Department.

5.5.1 Policy forming structure

The Commission

The Department would be directed by a three member Commission consisting of one full-time Commissioner who will be the Chairman (effectively the Director of the Department) and two part-time Commissioners.

The Task Force favours the concept of a Commission because it provides the opportunity for broader representation of views at the executive level and for sharing the executive burden which, at least in the early formative stage of the Department, would be considerable.

It is proposed to have two part-time Commissioners because we believe this to be the best way to achieve wide experience at the highest decision-making level, while maintaining an identifiable head of department for administrative purposes.

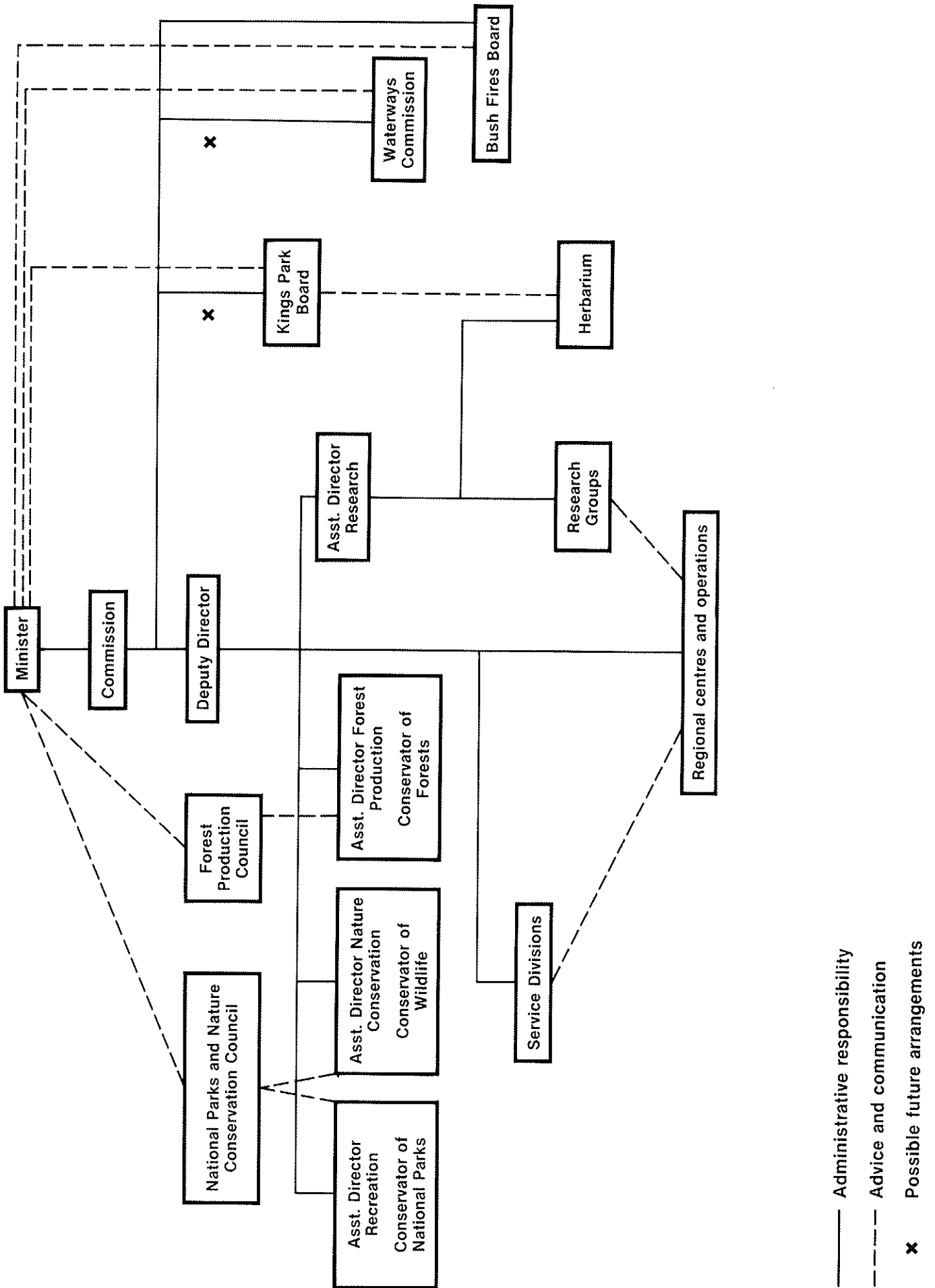


Figure 5.2 Conceptual Outline of Proposed Structure of the Department of Natural Land Management.

The State Forest and all other land previously vested in or under the control of the Conservator of Forests should be vested in or under the control of the Commission. However, as stated on page 20, Management Priority Areas for Conservation and Recreation may be more appropriately vested in the National Parks and Nature Conservation Council.

Policy Councils

Community input into the policy forming directorate (see below) of the Department will be achieved via two Councils. Members of the Councils would be appointed by the Minister but the Task Force recommends that the majority of Council members be appointed from outside the public service.

National Parks and Nature Conservation Council

The composition of the Council should represent a broad range of community groups which have a specific interest in nature conservation and recreation in natural surroundings. It is suggested that membership of the Council include:

- Chairman — The Chairman of the Commission
- The Assistant Director, Conservation (Conservator of Wildlife)
- The Assistant Director, Recreation (Conservator of National Parks)
- One member of the Environmental Protection Authority
- Two representatives of conservation organisations
- Two representatives of recreation organisations
- Two representatives of tertiary institutions from appropriate disciplines (e.g. Zoology, Botany, or Recreation)
- Two representatives of appropriate professional institutes

The terms for which members of the Council are appointed by the Minister should be varied to ensure continuity of membership.

The main functions of the Council would be to safeguard the security of

tenure and purpose of reserves designated for conservation and recreation which are managed by the Department of Natural Land Management, and to provide a mechanism for community input into the formulation of conservation and recreation policies throughout the public land estate.

Specifically the Council would:

- Provide advice to the Commission on the formation of management plans for National Parks, Nature Reserves and other land in the public estate vested for the purpose of recreation and conservation.
- Investigate and report to the Commission on ways to promote and enhance recreation and conservation throughout the public land estate.
- Investigate and report on the management of wildlife (flora and fauna) throughout the State.

The Council would have a statutory obligation to report to the Minister and Parliament if it were the opinion of the Council that any operation planned or being carried out on areas vested for the purpose of conservation and recreation vitiated the purpose for which the areas were reserved. The legislation establishing this Council should adopt definitions for conservation, and the objectives of National Parks and Nature Reserves, based on those in the Wildlife Conservation Act 1970 and the National Parks Authority Act 1976.

All the public land previously vested in the National Parks Authority or the Western Australian Wildlife Authority would be vested in the National Parks and Nature Conservation Council. Other land which, as a result of any review, was identified as being reserved for conservation or conservation and recreation and requiring security of tenure and purpose would also be vested in this Council. The legislation should specifically direct that such vesting was for security of tenure and purpose as explained above but executive management powers would be exercised by the Commission.

Forest Production Council

The composition of the Council should represent significant industry groups concerned with harvesting and utilising forest products and representatives of groups concerned with other uses of forests.

It is suggested that membership of the Council should include:—

- Chairman — the Chairman of the Commission
- The Assistant Director, Forest Production (Conservator of Forests)
- One member of the National Parks and Nature Conservation Council
- Director of the Timber Bureau (see below)
- Three representatives of the Forest Products Association
- Three representatives of productive activities carried out in the forest (such as apiculture and water supply).
- Two representatives of appropriate professional institutes.

Specifically the Council would:

- Investigate and report to the Commission on ways to provide increased production on forest lands designated for multiple use and timber production priority in a manner which ensures sustained yield of those products and which takes account of recreation and conservation values.
- Investigate and report to the Commission on ways to maximise the utilisation of forest products.
- Investigate and report to the Commission on ways to encourage the marketing and processing of forest produce to maximise the benefits to the State.

Conservators

The new Department would have three Assistant Directors responsible for policy for major land uses that are currently practiced on public land — recreation, conservation and forest production. Each Assistant Director will be supported by a specialised staff group having skills appropriate to his policy area.

It is recommended that these positions for Assistant Directors should be advertised outside as well as inside the Public Service to ensure an adequate field of applicants with appropriate commitment, qualifications and experience.

The Assistant Director, Nature Conservation, would hold the office of Conservator of Wildlife. Under the overall direction of the Commission he would:

- Develop policies for wildlife (fauna and flora) management throughout the State.
- Co-ordinate the production of management plans for areas reserved for conservation and assist in the production of management plans for all areas of the public estate with respect to nature conservation.
- Monitor the implementation of management plans to ensure that conservation objectives are achieved.

The Assistant Director, Recreation, would hold the office of Conservator of National Parks. Under the overall direction of the Commission he would:

- Develop policies for outdoor recreation compatible with the maintenance of the natural environment in all areas of the public estate.
- Develop management plans for National Parks and areas of the public land estate which have been designated for recreation priority use.
- Assist in the development of management plans for all areas of the public estate with respect to recreational use and monitor their implementation to ensure that recreation objectives are achieved.

The Assistant Director, Forest Production, would hold the office of Conservator of Forests. Under the overall direction of the Commission he would:

- Develop policies to maximise the production and utilisation of timber and other forest products, consistent with the maintenance of all forest values from areas

designated for forest production priority within the public land estate.

- Develop management plans in consultation with the two divisions of Recreation and Nature Conservation in areas designated for multiple use and timber production priority.
- Liaise with the Forest Production Council and the Timber Bureau to ensure that the co-ordination of resource availability, utilisation, timber processing and marketing are carried out in such a way as to maximise the benefits to the State.

Timber Bureau

It would not be desirable for this Department to have responsibility for ensuring that the State's timber needs are met. Such a task could too easily put unreasonable pressures on good forest management. The Task Force recommends that a Timber Bureau be established under the Ministry of Economic Development and Technology. The Department of Natural Land Management would advise on the availability of timber from the forest but would not be responsible for providing the State's needs.

The Task Force considers it of prime importance that the responsibilities of the Timber Bureau are seen to be separate from the government department responsible for forest management. The functions of the Bureau would be to:

- Recommend to Government future timber supply levels for the State, consistent with overall economic policies, and investigate ways of meeting forecast requirements.
- Recommend preferred options for methods of sale of the various products.
- Recommend royalty and price levels.
- Research and maintain relevant timber supply and price statistics.

5.5.2 Policy forming procedures

Because the proposed Department will be carrying out land management with a variety of objectives, some of which are to be pursued concurrently on land

classified for multiple uses, the achievement of a proper balance is essential in policy determination.

The structure proposed by the Task Force will provide for policy determination in such a situation.

The Commission has a prime responsibility in determining priorities by integrating proposals from the Policy Councils and the objective oriented Assistant Directors and formulating policies for approval by the Minister.

The Chairman of the Commission, as Director of the Department, has the responsibility for putting these policies, when approved by the Minister, into effect.

The National Parks and Nature Conservation Council and the Forest Production Council will make a direct contribution to policy formulation in their advisory role to the Commission. This should be an active role as a result of the interests and skills of members of the Councils.

The Deputy Director will have a particular responsibility for the operations of the Department, based on regional centres, as well as service divisions. The regional centres will operate with some autonomy because their main tasks will be determined by the management plans and it will be a regional responsibility to carry them out with support from service divisions.

The Assistant Directors will be a part of the policy forming directorate which will thus include: the three Assistant Directors responsible for Recreation, Nature Conservation, and Forest Production; the Assistant Director, research; the Deputy Director and the Director. The formal line responsibility for implementation will be through the Deputy Director but direct communication between objective-oriented policy groups, service divisions, research, and field operations is essential and must be encouraged.

5.5.3 Field operations

The major features of the proposed Department, and its largest component, will be the field operations groups based in regional centres. The Task Force believes that it will only be

possible to achieve efficient deployment of the resources available for land management by integrating operations in regional centres. At each regional centre there would be a single team whose major function would be to implement the management plans developed by the Department after public input and formal approval.

To illustrate the potential for regional organisation of the existing agencies into a single department, we have compiled a list of possible regions, each of which contains centres with staff and facilities from at least one of the agencies presently concerned with land management. This list is not intended as a blueprint for the proposed department.

Regions	Current Centres with staff and facilities concerned with public land management
Kimberley	Kununurra, Wyndham
Pilbara	Karratha
Central West	Geraldton, Carnarvon, Mt. Magnet
Metropolitan	Como, Wanneroo, Yanchep, Mundaring
Agricultural	Narrogin, Pingelly, Katanning, Moora, Wongan Hills
Interior	Kalgoorlie
Upper South West	Dwellingup, Mandurah, Jarrahdale, Harvey
Lower South West	Manjimup, Pemberton, Walpole
South Coast	Albany, Esperance

Each of the regional centres, by the nature of their location, would be concerned with different priority land uses although all would have a multi-purpose management function. Thus, for example, the Manjimup region would have a major input into forest production, although recreation and conservation activities would also be of high priority. In Albany, recreation and conservation activities in National Parks would be the major preoccupation, although servicing the needs of farmers for advice on tree planting would also be important.

At Narrogin the centre would primarily be concerned with conservation reserve management and providing an advisory service to farmers for tree planting and natural vegetation management on farms.

The resources of each regional centre would reflect the priority the State places on land management in that region. The composition of the skilled staff would also depend on the particular activities in that region. In large regional centres (for example Bunbury) with a range of land use activities there

would be professional officers with skills appropriate to each of the three broad categories of land use activity represented.

It is expected that regional centres would develop a degree of autonomy in their operations. Their activities would be constrained by the management plans for the land which they manage and these plans would be conveyed to them formally. For specialist advice and assistance the regions would have support from policy making, research and service divisions on a relatively informal basis.

The Task Force believes that it is essential that local communities understand and, hopefully, agree with land management practices on public land. We believe this can be partly achieved by location of the officers responsible for management in the region, but the establishment of regional or district advisory committees could also help to provide a two way communication bridge with local communities. The existing local advisory committees and authorities which have been responsible for ad-

vice on National Parks management could continue to function in this role but could be developed to encompass a broader public land management brief.

5.5.4 Research

The fundamental prerequisite to good land management is an understanding of the processes involved in the ecosystems that are being managed. In Western Australia, as in most parts of the world, our understanding of ecosystems processes is incomplete. The current resources which are being deployed to develop this understanding are inadequate and it is recommended that they be substantially increased.

The Task Force believes that there would be very significant advantages in incorporating research on fauna and flora (including forest ecosystems) into a single organisation.

The principal research groups which would be included in the proposed Department are the Wildlife research group at Woodvale, the Forests Department research groups at Como, Dwellingup and Manjimup, and the Herbarium at South Perth.

The Task Force realises that it will not be possible and probably not desirable to re-locate all of these research groups in one centre. However, every effort should be made to build close inter-group co-operation and multidisciplinary teamwork. To promote such integration the Task Force suggests that a head of research should be appointed at Assistant Director level. As with the other Assistant Director positions this should be advertised outside as well as inside the public service.

Some of the particular benefits which are expected from the amalgamation of research are:—

- given the relative scarcity of resources it is essential they be deployed efficiently and the head of research will be able to effect such deployment in relation to overall priorities;
- most land management problems require skills from a variety of disciplines and it is of considerable

benefit to have these skills directly available within the management agency;

- land management research is by its nature interdisciplinary, and the concentration of research in a single organisation will promote interdisciplinary projects and a team approach;
- land management research often requires substantial labour and equipment for logistical support (for example, fire management research) and this support cannot readily be made available unless the research is conducted within the framework of the organisation which can provide that support.

Although the Task Force has emphasised the value of integrated research activities and the value of having the research group available for advice on land management plans it is also aware that the servicing of land management planning would place heavy demands on research staff. The Task Force recommends that, as part of the allocation of new resources, the flora and fauna research group be reinforced through recruitment of research biologists and technicians. This action should be taken as soon as possible and the impact of subsequent demands of land management planning on wildlife research should be kept under review.

5.5.5 Service Divisions

The economies of scale derived from providing a centralised system for delivery of a particular service are applicable to almost all organisations. We do not believe it is appropriate or necessary to detail here the organisational structure of the proposed Department to provide for these services to be efficiently delivered to the regional centres. There are two specific areas, however, where we believe there will be major benefits derived from rationalizing existing arrangements.

Inventory and Mapping

One of the most important tools of the land manager is the ability to document and have ready access to the characteristics of the land area he is managing. There has been a major con-

straint on the development of effective land programmes because resources have not been available to establish the data base and in areas where data has been collected it has not been possible to manipulate it.

In both areas modern technology, for example detailed aerial and satellite photography and computer based information systems, are helping to remove these constraints although progress has so far been more rapid for physical than for biological information.

The proposed new Department would make major inputs into a land information system, (for example, biological surveys, fire history, timber resources) and would be a major user of such information for management planning. The development of systems suitable for the new Department using information from FMIS (Forest Management Information System) and the Land Information System will be a high priority for the inventory and mapping group.

One of the service divisions (possibly Inventory and Mapping) would have a major role in integrating the information and policies from various sections of the Department into draft management plans.

Virtually all sections would have to make inputs — policy groups, research, regional centres and specialized service groups. The division responsible for producing the draft plans would have to arrange the procedures for public input and formal approval.

Training

One of the most important factors determining whether land management is carried out effectively is the competence of the staff responsible for implementation of management on the ground. During the period in which it has been undertaking this study the Task Force has had the opportunity to speak to representatives of staff of almost all of the agencies proposed for inclusion in the new Department. We have been consistently impressed by their dedication and enthusiasm. However there are serious deficiencies in the capacity of some of the existing organisations to provide in-service

training. The formation of the new Department will in itself necessitate retraining of existing staff and ongoing training programs would be essential. The amalgamation of the existing land management agencies into one organisation would permit the development of comprehensive training arrangements.

The Forests Department's current training system, which is based on the Bunbury College of Technical Education, could easily be expanded in content and size to service the new Department. This training would be directed towards the needs of sub-professional field staff for formal training at post secondary level. However it is not suggested it should be the exclusive qualification for field staff as a number of courses at other institutions offer excellent qualifications and graduates from such courses should not be overlooked.

5.6 Functions of the proposed Department

The functions of the Department are determined by the objectives set out already in section 5.2. Some suggestions are made here by the Task Force on the way in which some of these functions should be carried out and on their priority.

5.6.1 Public land management

This function, to manage public land in natural condition according to purposes for which it has been reserved, is the core activity of the Department. Many of its principal disciplinary activities such as forestry or park recreation studies are required in the conduct of this land management function on public land. It is a top priority activity and other activities cannot be pursued at the expense of resources withheld from public land management.

Management plans

The Task Force regards its proposals for formal public involvement in management planning for the public land estate as one of its core proposals. It is considered to be the principal vehicle for community input into the operations of the Department of Natural Land Management.

The preparation of management plans within the Department has already been described. The actual procedure recommended is as follows:—

- The Commission will arrange the preparation of draft management plans for all land vested in it or under its management. Such plans will describe public utilization (if any), proposed improvements or other works, the fire control programme and other matters. The plans will be effective for a period not exceeding ten years.
- The existence of the draft management plan will be advertised publicly and the plans will be made available for a period of two months during which time any person can make a submission to the Commission.
- The Commission will have the plan amended as considered desirable, the submissions summarized, and will forward the amended management plan with a summary of the submissions to the relevant Council which will make its comments and forward the proposed plan to the Minister.
- When a management plan has received the written approval of the Minister no operations should be undertaken which are not in accordance with that plan until the plan has been amended or replaced by a new plan by the same procedure.

5.6.2 Wildlife management

In this context wildlife means indigenous animals and plants. Unlike the Department's functions in respect to recreation the function in relation to wildlife is not restricted to the public land it manages but is a State-wide responsibility. Both regulatory activities and research are involved in this management. It is a top priority activity of the Department together with public land management.

5.6.3 Regional Parks

Regional Parks are discussed in section 5.3.5 and a possible role recommended for the Department of Natural Land Management. This role, as described there, would involve giving advice to the actual managers plus an

organizing and co-ordinating role. This function cannot be carried out without adequate funding arrangements. The concept of Regional Parks has not yet been considered by the Government and so the Task Force could not fully pursue this matter.

5.6.4 Extension

The proposed Department will be involved in a range of land management activities on the public land for which it is responsible and will be the principal source of technical expertise in the public service for a number of these activities. It will, for example, be the best source of information on forestry or on managing areas of natural vegetation.

It has been recommended by the Task Force that the Department will give advice to other Government agencies and to the public on these topics. Where the giving of such advice is in the public interest this should be provided as a free public service. The improvement of extension services to farmers and other landholders on growing trees and conserving areas of natural vegetation is regarded as highly desirable by the Task Force to the extent that it aids land stabilization, reduces salinity or provides habitat for wildlife.

Three particular circumstances in which improved land management is required came to the attention of the Task Force. These were the rehabilitation of mined areas, the management and stabilization of coastal land, and the management of privately owned catchments for public water supply.

In the case of mining rehabilitation the Department of Natural Land Management would clearly have a responsibility in setting standards and objectives for rehabilitation on land which it manages and which has been mined or subjected to mining exploration. The latter aspect is very important on vacant Crown land. It may sometimes give advice on this subject on other land and should take a leading role on all government mining rehabilitation committees.

The management and stabilization of coastal land will be required on such land in the public estate managed by

the Department. However many other agencies, including local authorities, are concerned with coastal land. The Task Force recognises that the Department of Natural Land Management will be involved at times in assisting with coastal land problems outside of its own public land estate.

Catchment management is legally the concern of water supply authorities but in practice they do not employ staff specializing in land management skills and the Department of Natural Land Management and the Department of Agriculture will be the main government agencies concerned in advising on management on cleared land catchments. The Department of Natural Land Management will advise on areas of trees and natural vegetation, either remnant or planted. Such areas are important in the hydrological balance and salinity control.

5.7 Additional resources recommended

The Task Force is fully aware of the difficulty confronting any Government at the present time in finding additional resources. It is also aware of the limitations of its own capacity to correctly assess priorities and compare the requirements of similar organizations in different States.

However, the Task Force considered that as it has recommended the need for additional resources it should give some indication of its view on the magnitude and priorities of these additional resources.

In Chapter 3, Tables 3.3 and 3.4 showed that, on the basis of land managed and species of plants requiring protection, Western Australia has less staff and money available to serve the needs of nature conservation and recreation in natural surroundings than other States. Queensland, resembling Western Australia most closely in area, areas of land managed, and total numbers of plant species (though not those endangered) is much better off. Comparisons show that other States have resources which are at least as good or better than Queensland on the same basis of comparison.

To equal the resources available for

nature conservation and recreation in natural surroundings, including the management of national parks and reserves, which are currently available for this purpose in Queensland, Western Australia would need to allocate another \$6 million per annum to this purpose and increase staff in the proposed Department by 150.

A staff increase of this magnitude would allow considerable progress toward the 5 year plan prepared by the Wildlife Research Branch of Fisheries and Wildlife.

Table 3.5 in Chapter 3 indicates that expenditure on forestry is on a comparable basis in Western Australia to N.S.W. and Victoria. Therefore we should not expect massive redeployment of the Forests Department's resources to other functions. We do expect benefits from the amalgamation but these will arise largely from wider availability of the Forest Department's special services such as FMIS and the fire control service.

The priorities for additional staff appointments should be firstly for research biologists and technical support staff. We have already emphasized the need for additional research. Additional management inputs in the absence of a better understanding of the natural ecosystem could easily do more harm than good. A second priority is to employ staff trained broadly in recreation, social sciences, landscape architecture, etc, to study the needs of people using parks for recreation and to see that these needs are met in the most suitable way.

Relevant recreation research can result in reducing the impact of people on the conservation values of parks as well as improving the value of parks for people.

A further priority is for actual ground management staff including professionally trained supervisors, rangers to interact with people, and the work force itself. Efficiency is likely to be improved by recognising the different tasks for park rangers and the work force itself, although for the time being various funding arrangements for temporary staff may meet some of the needs for development and

maintenance work.

Within the forest areas there is a need for staff to function as rangers. It is considered this need can be met from existing staff resources in that Department by transfer or reallocation of duties when vacancies occur.

5.8 Implementation

5.8.1 Administrative requirements

If the Government accepts our recommendations for amalgamation of the agencies concerned with public land management we suggest that the amalgamation be carried out in stages. The central agencies in the proposed Department are the Forests Department, the National Parks Authority and the Wildlife section of the Department of Fisheries and Wildlife. The Task Force recommends that these agencies be amalgamated first.

Before this can happen the detailed structure of the Department of Natural Land Management would have to be finalized. Negotiations would need to be carried out with the various staff organisations which are concerned, to ensure that the interests of their members were considered. The senior positions in the policy making section of the Department would have to be advertised and appointments made. Short term accommodation arrangements would have to be made within the context of an overall long term plan. These detailed arrangements are not within the scope of the Task Force and could only be carried out under the jurisdiction of the Public Service Board.

The Task Force recommends that proposals for the other smaller agencies be implemented in stages. We envisage that there would only be minor changes in the administrative arrangements for these agencies in the short to medium term. Agencies such as the Bush Fires Board, the Management Authorities of the Waterways Commission and the Kings Park Board would be administered by the new Department but would operate with a considerable degree of autonomy although their staff would become members of the Department. Further integration with the Department would

occur over time as experience suggests that it is desirable. In the meantime these agencies would have access to services (research, drafting etc.) and logistical support from the Department.

Implementation of our proposals for management of Regional Parks within the Metropolitan area would depend on the arrangements for special resources for this purpose. The structure and organisation for undertaking this function could conveniently be developed within the framework of the Department of Natural Land Management.

5.8.2 Legislation

Legislation would be required to establish the Natural Land Management Commission, the National Parks and Nature Conservation Council and the Forest Production Council. The legislation would need to provide for regulations and to describe certain procedures including those for public submissions on, and approval of, management plans.

A number of existing Acts would need to be amended.

5.8.3 Staff

The Task Force wishes to draw attention to staff in some of the component agencies of the new Department who have not previously been public servants. It is recommended that salaried officers of the Forests Department who have been employed under the Forests Act should be incorporated into the public service if there is agreement between the parties concerned. Similarly, as the process of amalgamation proceeds, it is hoped that salaried officers now employed by the Kings Park Board and the Waterways Commission can also be incorporated into the Public Service.

In the Department of Natural Land Management there will always be a requirement for field operations which can most suitably be carried out by a workforce employed on wages. Such a workforce already exists in the Forests Department and it is expected that in future some of the work in National Parks and other reserves being managed by the new Department will

be carried out by such a workforce stationed in appropriate regional centres.

One vitally important group of officers in the Department of Natural Land Management will be the ranger service. Generally the duties of rangers will be similar to those at present, but with the development of the new Department they may become slightly more specialized. In practice this will mainly occur at the most heavily used locations where rangers would have the support of a general workforce. In such situations the important characteristics of rangers would be that they would be expected to be in attendance in parks and reserves at times of maximum public use, they would be expected to be knowledgeable about the natural

values to be found in the Parks and they would have to communicate effectively with Park users. The Task Force believes that such an important category of employee should have similar security and conditions of employment to other permanent field staff and changes of duties by transfer should be possible. This may be achieved most easily if they were employed in the Public Service. However the position of existing rangers employed as wages staff under an industrial award in the National Parks Authority would have to be very carefully examined. The situation would have to be resolved in negotiations with the existing rangers, their union, and other interested parties.

Land Use Policy and Co-ordination

6.1 Introduction

We anticipate that if our recommendations on rationalisation of government departments concerned with land management (Chapter 5) are adopted, interdepartmental co-ordination will be improved simply because there will be fewer government agencies to co-ordinate. We are also optimistic that the implementation of our recommendations concerning land use planning and control in rural areas (Chapter 4) will reduce land use conflict. It would be unrealistic, however, to expect that these measures in themselves will resolve the problem of co-ordinating Government activity or eliminate land use conflicts associated with major development projects. Ultimately conflicts in land use and policy differences between government departments have to be resolved by Cabinet. Currently, however, there is no satisfactory forum in which the issues can be examined and the implications of the alternatives presented for final decision by Government.

This deficiency has been recognised in a number of studies that have preceded our review and there have been a number of proposals to deal with this problem, none of which have been adopted (Appendix 3). The most recent example is the report of the Darling Range Study Group. The proposal in the Gorham Report to establish a State Co-ordinating Council was an attempt at wider co-ordination of government functions than other proposals which have mostly had specific objectives.

In the absence of any formal mechanism to achieve overall policy co-ordination, various committees or councils at various levels of government have been formed by different government agencies in an attempt to achieve this co-ordination (Appendix 1). The committee which has come closest to this function has been the Planning and Co-ordinating Authority.

This is a committee of the Department of Resources Development convened and chaired by that Department to co-ordinate developments and ensure provision of infrastructure and is thus oriented to that purpose. Another sectional interest group, the Water Resources Council, is currently proposing to expand its brief to consider the impact of water resource development on other land uses. This recognises that it is not sensible to consider even such an important resource as water in isolation. However, even if the Water Resources Council does take into consideration alternative land uses it is unlikely that this body will be able to achieve a consensus with other major competitors for land given its brief for water resource development.

At the middle level of management numerous committees have been formed to deal with administrative or technical aspects of land resource management and administration, such as the Mining and Management Planning Liaison Group, which evaluates 5 and 25 year bauxite mining plans, and the Research Co-ordinating Committee which co-ordinates land resource research.

A number of these committees have been successful but others have failed and there are instances of duplication of the objectives of committees.

6.2 Proposed Land Resource Policy Council

In Chapter 5 we propose the formation of a National Parks and Nature Conservation Council and a Forest Production Council to advise the Government on matters falling within the responsibility of the new Department of Natural Land Management. Their input to Cabinet will be via the Minister responsible for the Department. Other Ministers will bring advice from other departments, advisory committees and

councils, and from various Authorities. Examples of the latter are the Water Resources Council, the Soil Conservation Advisory Committee, the Conservation and Environment Council, the Metropolitan Region Planning Authority and the Environmental Protection Authority.

The advice that the Government receives in this way will indicate the views of community interests and government agencies, integrated to some extent, but likely to have a degree of inconsistency and conflict which will need resolution. Particularly in respect of major land use decisions, for example on clearing controls or the siting of major industrial developments, there will be a need for co-ordination and analysis of the advice received.

For these purposes we propose the establishment of a Land Resource Policy Council (LRPC). Its membership would consist of the permanent heads of the following departments:

Department of the Premier and Cabinet

Department of Natural Land Management

Department of Urban and Rural Planning

Water Authority

Department of Agriculture

Mines Department

Department for Youth, Sport and Recreation

Department of Conservation and Environment

Department of Resources Development

Department of Lands and Surveys

Its relationship to the Government and other advisory bodies and authorities is shown in Figure 6.1.

The Chairman of the Land Resource Policy Council would be the Director General of the Department of the Premier and Cabinet and the Council would be serviced by a small executive support group located in the Department of the Premier and Cabinet.

The executive support group would consist of a full time executive officer and other staff seconded on a rotational basis from relevant Government agencies and selected to include a range of disciplines appropriate to the roles of the Land Resource Policy Council.

If the Government adopts at any future time the proposal of the Gorham Report for a State Co-ordinating Council, then the Land Resource Policy Council could fit in as one of its sub-groups. It corresponds to some degree to the Land Use Advisory Committee reporting to the Premier proposed by the Darling Range Study Group, but the latter refers only to a very limited area of land.

Technical servicing of the Land Resource Policy Council would be provided from the Department of Natural Land Management and other member departments of the Council.

6.3 Functions of the Land Resource Policy Council

The functions of the Land Resource Policy Council would be:

1. To evaluate and make recommendations to the Government on major land use questions.

Examples of questions which could require such resolution are the location of major industrial developments, public utility transmission lines, or power stations, or the development of new water resources.

The Task Force does not believe that this function is in conflict with or duplicates the role of the Environmental Protection Authority. It is essential that the EPA provides an independent assessment of the impact of proposed developments on the environment. The Land Resource Policy Council's function will be to ensure that the roles of government agencies involved in the development are co-ordinated and that all of the options available are analysed for the Government.

2. To initiate land use policy for consideration by the Government and to evaluate new proposals for land

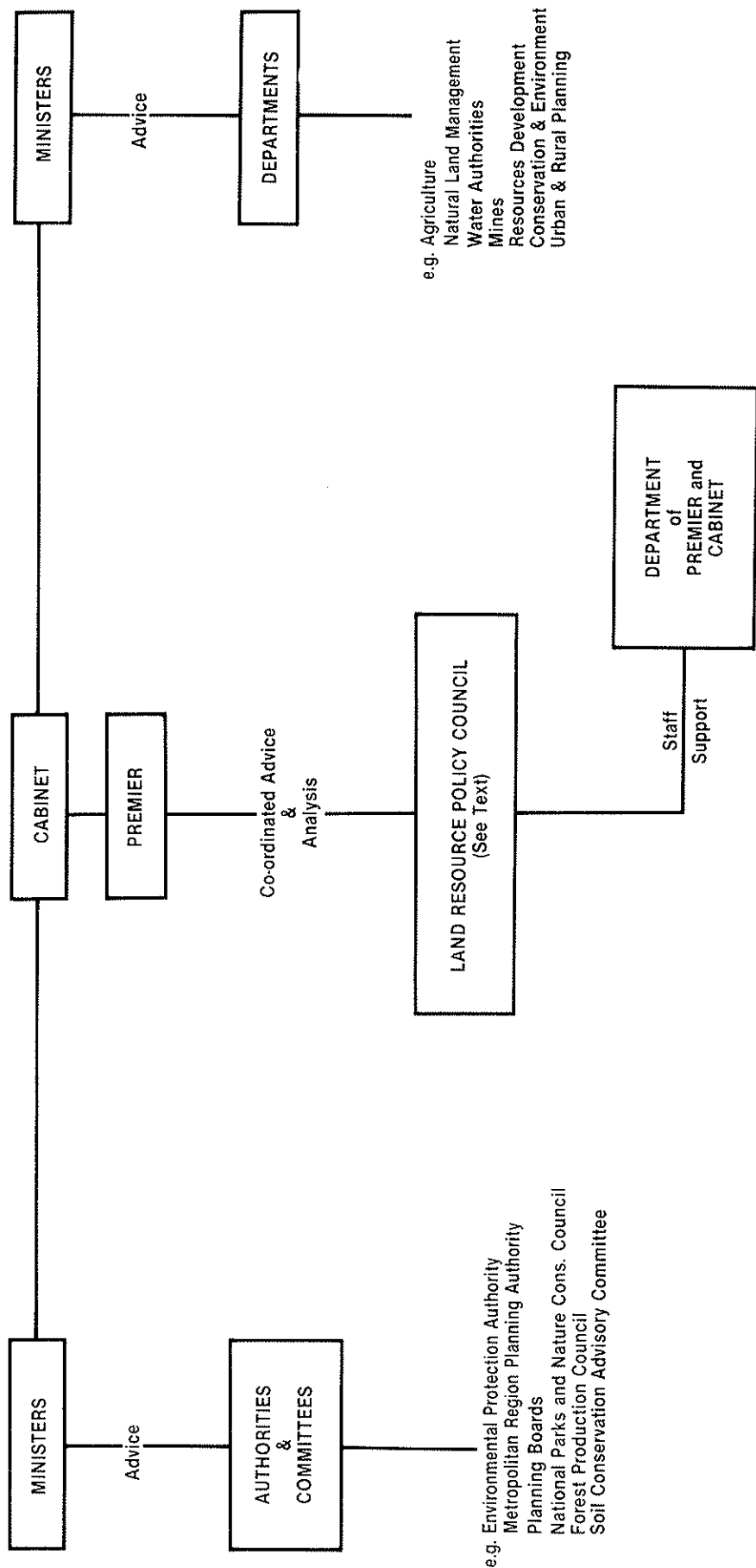


Figure 6.1 Relationships of the Land Resource Policy Council.

use referred to it by the Government.

3. To evaluate and make recommendations to the Government on the consequences of land resource management plans developed by individual agencies which impact on other State resources.

Where management plans are developed within a single agency as in the case of the proposed Department of Natural Land Management, there is a need for a mechanism to enable these management plans to be evaluated in the context of Government policy and the objectives of other State authorities.

4. To co-ordinate land management research.

The amalgamation of a number of land management agencies into one new Department will improve research co-ordination. However, it would be impossible to provide all the disciplines required for effective land management research in the one government agency.

For example, one of the most serious land management problems confronting the State is stream salinisation. An effective research programme on stream salinisation must include input from the Water Authority, the Department of Natural Land Management, and the Department of Agriculture. Similarly, because most soil erosion is on farming land the Soil Conservation Service is in the Department of Agriculture

but, nevertheless, its expertise is needed at times in other areas. Various attempts have been made with varying degrees of success to develop a co-ordinated research approach to stream salinity and other similar research problems. These have had only limited success, however, because the individual departments concerned have seen priorities for work in terms of their own department's objectives and responsibilities.

We suggest that if the Land Resource Policy Council considers the need for interdepartmental research activities and allocates priorities to such work it could ensure implementation by having a budget allocation for this purpose. This should ensure that research which falls between the briefs of government agencies is carried out. The actual work would be supervised by the agencies concerned using a combination of existing experienced staff and short term contractual appointments funded from the LRPC budget.

5. To review the regional plans prepared by regional planning authorities.

The full effectiveness of regional planning relies on these plans being in general accordance with State-wide plans and with government policy. The Land Resource Policy Council would be responsible for reviewing regional plans to ensure that there was no conflict with government policy.

Implications of Task Force Proposals

7.1 General

Our proposals go beyond amalgamation or re-organisation of departments. We have also attempted to provide for co-ordination of departmental activities in accordance with the State's priorities, rather than those of a single agency or a single land use interest. Hence the proposal for the Land Resource Policy Council to advise the Government on all matters pertaining to land use.

7.2 Public involvement

Consultation of community interest in respect of private land is allowed for through normal public planning processes. In respect of public land, we propose that this should be through two main avenues. The first is by means of statutory Councils advising the Minister: one for Forest Production and one for National Parks and Nature Conservation. The second is through public review of management plans prepared by the Department of Natural Land Management.

7.3 Public land

The Task Force proposes a new department, the Department of Natural Land Management, to be formed by amalgamation of the Forests Department, the staff of the National Parks Authority, the wildlife elements of the Department of Fisheries and Wildlife, and other agencies as listed in Chapter 5.

It will be headed by a Commission. One full-time Commissioner will be the Chairman; the other two Commissioners will be part-time, and should ensure that the appropriate range of interests are taken into account in setting departmental policies and in consolidating the different elements making up the new Department.

The new Department would be responsible for the management of existing National Parks, Nature Reserves, State Forest and Timber Reserves, other

reserves for conservation of flora and fauna, unvested reserves and vacant Crown land. These can be considered as a unified "estate" of public land. The new department would assume the statutory responsibilities of the existing departments which go to form it, including that for conservation of flora and fauna throughout the State. It would advise the Government on disposal of public land.

Groups with special interests in national parks, timber production and nature conservation will all be concerned in case their interests should suffer in the amalgamation. The proposal for appointment of senior officers and advisory Councils to develop policies for each of these interest areas will help to alleviate that concern. However, there will be a continuing need to see that balance is preserved between the various management objectives.

The Task Force has been advised that where parks and wildlife reserves elsewhere have been managed by the same organisation the result has been a diversion of resources to park management because of pressures generated by public use. If our proposals are accepted the staff allocated to wildlife research should be immediately increased. This will be needed to offset the demands on the few existing research staff for inputs to management programmes, and it will also be a measure of the Government's commitment to maintain nature conservation priorities in the new Department.

Finally, it is necessary to emphasise that the long term objective of achieving satisfactory management of public land and wildlife resources over the whole State cannot be achieved without new staff recruitment.

An immediate equalisation of existing resources over all public land manage-

ment needs would only result in inadequate staffing and management of the forest and inappropriately trained and experienced staff in many areas.

We do not propose that there should be changes in the security of purpose and tenure of the various components of the estate at this stage. The proposed review of the dedicated purposes of public land in natural condition, including that vested in local authorities, would facilitate the preparation of management plans by more clearly defining management objectives. It would also indicate whether funding should be a national, state, regional or local responsibility.

7.4 Private freehold and leasehold land

It is proposed that the use of freehold and leasehold land in rural areas should be controlled through the public planning powers of local authorities, integrated with management controls where necessary by means of Soil Conservation Districts. Both mechanisms depend upon and allow for local initiatives rather than imposition of controls from a central bureaucracy. The balance between the use of planning and management control measures and persuasion by extension and advice would vary from region to region.

The Task Force recognises the need for regional co-ordination but believes it should only be necessary to establish statutory regional planning authorities in regions where competition for land use is severe, as in the area around Bunbury with its many conflicts between industrial, agricultural, recreational and urban land uses.

Our planning proposals affect a number of departments which will be required to provide a wide range of technical inputs to the planning process. Prominent in this role is the Department of Agriculture through the Commissioner for Soil Conservation and the Division of Resource Management. But the main proposal for change affects the Town Planning Department, which would become a Department of Urban and Rural Planning.

7.5 Regional organisation

The merging of the Forests Department, National Parks Authority and elements of the Department of Fisheries and Wildlife will in itself provide an opportunity for more efficient deployment of staff at the regional level and for their support with planning, information, fire control, research and other services. The new Department will also have interests in common with the Department of Agriculture, the Agriculture Protection Board and the remaining Fisheries element. They are concerned with natural land systems and ecosystems, they have staffs with similar backgrounds, and they all have regional offices.

The Task Force proposes that all of these departments should work towards the objective of sharing the same accommodation in regional centres, and that administrative arrangements should be such as to encourage them to complement each others' activities. Where one or more department is not represented, some other should act as an agent for it. For example, in the remote areas with their great extent of vacant Crown land, pastoral lease, and a number of large parks and reserves, there could be a most effective collaboration between the park and reserve managers of the Department of Natural Land Management and the rangelands advisers of the Department of Agriculture.

Throughout the State, the Agriculture Protection Board has the most widely deployed network of staff. In addition to their activities in monitoring and controlling weeds and pest animals, they could, by administrative arrangement and with some training, extend their monitoring and reporting to other forms of land degradation.

7.6 Town Planning Department

If the Task Force proposals for land use planning in rural areas are accepted, then the Town Planning Department will have to accept additional responsibilities. It will therefore need additional staff capable of dealing with rural land resources and planning problems, and to change its name and organisation to fully reflect its new responsibilities. The Task Force con-

sidered the advisability of a separate Country Planning Department but favoured an Urban and Rural Planning Department in which a new senior appointment, perhaps a Deputy Commissioner, would provide a focus for rural planning. This Department would service any Regional Planning Authorities established and advise, support and review Local Government planning. There may also be a need for some corresponding changes to the Town Planning Board.

A very significant "rural" planning activity involves coastal land. This planning activity is being carried out by the Department of Conservation and Environment because it has been so badly needed.

It would be logical for this function to pass to the Department of Urban and Rural Planning if it were to be formed. However, we have suggested that our proposals for land use planning in rural areas should be further considered by the Committee of Inquiry into Statutory Planning in Western Australia, and no changes should be made until this has taken place.

7.7 Department of Fisheries and Wildlife

The Task Force realises the implications of its proposals for this Department, but sees them as an inevitable consequence of the need to consolidate the State's holdings of natural land for their effective management. We have been made aware of the value of support services available from the Fisheries element of the Department to nature reserve management and wildlife conservation. It does not follow that these need be withdrawn because of the proposed reorganisation, and, in fact, our proposals for regional collaboration between departments suggest that they should continue.

7.8 Forests Department

One of the advantages of the proposed amalgamation will be that the Forests Department's well developed services in such areas as land information storage and retrieval, fire control, planning, publications and training will become more widely available in sup-

port of the management of the public land estate as a whole. Clearly, this will be more effective where the services are already regionally established, as in the south west of the State. It is here that they will be most needed, due to the greater intensity of management required, rather than in the more remote areas. Some staff are likely to welcome responsibility for better ground management input into national parks and nature reserves in areas such as the northern jarrah forest park, the Shannon Basin and South Coast Parks, the Leeuwin — Naturaliste National Park and the Lake Muir nature reserve. The Task Force believe that some Forests Department staff will be interested in participating in some of the wider activities of the new Department and will apply for transfer to these areas. Such developments will bring a risk that standards of management of the forest will diminish. This will be a real danger unless it is realised that wider availability of services and expertise alone will not ensure good management unless sufficient resources are allocated for the full task.

7.9 National Parks Authority

An effect of our proposals is to remove the need for the Authority itself, replacing it with the Council for National Parks and Nature Conservation. The national parks function will be carried out with all the support services (administrative, research, information and planning) of the new Department of Natural Land Management.

At the same time, the specialised experience of the park staff, both professionals and rangers, will be a most important component of the new Department, broadening the approach to management of forests and other natural areas so that they become truly multi-purpose.

7.10 Department of Lands and Surveys

The Department of Lands and Surveys is affected by our proposal that the Department of Natural Land Management should manage vacant Crown land and unvested reserves, and should advise on the transfer or aliena-

tion of such land. In addition we have proposed that the Bush Fires Board should be administered by the Department of Natural Land Management, with its Chairman the permanent head of the Department thus maintaining ministerial access. The Pastoral Board remains with its independent Chairman, but we believe its staff support group would be better placed in the Department of Agriculture.

The Department of Lands and Surveys is currently under review by the Functions Review Committee. The results of that review should be the basis on which distribution of responsibilities between the two Departments should be determined.

7.11 Department of Conservation and Environment

The Department, encouraged by the Environmental Protection Authority, has entered the field of land use planning and management through its work in the coastal zone, and in development of proposals for new parks and reserves throughout the State. Its staff has also played a leading role in the co-ordination of research on land and marine resource management. It has adopted these roles in order to fill gaps in the State's system of planning and management, and in the absence of powers for pollution control in the present environmental legislation, which is now under review. The Department needs to maintain some level of expertise in all these areas. In research it is likely to require a wide range of scientific skills which it could never hope to provide through its own staff. However, it has demonstrated its ability to promote and fund necessary research in other departments and tertiary institutions. In planning, it will always have an input in support of environmental protection, but we do not believe it should develop into a fully fledged planning agency, as has taken place in South Australia and New South Wales. It should continue to support the Environmental Protection Authority as an independent advocate of conservation in land use.

7.12 Department of Agriculture

Although the Task Force has only specifically recommended the transfer of the Herbarium from the Department of Agriculture, it is quite broadly and significantly affected by our proposals and is likely to need additional resources if they are accepted.

This is not surprising, since nearly 8% of the land area of the State is farmland, and the pastoral leases occupy about 38%. For both of these, the Department exerts an indirect influence on management through its capacity to advise and control and to develop new management techniques through its substantial research capacity.

The pastoral and farming areas, if poorly managed, can be at risk of extensive damage through wind and water erosion and salinisation of soils and streams. It is therefore no accident that the Commissioner for Soil Conservation is an officer of the Department of Agriculture. Our proposals for land use planning and management for farming and pastoral areas are likely to involve him and his officers to an increasing extent as new Soil Conservation Districts are established. Indeed this is already happening, quite independently of the Task Force's work.

Further, we have suggested that the powers of the Commissioner for Soil Conservation, together with good land use planning at local and regional levels, could be a powerful means of controlling land use management in other sensitive areas such as the coastal zone, or areas with long term water supply potential where prohibitions involving costly compensation payments are not feasible. A telling example is the northern Darling Range between Walyunga and Toodyay which is largely in private ownership, under pressure for subdivision, with substantial recreation and conservation potential, and a water resource which, though already damaged to some extent, still needs protection.

The Department also has skills and expertise in land evaluation and classification for use, and is already consulted by planning authorities. This will be an increasing demand if our

planning proposals are accepted. Even if it is argued that such skills should be acquired by the Urban and Rural Planning Department (and we believe that they should), the Department of Agriculture must wish to remain involved, since town and country statutory planning is the means by which loss of good farm land to urban development is to be controlled.

Finally, the developing role of the

Department, involving it as one of the State's principal agents in land resource management in the public interest, must be reflected in its priorities, including those for research — a major departmental activity. There may be some short term difficulties in any adjustment necessary due to the level of support of the Department's research programmes derived from industry based funds.

APPENDIX 1.

GOVERNMENT DEPARTMENTS, COMMITTEES ETC. WITH INTERESTS IN LAND RESOURCES

1. DEPARTMENTS

Department of Agriculture
Department of Conservation and Environment
Department of Fisheries and Wildlife
Forests Department
Department of Industrial Development
Department of Lands and Surveys
Department of Mines
Public Works Department
Department of Regional Development and the North-West
Department of Resources Development
Town Planning Department
Department for Youth, Sport and Recreation

2. AUTHORITIES

National Parks Authority
Western Australian Wildlife Authority
Environmental Protection Authority
Swan River Management Authority
Peel Inlet Management Authority
Leschenault Inlet Management Authority
Metropolitan Water Authority
Metropolitan Region Planning Authority
Planning and Co-ordinating Authority
Industrial Lands Development Authority

3. COMMISSIONS

Waterways Commission
Soil Conservation Commissioner

4. COUNCILS

Conservation and Environment Council
Western Australian Water Resources Council
Keep Australia Beautiful Council
Urban Lands Council

5. BOARDS

Kings Park Board
Rottnest Island Board
Zoological Gardens Board
Bush Fires Board
Pastoral Board
Land Purchase Board
Town Planning Board
Agriculture Protection Board

6. COMMITTEES

Soil Conservation Advisory Committee
W.A. Herbarium Committee
Committee for Understanding of the Environment
Conservation Through Reserves Committee
System Six Committee
Coastal Management Co-ordinating Committee
Coastal Development Committee of the Town Planning Board
Wetlands Advisory Committee
Estuarine and Marine Advisory Committee
Leeuwin-Naturaliste National Park Advisory Committee
D'Entrecasteaux National Park Advisory Committee
Esperance National Parks Advisory Committee
Parks and Reserves Committee
W.A.W.A. Bird Committee
W.A.W.A. Flora Committee
W.A.W.A. Rare and Endangered Fauna Committee
Kangaroo Management Advisory Committee
Reserves Committee (W.A.W.A.)
Biological Surveys Committee
Co-ordinating Committee — Agriculture Protection and Wildlife
Lake Joondalup Management Committee
Lake Joondalup Region Open Space Technical Advisory Committee
Land Information System Advisory Committee
Road Verge Conservation Committee
Research Co-ordinating Committee
Research Steering Committee
Darling Range Sub-Committee
Mining and Management Programme Liaison Group
Bauxite Policy Committee
Mineral Sands Rehabilitation Co-ordinating Committee
Collie Coal Mines Rehabilitation Committee
Erosion Control and Rehabilitation Committee
Laporte Chemical Industry Disposal Committee

Clearing Guidelines Committee
Clearing Controls Appeals Committee
Purity of Water Committee
Canning River Irrigation Advisory
Committee
Gingin Brook Irrigation Advisory
Committee
Preston Valley Advisory Committee
Serpentine — Dandalup — Murray Rivers
Advisory Committee
South West Irrigation Districts Advisory
Committee
Stony Brook Irrigation Advisory
Committee
Warren Lefroy Rivers Advisory Committee
Wungong — Southern Rivers Irrigation
Advisory Committee
South West Coastal Groundwater
Advisory Committee
Swan Groundwater Advisory Committee
Wanneroo Groundwater Advisory
Committee

Control of Vehicles (Off-road) Act
Advisory Committee
Youth, Sport and Recreation Advisory
Committee
Community Recreation Sub-Committee
W.A. Heritage Committee
Geraldton Mid-West Regional
Development Committee
Central Eastern Regional Development
Committee
Eastern Goldfields/Esperance Regional
Development Committee
Central South Regional Development
Committee
Great Southern Regional Development
Committee
South West Regional Development
Committee
Working Group on Land Releases

APPENDIX 2.

**STRUCTURE OF AGENCIES INVOLVED IN LAND
MANAGEMENT**

2.1	Forests Department	2.10	W.A. Herbarium
2.2	National Parks Authority	2.11	Agriculture Protection Board
2.3	Department of Fisheries and Wildlife	2.12	Town Planning Department, Town Planning Board and Metropolitan Region Planning Authority
2.4	Department of Lands and Surveys		
2.5	Kings Park Board		
2.6	Bush Fires Board	2.13	Environmental Protection Authority, Department of Conservation and En- vironment and the Conservation and Environment Council
2.7	Rottnest Island Board		
2.8	Waterways Commission		
2.9	Department of Agriculture		

2.1. FORESTS DEPARTMENT

The Forests Department was instituted by the Forests Act of 1918-1976, which gave the Department, under the direction of the Minister, the exclusive control and management of all matters of forestry policy, and of all State Forests and timber reserves.

The Department's structure is shown on page 60. The Conservator, his Deputy and Assistants, and the Chiefs of Division constitute the Directorate which is responsible for developing, implementing and monitoring the policy of the department.

The primary breakdown of responsibilities within the department is the segregation into the Forestry Operations Group (Protection, Harvesting etc.) and the Management and Administrative Services Group (Research, Information, Planning, Staff etc.). The prime function of the Operations Group is to implement the policies determined by the Directorate, while the function of the Management and Administrative Services Group is to support the Operations Group.

The department has a strong regional representation, more than half of the professional officers and general field staff being based in the thirteen district offices.

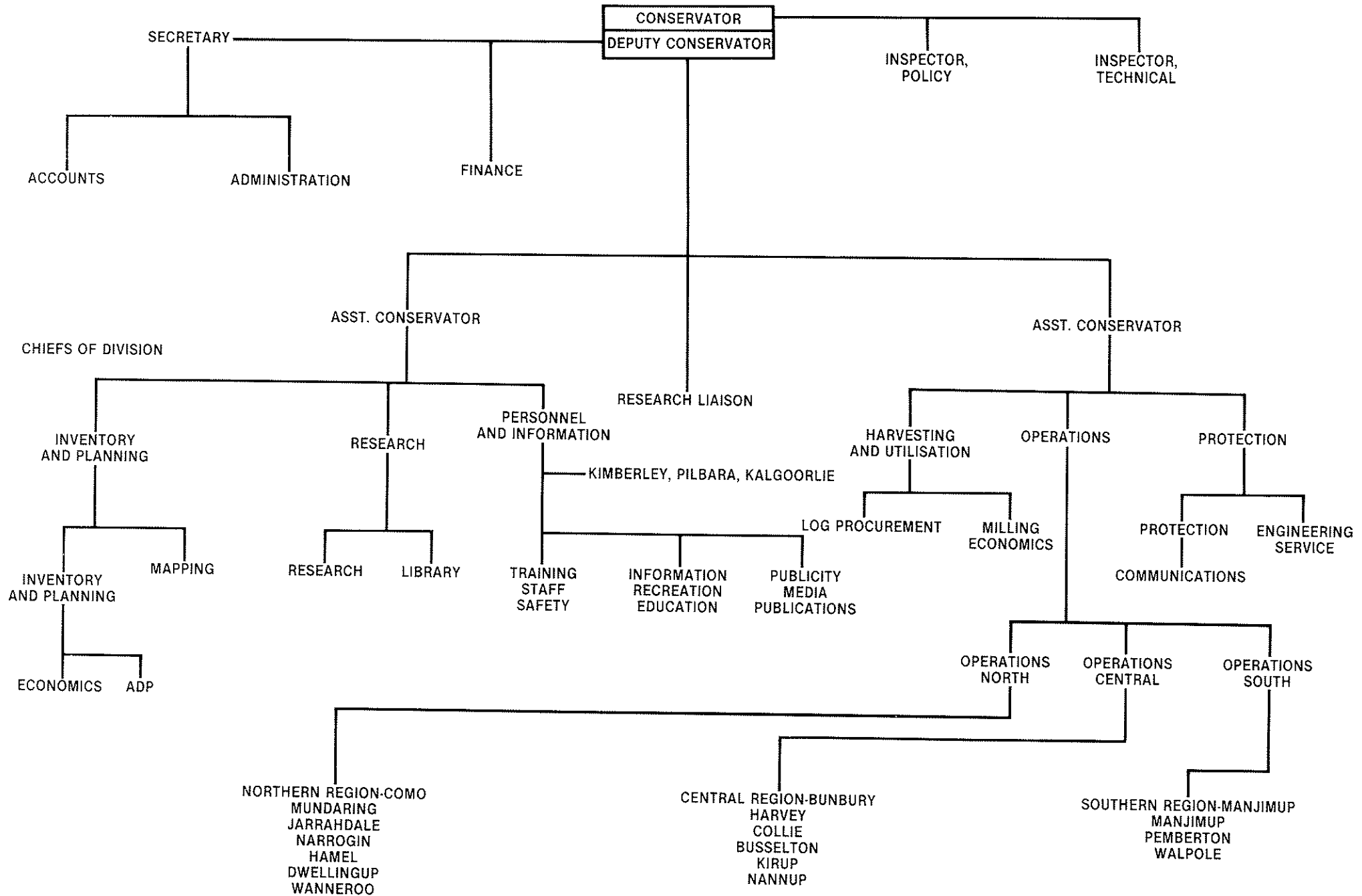
The area of land under Forest Department control is 2,012,972 hectares.

The total staff number is 1235:

Professional	101
General field staff	331
Clerical and drafting	108
Professional and field cadets	41
Full-time wages staff	504
Contract staff	150 (average)

The Research Branch consists of 16 professional officers and 52 technical support staff, operating from research centres at Wanneroo, Como, Dwellingup, Busselton and Manjimup.

The Department's 1981/82 budget was \$29.8 million (Forests Department Annual Report, 1982).



2.2. NATIONAL PARKS AUTHORITY

The National Parks Authority was established by the National Parks Authority Act 1976. The Act also provided for the appointment of a Director and support staff.

Membership of the Authority is:

- a) a President nominated by the Minister;
- b) the following persons or their nominees:
 - i. Conservator of Forests
 - ii. Director of Fisheries and Wildlife
 - iii. Director of Department of Tourism
 - iv. The Surveyor — General;
- c) four people nominated by the Minister to represent the public including persons knowledgeable and experienced in local government, primary industry and conservation or community service matters relevant to the concept of National Parks.

The function of the Authority is to maintain and manage the areas under the control of the NPA, and to provide the administrative and co-ordinating services for the purposes of the NPA Act.

The Director of National Parks is responsible for the administration and control of the staff of the Authority. It is the Director's duty to formulate policies for the care and management of National Parks generally and in relation to each National Park and to submit such policies and management proposals to the Authority, which examines them and forwards them to the Minister with appropriate recommendations.

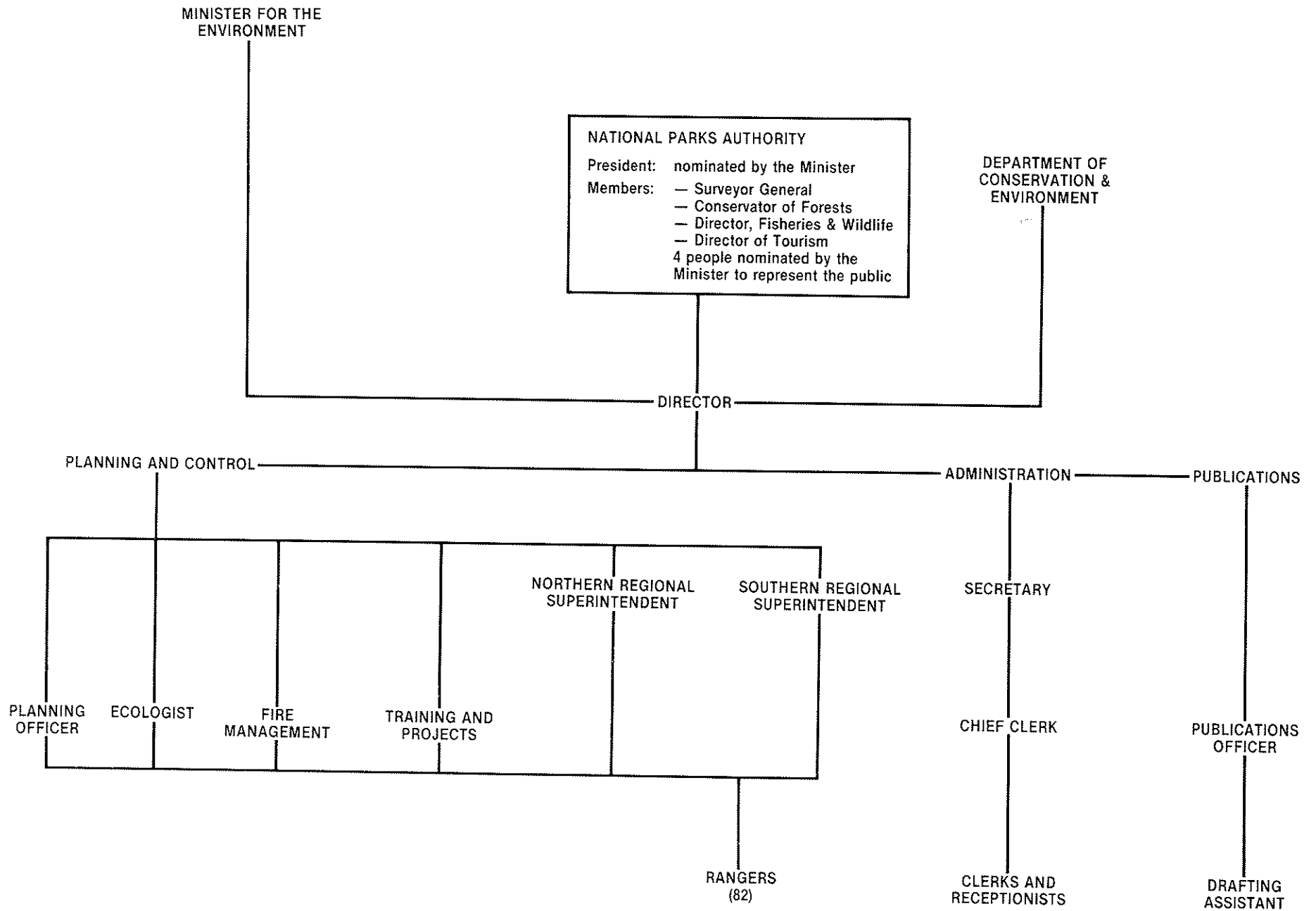
The organisation of the Authority is shown on page 62. Staff numbers are given below.

Staff (June 1983)

Public Servants	18
comprised of	11 clerical and administration
	4 professional officers
	1 publications and publicity officer
	1 fire management officer
	1 training and research officer
Rangers:	82
comprised of	20 in the Southern Region
	45 in the Central Region
	4 in the Northern Region
	13 mobile rangers

Total Staff = 100

There are now 65 National Parks totalling 4.6 million hectares. This represents an increase in area of 198% over the last 10 years, while total staff numbers have increased 88% in the same period. Furthermore, over the last three years the number of visitors to the National Parks has grown by 30% per year and this trend is expected to continue. The total budget for 1981/82 was \$3 million (National Parks Authority Annual Report, 1982), an increase of 130% in the ten year period.



2.3. DEPARTMENT OF FISHERIES AND WILDLIFE

The Department of Fisheries and Wildlife is responsible for the regulation and researching of the State's fisheries and wildlife (flora and fauna) resources. The major Acts under which the Department operates are:

Fisheries Act
Wildlife Conservation Act
Pearling Act
Whaling Act
Oyster Fisheries Act

The Department has also been delegated powers by the Commonwealth under the following Commonwealth Acts:

Fisheries Act
Whale Protection Act
Continental Shelf (Living Natural Resources) Act.

The W.A. Wildlife Authority was established under the Wildlife Conservation Act to advise on the conservation of flora and fauna. The twelve members include:

- The Director of Fisheries and Wildlife (Chairman)
- Conservator of Wildlife (deputy Chairman)
- Chief Agriculture Protection Officer
- 8 members appointed by the Minister including a botanist, two zoologists, and other members being representative of country interests or having knowledge of native flora and fauna.

The departmental structure can be divided into 5 main branches.

1. Office of the Director of Fisheries and Wildlife (60 staff: 5 professional/administrative, 55 clerical/general).

This branch administers the various Acts, Regulations and Proclamations; provides advice to the Minister; administers Government policies regarding fisheries and wildlife; and co-ordinates the activities of the other four branches.

2. Fisheries Research (51 staff: 15 professional, 36 general and clerical).

Their function is to undertake research on exploited fish populations and on the potential for unexploited and lightly exploited fish populations; and to provide advice and information to Administration on current and alternative management measures in relation to exploited or developing fisheries. The Western Australian Marine Research Laboratory

is located at Waterman.

3. Fisheries Investigation (61 staff, all general)

This branch ensures that the fishing industry works within the Acts and Regulations, and provides the administration with information on developments within the fishing industry.

Fisheries Officers are stationed at 16 centres throughout the State, and there are numerous sea-going patrol vessels.

4. Wildlife (Fauna and Flora) Research and Management, including Nature Reserve Management (27 staff; 13 professional, 14 general and clerical).

Its functions are to undertake research on the State's wildlife, provide management programmes and undertake management activities for nature reserves, and to provide advice to the administration on the management of wildlife populations. There are currently 9.9 million hectares of nature reserves throughout the State, 9.7 million hectares of which are vested in W.A.W.A.

The Western Australian Wildlife Research Centre is located at Woodvale. There are reserves officers at Pingelly, Two Peoples Bay, Karratha and Katanning.

5. Wildlife Investigations (30 staff; all general)

Its functions are to ensure that provisions of the Wildlife Conservation Act are enforced for the protection of the State's wildlife, to provide the Administration and Research branches with information on wildlife observations generally, and to liaise with the public on wildlife matters. Wildlife officers are deployed at 15 centres throughout the State.

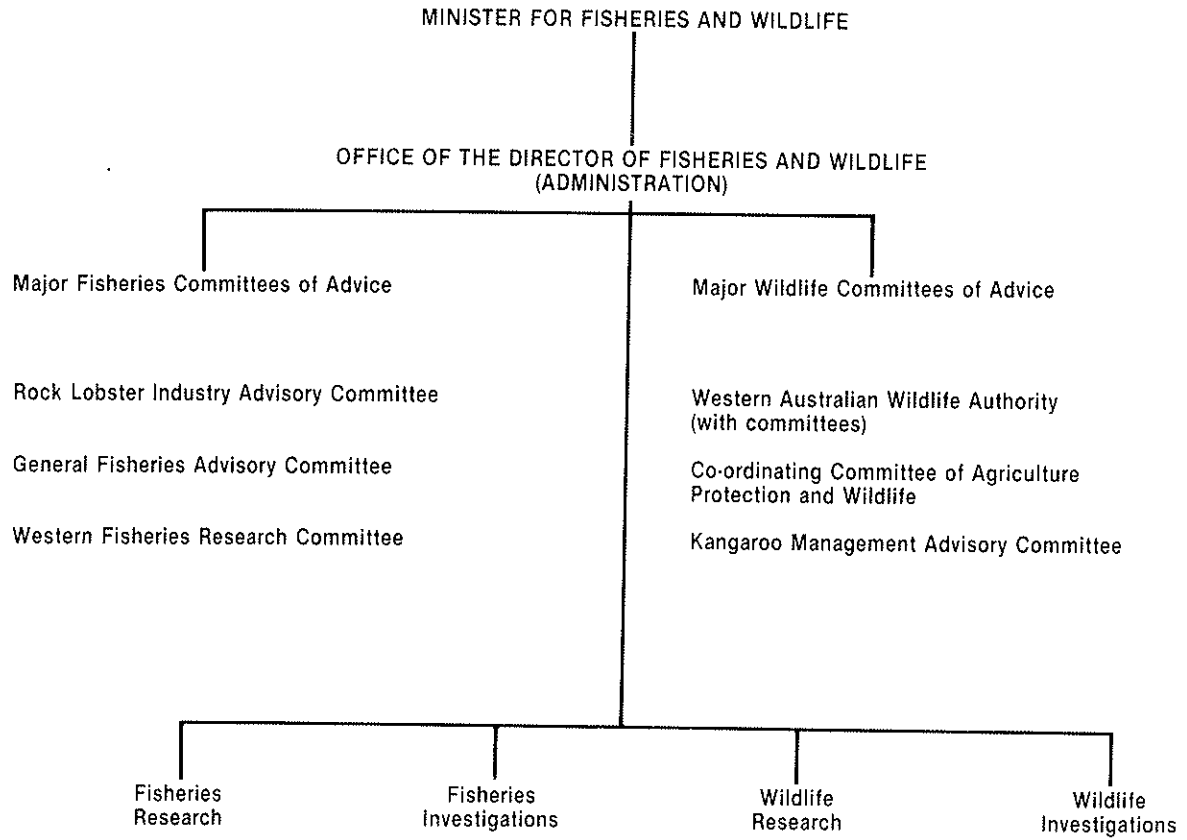
The 1981/82 budget from C.R.F. was approximately \$6.3 million (Department of Fisheries and Wildlife submission to the Task Force).

There is also a Fisheries Research and Development fund, receipts being mainly from Limited Entry Fisheries licence fees. Funds currently held total \$2.2 million and can be used for research, extension and assisting the fishing industry generally.

The Wildlife Conservation Trust Fund currently totals approximately \$106,000 mainly from Game (Duck and Quail) and Flora licence fees. This money may be applied to research or other purposes for the conservation of flora and fauna.

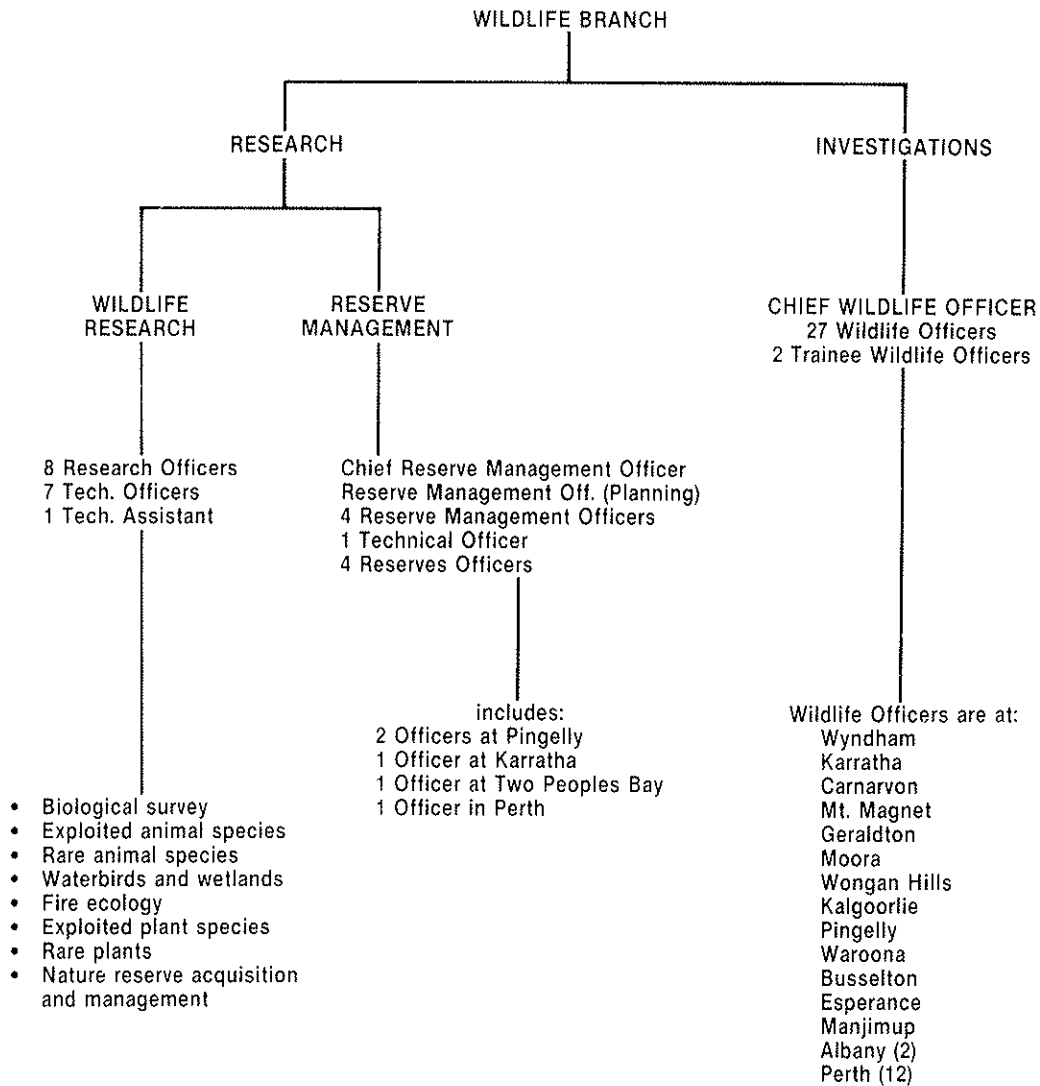
THE DEPARTMENT OF FISHERIES AND WILDLIFE

Structure of the Department



Total number of staff within the Department

Office of the Directory	60
Fisheries Research Branch	51
Fisheries Investigations Branch	61
Wildlife Research Branch	27
Wildlife Investigations Branch	30
TOTAL	<u>229</u>



2.4. DEPARTMENT OF LANDS AND SURVEYS

The Department of Lands and Surveys is responsible for administration of the Land Act 1933, and for surveys and mapping.

Under the present structure the primary breakdown of responsibilities within the Department is through the Under Secretary and the Surveyor General.

The Department describes the functions of the Land Administration branches responsible to the Under Secretary as:

- Registration and Deeds: This branch's functions involve administration, enquiries and information, and general matters with regard to leases, Crown Grants, and conveyancing.
- Roads and Reserves, which administers the State's roads and reserves system.
- Land Planning, Development and Management Branch, an interim branch, which deals with urban land administration matters and legal or custodial aspects of land management.
- Other administrative services, such

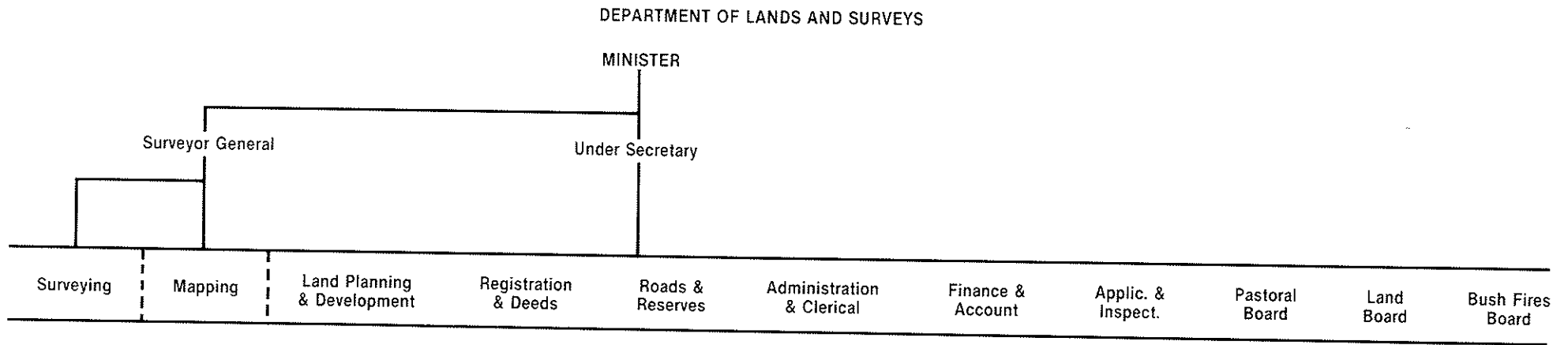
as Inspections and Applications for land.

- Pastoral Board, which deals with transfers and surrenders, 5-year development plans, rent relief and freight concession applications, and field inspections.
- Land Board, which considers applications for Crown Land.
- Bush Fires Board. This organisation is considered in more detail separately.

The Surveyor-General is responsible for the Surveying and Mapping Branches, which include drafting and cartographic services, the Central Map Agency and plan room.

The staff of the Department in 1982 totalled 631 which included 20 trainees. Of this total there were 227 professional, 204 administrative or clerical and 200 general officers.

The Department's expenditure for 1981/82 was \$15.9 million (Department of Lands and Surveys Annual Report 1982), which included nearly \$200,000 for purchase of land for National Parks and Nature Reserves, and \$1,154,000 expenditure by the Bush Fires Board.



2.5. KINGS PARK BOARD

Kings Park Board is a body corporate, the President and members being appointed by the Governor under the Parks and Reserves Act 1895 — 1982 to control and manage Kings Park, including the Western Australian Botanic Garden.

Kings Park Board comes under the responsibility of the Minister for Lands and Surveys.

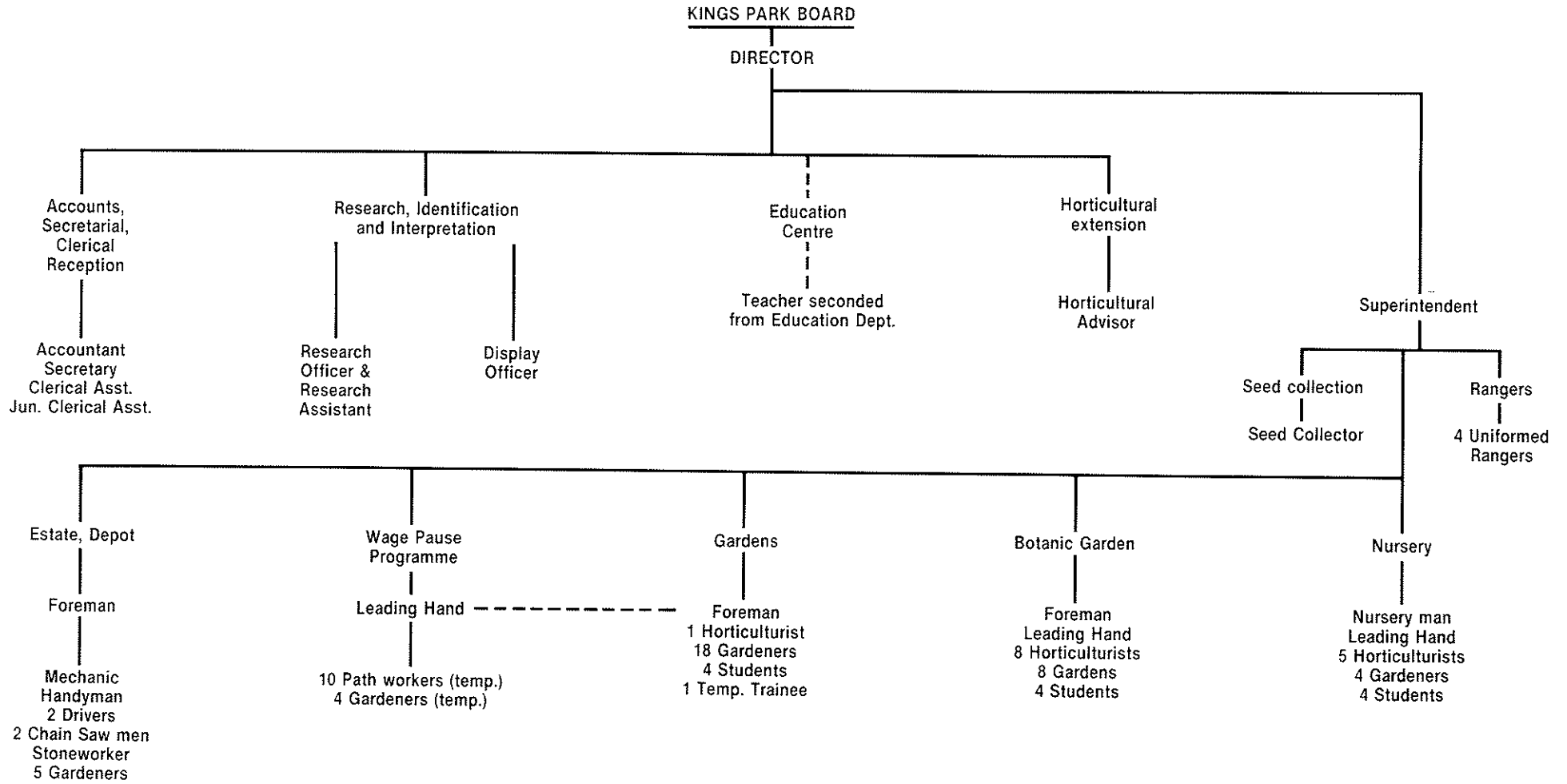
Functions of the Board under the Act include the development and maintenance of Kings Park and Botanic Garden for public health, recreation and enjoyment, and conservation of the park lands and native flora. These functions necessarily involve the Board in such things as bushfire control and the enforcement of by-laws to protect people and property.

Functions relating to the Botanic Garden include display of the native flora and horticulturally useful plants, research into the biology, conservation and cultivation of the

native flora, and dissemination of scientific, advisory, educational and interpretive information to stimulate and satisfy public interest in related subjects.

The Kings Park Board has 12 permanent salaried staff and 78 permanent wages staff with an additional 15 temporary staff under the Wage Pause Programme and the Aboriginal Training Scheme. For the 1981/82 year, the Board operated on a budget of approximately \$1.6 million (Department of Lands and Surveys Annual Report, 1982).

Permanent salaried staff:	12
Administrative	1
Professional	2
General	5
Clerical	4
Permanent wages staff:	78
Supervisors	6
Tradesmen, etc	25
Gardeners/Labourers	35
Students	12



2.6. BUSH FIRES BOARD

Since 1925, responsibility for bush fire control administration has been vested in the Minister for Lands and the Department of Lands and Surveys. The Bush Fires Board was constituted in 1937, and under the Bush Fires Act 1954-1981 the Board has 16 members including the Under Secretary for Lands as Chairman.

The aim of the Board is to make provision for the diminishing of dangers resulting from bush fires and for their prevention, control and extinguishment.

The Board represents all organisations involved in rural fire control, with State-wide responsibility except in State Forest, the Metropolitan fire district and certain larger country towns.

The Board's functions are the provision of district liaison services to local authorities, volunteer brigades and government authorities in rural areas; formal training of

volunteers; fire prevention; and fire suppression.

The Board has 38 staff members with one professional officer being the Director.

Twelve staff are involved in the district liaison services and are based in Perth, Geraldton, Moora, Northam, Narrogin, Bunbury, Manjimup and Albany. This group services 968 Bush Fires Brigades.

In 1982/83 the Board's total budget was \$1,154,000 (Bush Fires Board submission to the Task Force). Of this 30 per cent was spent on fire prevention work (District Schemes), 30 per cent on liaison and advisory services, 10 per cent on fire suppression assistance, 10 per cent on training, and 20 per cent on administration and publicity. In addition, the Department of Lands and Surveys made \$125,000 available to the Board for fire hazard reduction work on vacant Crown land.

2.7. ROTTNEST ISLAND BOARD

This Board was originally appointed under the Parks and Reserves Act under the responsibility of the Minister for Lands.

Earlier this year, changes to the Board saw the Minister for Tourism assume chairmanship of the Board.

The Board's staff are concerned primarily with the commercial aspects of the Island's management: bookings, accounts and

maintenance of facilities. There are 48 staff members.

Office — Counter	6
Accounts	5
Tradesmen	12
Labourers	16
Supervisors	7
Stores	2
Total Staff	48

2.8. WATERWAYS COMMISSION

The Waterways Conservation Act of 1976 established the Waterways Commission which is responsible to the Minister for the Environment for administration of the Act within declared management areas.

There are presently three management areas: the Swan River and its tributaries; the Peel Inlet and the Harvey Estuary; and the Leschenault Inlet. Each area has a Management Authority consisting of six to twelve members who are representative of the local community, Local Government and State Government interests within each management area. The Government departments usually involved are Public Works Department, Marine and Harbours, Department of Conservation and Environment, Public Health Department, Department of Fisheries and Wildlife and the Metropolitan Water Authority.

The Chairmen of the Authorities and a Commissioner constitute the Waterways Commission. The permanent staff of the Commission consists of the Chief Executive Officer, an Administration Clerk, a Research Officer, an Engineer and secretarial support.

The Swan Authority has four inspectors and four field hands; the Peel Authority has two inspectors and four field hands, and the Leschenault Authority has a part-time manager. Each Authority has secretarial support with the exception of Leschenault which hires these services on a part-time basis.

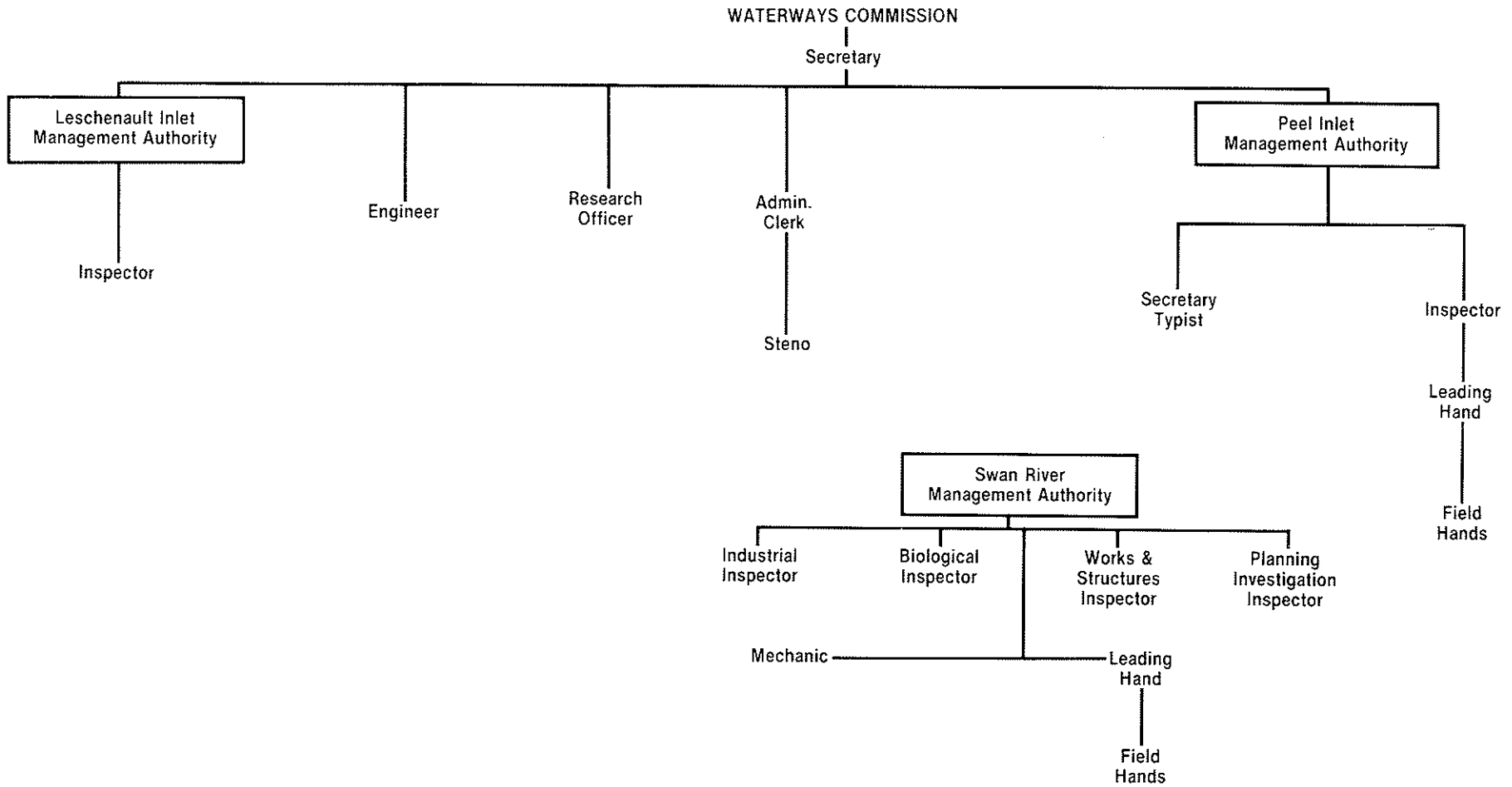
Depending on the level of management required, each Management Authority has a

number of committees, which are able to co-opt members with particular expertise.

Powers under the Act and gazetted regulations enable the Commission to control through licensing dredging, reclamation, structural works on or over the banks or waters, and the discharge of industrial effluent, and to prosecute such acts as littering or pollution.

In addition to administering these powers, the Commission's functions fall into three broad categories: research, land use planning, and works. Research initiated by the Commission is oriented towards developing management strategies and policies, and projects are either contracted to consultants or undertaken jointly with tertiary institutions and government departments. Land use planning identifies areas where development or recreational facilities are appropriate and areas where conservation values need protection. The Commission in consultation with the relevant Management Authority, local authority, other government departments and the public, can prepare a detailed management programme for a Management Area. As yet the Peel-Harvey system is the only area that has a management programme gazetted. Works include the provision of recreational facilities, erosion control measures and weed clearing.

For the 1981/82 financial year, the total budget for the Waterways Commission and the three Management Authorities was \$745,910 (Waterways Commission submission to the Task Force).



2.9. DEPARTMENT OF AGRICULTURE

The Department of Agriculture is accountable to the State Government for advice on policy issues affecting the agricultural and pastoral industries and communities. It is therefore committed to:

- providing research, advice and services to these industries to maintain their economic viability as contributors to the State's economy;
- safeguarding the productive resources of these industries and protecting the environment.

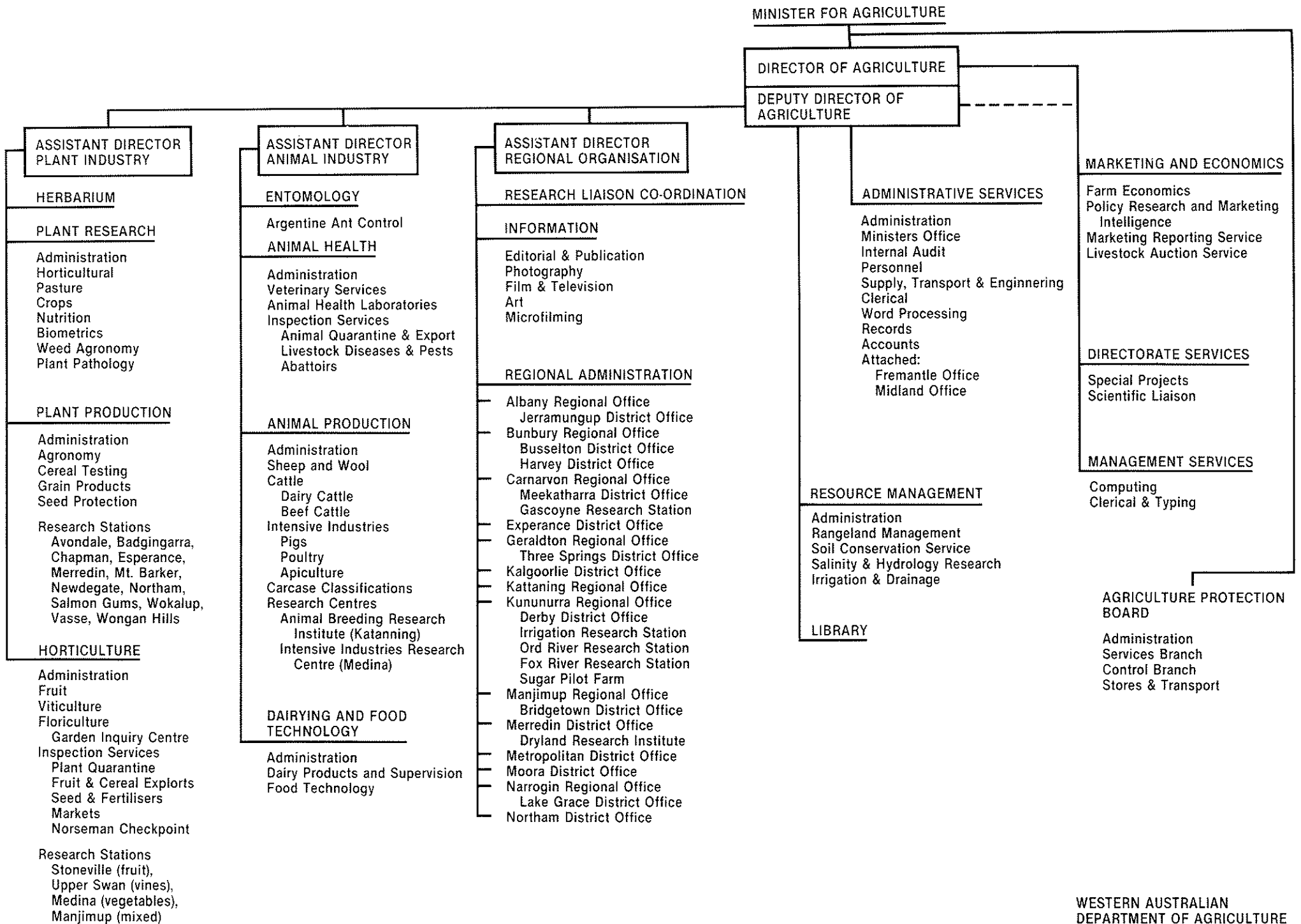
About half the expenditure from CRF is directed towards research with the higher proportion of the remainder going to extension activities.

80% of the Department's expenditure comes from CRF. The remainder comes from the rural industries, Commonwealth, or direct donations. In 1981/82, this amounted to a total expenditure of \$45.5 million (Department of Agriculture Annual Report, 1982).

The total staff number is 1435. Of these,

Professional	371
Clerical	224
General	533
Temp.	84
Wages	223

A significant recent change in department organisation is the decentralisation of responsibility to the district offices, the staff of which account for approximately one-third of the total. To a large extent, each district office acts independently, liaising directly with other offices and other departments.



2.10 W.A. HERBARIUM

The Herbarium is one of the Miscellaneous Branches of the Department of Agriculture, and is under the direction of the Assistant Director, Plant Industry.

The Herbarium carries out research on the flora of Western Australia, publishes flora manuals and scientific periodicals, and provides extension and educational services to the community at large. A high proportion of its work is related to conservation and environment aspects.

There are currently 20 staff. Of these, 11 are professional, 1 clerical, 5 general, 2 temporary and 1 wages. A full-time librarian is provided from the Department of Agriculture staff.

For 1981/82 the Herbarium had a total expenditure of \$520,847 (Department of Agriculture Annual Report, 1982), but several significant items are met from the Department of Agriculture's general budget rather than by the Herbarium. This amounts to approximately \$200,000 per year.

2.11 AGRICULTURE PROTECTION BOARD

The A.P.B. is an executive body constituted under the Agriculture Protection Board Act, 1950 — 1972.

The A.P.B.'s main responsibility is to determine policy for control of declared plants and animals in Western Australia and to see that this policy is successfully carried out.

The Board administers the Agriculture and Related Resources Protection Act, 1976 (A.R.R.P.A.) which involves administering and co-ordinating the control activities for:

- plants and animals declared by the Board under Section 35 of A.R.R.P.A., and assigned to categories under Section 36 of that Act
- regulations under the Act
- potential pests
- maintenance of State Vermin Barrier Fences.

The Board consists of the Director of Agriculture (Chairman); the Chief Executive Officer of the A.P.B. (Deputy Chairman); an officer of the State Treasury; and eight persons appointed by the Governor, being two

from the Primary Industries Association of W.A., one from the Pastoralists and Graziers Association and five representing the Country Shire Councils' Association of W.A.

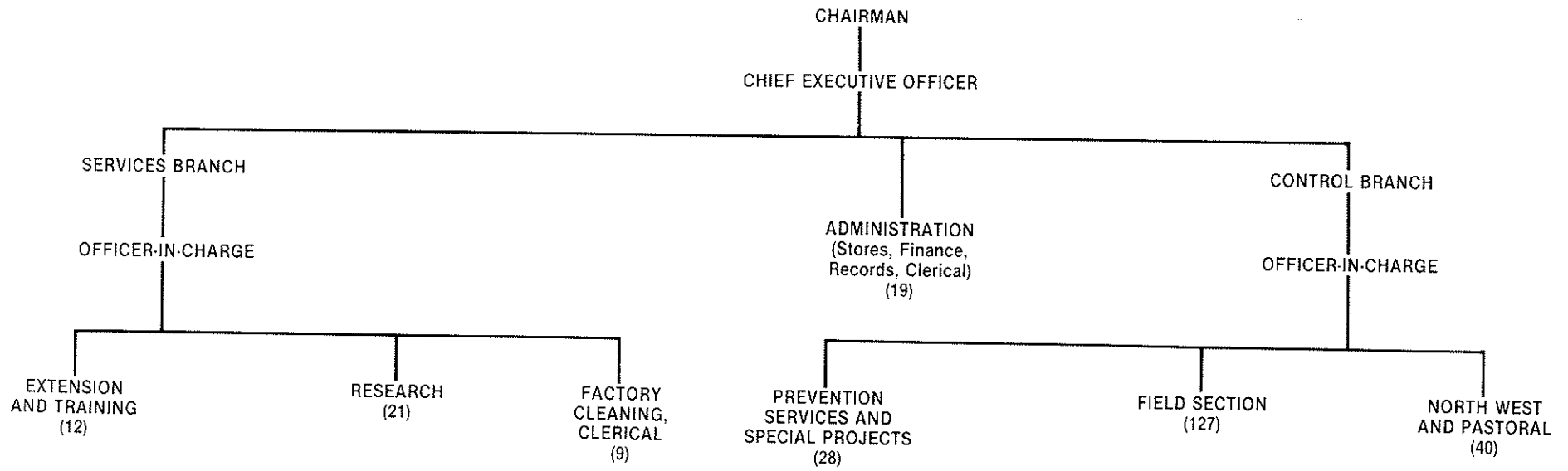
For administrative purposes, the State is divided into ten Zones. Five of these Zones, each consisting of three Regions, cover the agricultural areas; four Zones, each of two regions, cover the pastoral areas; and the remaining Zone encompasses the Perth Metropolitan and Outer Metropolitan areas.

The Act requires a Zone Control Authority to be established for each Zone and a Regional Advisory Committee for each Region. These are statutory bodies.

The A.P.B. has 258 staff, of whom 19 are in the Administration Branch, 42 in the Services Branch (Research, Extension and Training) and 197 are in the Control Branch (Regional and District Officers, Operators). All regional officers except those in Karratha and Port Hedland are in Department of Agriculture facilities. The Department also provides clerical, telephone, mailing and other office services.

Total expenditure for 1981/82 was \$8.3 million (Annual Report of the Agriculture Protection Board 1982).

AGRICULTURE PROTECTION BOARD



* These staff are deployed throughout the State in individual Shires or regional centres.

2.12 TOWN PLANNING DEPARTMENT, TOWN PLANNING BOARD AND METROPOLITAN REGION PLANNING AUTHORITY

The Town Planning and Development Act (1928-1982) provides for the appointment of a Town Planning Commissioner and a Deputy Town Planning Commissioner, and for the creation of a five-member Town Planning Board.

The Town Planning Commissioner is the permanent head of the *Town Planning Department* which is responsible for advising the Minister, and providing professional, technical and administrative support staff to the Town Planning Board and the Metropolitan Region Planning Authority. It also advises local authorities, government departments, and the public generally on planning matters.

The primary breakdown of responsibilities within the Department is through the Deputy Town Planning Commissioner and the Assistant Town Planning Commissioner.

The Deputy Town Planning Commissioner is responsible to the Commissioner for the co-ordination and control of all planning activities undertaken by the Project Planning, Statutory Planning and Drawing Office Branches.

The Statutory Planning Branch examines subdivision applications and town planning schemes for the Town Planning Board (in consultation with relevant authorities), assists the MRPA in keeping the Metropolitan Region Scheme under review, and prepares advice on appeals to the Minister.

The Project Planning Branch is mainly concerned with individual projects and has the following sections: Transport and Industry, Urban Design, Special Projects and Research.

The Assistant Town Planning Commissioner is responsible for day to day administration involving the operations of the Properties Branch, MRPA and Town Planning Board secretariates and the Clerical Branch.

The Town Planning Department's total staff number is 157. Of these, 84 are professional, 16 general, 52 administrative and clerical, 3 wages, and 2 Chairmen. One staff member is based at Bunbury.

The Department's expenditure from C.R.F. for 1981/82 was \$3.4 million (Report of the Auditor General, 1982).

The *Town Planning Board* has 5 members and deals with two main issues: the subdivision of land and local authority town planning schemes.

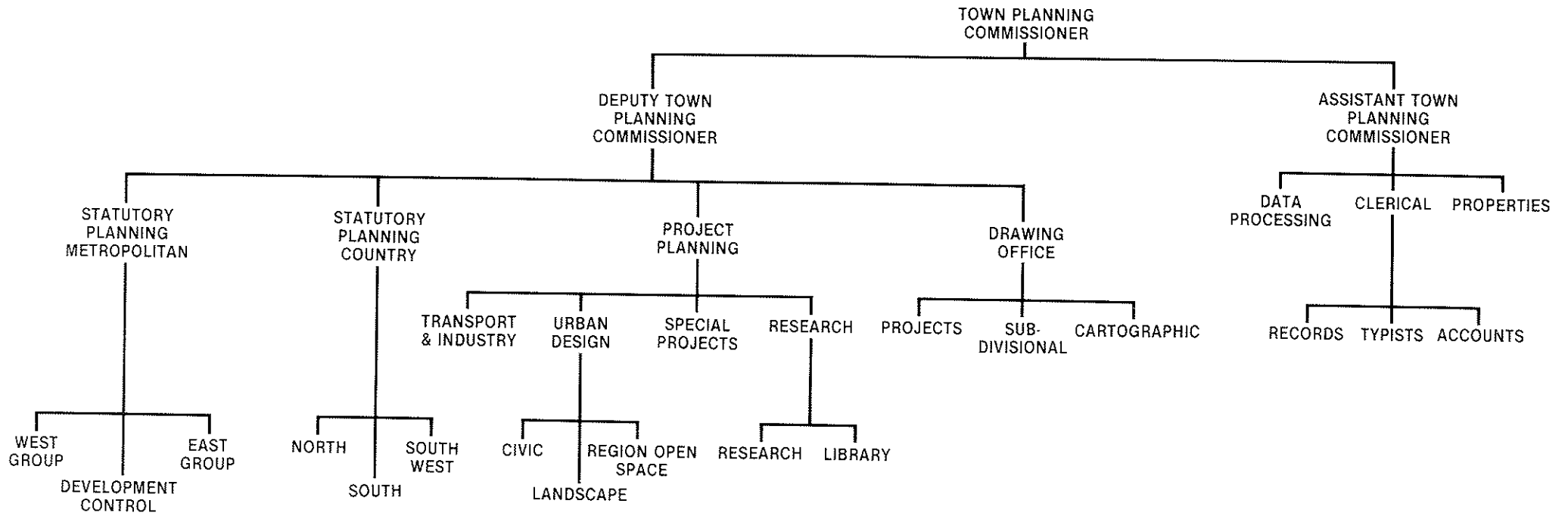
Local authorities within the Perth Region are obliged to prepare Town Planning Schemes for their areas, and local authorities in the rest of the State may be required to do so by the Minister. All Town Planning Schemes and amendments thereto must be submitted to the Town Planning Board for consideration. The Board advises the Minister for Planning, who has final responsibility for approval of Town Planning Schemes and amendments.

The Town Planning Board, with the approval of the Minister and the MRPA, may also prepare statements of planning policy. A statement of planning policy is primarily directed towards "broad general planning and facilitating the co-ordination of planning throughout the State by all local authorities".

The Metropolitan Region Town Planning Scheme Act (1959-1983) constituted the *Metropolitan Region Planning Authority* (MRPA) to formulate, promulgate, administer, and carry out the Metropolitan Region Scheme and to keep the Scheme under review. The MRPA consists of 13 part-time members representing the principal government departments involved in regional planning, local authorities, and private members appointed by the Governor.

Under the Act, Metropolitan local authorities are associated into four groups with The City of Perth forming a fifth. Each group appoints a district planning committee to represent its local councils, and each committee nominates a member to serve on the MRPA.

Within the Perth Region, all town planning schemes must be in accordance with the Metropolitan Region Scheme.



TOWN PLANNING DEPARTMENT

2.13 ENVIRONMENTAL PROTECTION AUTHORITY, DEPARTMENT OF CONSERVATION AND ENVIRONMENT AND THE CONSERVATION AND ENVIRONMENT COUNCIL

Environmental management is carried out under the Environmental Protection Act 1971 — 1980. The simple objectives of the Act are:

- to enhance the quality of the environment
- to control and wherever practicable to prevent any act or omission which causes, or is capable of causing, pollution.

The Act provides for the establishment of an Environmental Protection Authority, a Conservation and Environment Council, a Department of Conservation and Environment and the appointment of an Environmental Appeal Board if necessary.

The *Environmental Protection Authority* (EPA) is a three-member statutory authority whose membership must include a legal practitioner of not less than 7 years standing, and at least one person with a knowledge of and experience in environmental matters.

The EPA's functions are:

- to consider and initiate the means of enhancing environmental quality and of preventing, controlling, abating, or mitigating pollution;
- to investigate problems of environmental protection;
- to obtain the advice of people with special knowledge, experience or responsibility in environmental protection;
- to advise the Minister on any matter which he may refer to it for advice, including the environmental protection aspects of any project, development or undertaking and the evaluation of information relating thereto;
- to review the progress made in achieving the objects and purposes of the Act;
- to administer and give effect to the provisions of the Act and carry out other functions as prescribed.

The Act contains three statutory referral provisions whereby the EPA may receive and consider various types of development proposals. The Authority provides its recom-

mendations to the Minister for the Environment. In general, environmental impact assessment includes the provision of a Notice of Intent and, if considered necessary, an Environmental Review and Management Programme, to the EPA.

The Department of Conservation and Environment provides administrative, scientific, technical and other services to the EPA and Government.

A restructuring of the Department has recently been approved. Under the new arrangements there is a Division of Resources Management, consisting of 2 Branches:

- Marine Resources Branch. Its role is to initiate and co-ordinate studies of marine and estuarine resources and systems throughout the State wherever environmental problems occur or may be anticipated.
- Land Resources Branch. Its role is to initiate and co-ordinate studies of land resources and systems throughout the State wherever environmental problems occur or may be anticipated, and to provide expertise on all aspects of land uses and their impacts on the environment.

There has been no change to the role of the other branches, which are as follows:

- Evaluation Branch: investigates problems resulting from existing developments, assesses new proposals, co-ordinates government departments' assessments, and provides advice to Government and the EPA.
- Planning and Research Branch: assists in the formulation of environmental protection policy guidelines, is involved in forward planning relating to land use, and recommends and supervises research programmes. A Coastal Planning and Management Adviser and an Investigations Officer are attached to this Branch.
- Information and Extension Services Branch: provides public access to EPA, Departmental and other environmental reports, and develops literature and audio-visual material.
- Administration Branch.

Staff numbers: The number of positions in the Department is 67 (including five new positions created in the restructuring), and there are three other officers attached. Of this total, 39 are professional, 23 are ad-

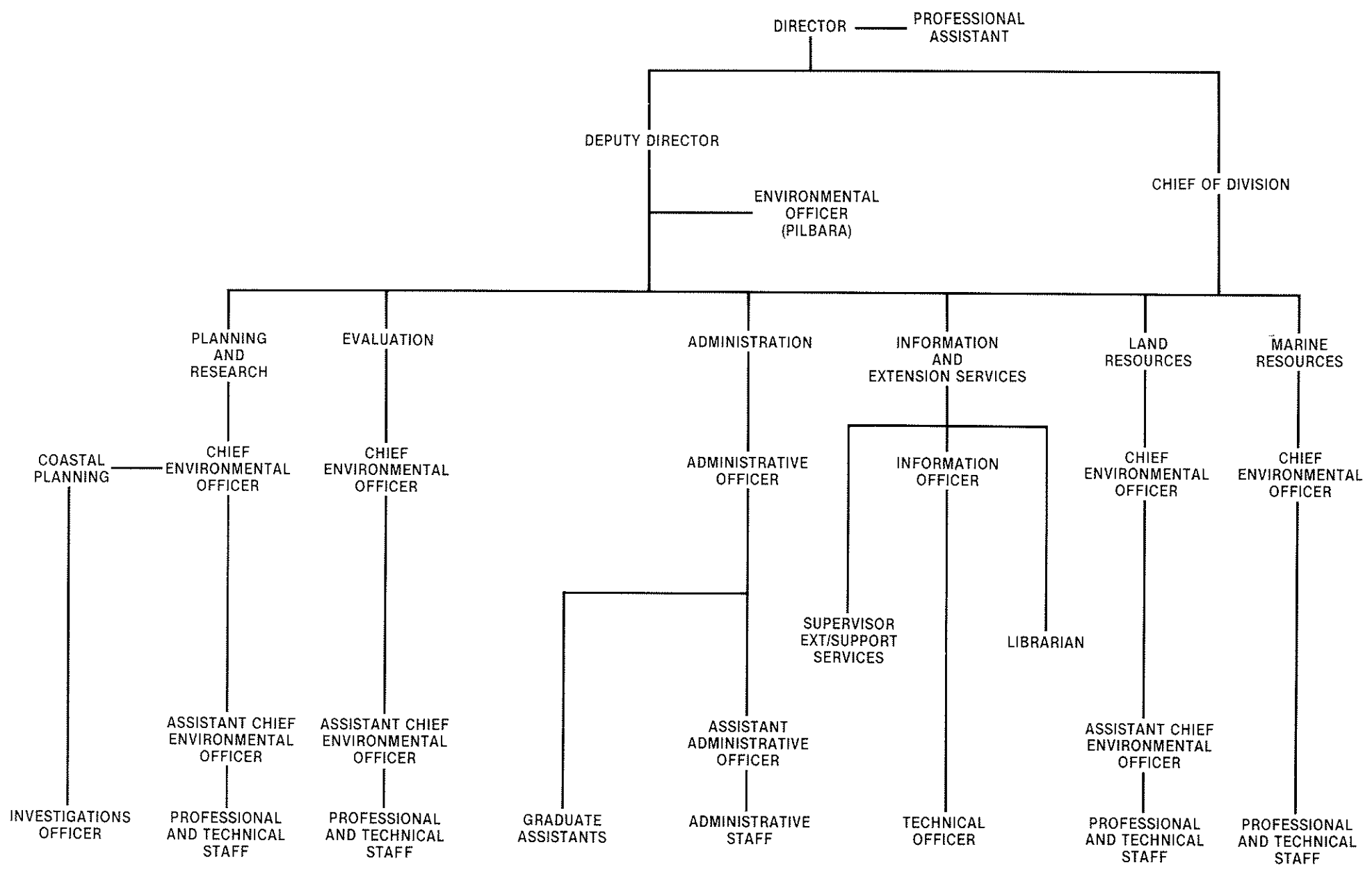
ministrative/clerical, and 5 are technical. There are also 2 additional contract staff and 4 Graduate Assistants.

The Department's budget for 1981/82 was \$2.4 million (Environmental Protection Authority Annual Report 1982).

The Conservation and Environment Council (CEC) is a 16 — member statutory advisory body, with representatives of tertiary institutions, local and State Government departments, industry, and individuals and bodies having an interest in conservation. The function of the CEC is to assist and advise the

Minister and the EPA as to environmental protection and enhancement generally, and also in regard to matters of environmental policy. The CEC assists in co-ordinating the EPA's activities with those of other government departments.

The Council is able to appoint committees of advice, such as the Committee for Understanding of the Environment (CUE). CUE is an independent body of private citizens which aims to increase the community's awareness of environmental issues.



APPENDIX 3.

LIST OF REPORTS ON LAND USE PLANNING.

A number of reports preceding our inquiry have made proposals for improving mechanisms for land use planning and/or management in Western Australia. These reports have been examined by the Task Force and are listed below.

Boston and Associates (1978). *Land Use Conflicts on the Coastal Plain South of Northcliffe*. A Report to the South West Regional Development Committee.

Coastal Planning Steering Committee (1981). *Coastal Planning and Management in Western Australia*. A Report to the Conservation and Environment Council.

Collins, D.J. (1982). *Urban Land Development Review*. First and Second Interim Reports.

Conservation and Environment Council (1983). *A Conservation Strategy for Western Australia. Living Resource Conservation for Sustainable Development*. Department of Conservation and Environment, Western Australia, Report No. 12 (unpublished).

Darling Range Study Group (1982). *Land Use in the Darling Range, Western Australia*. A Report to the Premier of Western Australia.

Department of Conservation and Environment, Western Australia (1981). *The Darling System, Western Australia. Proposals for Parks and Reserves. The System 6 Study Report to the Environmental Protection Authority*. Report No. 8.

Department of Conservation and Environment, Western Australia (in press). *Conservation Reserves for Western Australia as Recommended by the Environmental Protection Authority — 1983. The Darling System — System 6. Report No. 13*.

Gorham Report (1978). *Proposals for an Integrated Planning System for Western Australia*. Senior Officers' Committee Report.

Graham Report (1977). *Proposals for an Integrated Planning System for Western Australia*, by the Committee to Review Planning Authorities in Western Australia.

(SRI) Sachs, D. and Harvey, E. (1978). *Mechanisms for Resolving Land Use Issues in the Darling Range*. Prepared for the Department of Industrial Development, Western Australia, by SRI International.

Stirling Associates (1977). *Resolving Land Use Conflict in the South West Region*. A Report to the South West Regional Development Committee.

(TAG) Technical Advisory Group (1978). *Bauxite Mining in the Darling Range, Western Australia*. Department of Conservation and Environment, Western Australia. Bulletin No. 44.

Western Australia, Legislative Council (1981). *Report of the Select Committee of the Legislative Council on National Parks*.

APPENDIX 4.

APPROXIMATE STAFF COMPOSITION OF DEPARTMENTS
AND AGENCIES PROPOSED FOR THE DEPARTMENT OF
NATURAL LAND MANAGEMENT

Department or Agency	STAFF CATEGORIES					'82 Budget (\$m)
	Prof.	Admin & Cl.	Draft.	Gen.	Wages & Contract	
Forests*	101	77	31	331	654	29.8
Wildlife	14	20**		42		2.3
National Parks	5	10		4	82	3.0
Kings Park	3	5		5	78	1.6
Bush Fires	1	7		30		1.1
Herbarium	11	1		5	3	0.5
Waterways	2	3		7	8	0.7
	137	123	31	424	825	39+

* Some staff from Forests would go to Timber Bureau

** This is an estimate based on the total Departmental staff in this category and the fact that one third of the identifiable resources in the Department are directed to Wildlife.

APPENDIX 5.

CLASSIFICATIONS OF NATURAL AREAS

1. CLASSIFICATIONS PRESENTLY USED IN W.A.

(i) Land Act Reserves

Under the Land Act 1933 — 1981, Crown land may be reserved for a variety of purposes such as Recreation, Public Utility, Conservation etc.

(ii) National Parks

Under the National Parks Authority Act, any land under the control of that Authority may be classified as —

- a. a prohibited area;
- b. a restricted access area;
- c. an unlimited access area;
- d. a recreational area intended for specified activities; or
- e. such other class of area as the Authority thinks necessary.

The classifications of land within National Park generally used by the National Parks Authority are given in a statement of Management Policies by the Director of National Parks in 1981. These classifications are:

- a. natural areas;
- b. wilderness areas;
- c. special areas (of biological, geological or archaeological significance);
- d. facilities areas; and
- e. boundary zones

(iii) Nature reserves and wildlife sanctuaries

Under the Wildlife Conservation Act, 1950-1980, a "nature reserve" means land reserved under the Land Act or any other Act, for the conservation of flora or fauna.

A "wildlife sanctuary" means an area of land which is the subject of an agreement made between the Minister and the owner of the land for its use as a sanctuary.

Nature reserves and wildlife sanctuaries may be classified in whole or part as:—

- a. prohibited areas;
- b. restricted areas;
- c. limited access areas;
- d. unlimited access areas;
- e. such other classes of areas as the W.A. Wildlife Authority thinks fit.

(iv) State Forests

The Working Plan for State Forests recognises the following management priority uses for State Forest:

- a. Flora, Fauna and Landscape Conservation
- b. Wood Production
 - Hardwood Production
 - Softwood Production
- c. Water Production
- d. Catchment Protection
- e. Scientific Study and Education
- f. Recreation
- g. Public Utility
- h. Mining

The areas for Flora, Fauna and Landscape may be further categorised into three types:

- a. preservation areas;
- b. silvicultural areas;
- c. management areas.

(v) Other areas which may have conservation value

These include Public Open Space under the Metropolitan Region Scheme, Management Areas under the Waterways Conservation Act, Soil Conservation Reserves under the Soil and Land Conservation Act, Water Reserves under the Metropolitan Water Supply, Sewerage and Drainage Act and the Country Areas Water Supply Act, and vacant Crown land.

2. IUCN CLASSIFICATION

The International Union for Conservation of Nature and Natural Resources (IUCN), Commission on National Parks and Protected Areas proposed eight categories for conservation areas:

Group A: Areas of Particular Interest to

the Commission on National Parks and Protected Areas.

- I Scientific Reserve/Strict Nature Reserve
- II National Park
- III Natural Monument/Natural Landmark
- IV Nature Conservation Reserve/Managed Nature Reserve/Wildlife Sanctuary
- V Protected Landscape
- Group B: Areas of Interest to IUCN in general
- VI Resource Reserve (Interim Conservation Unit)
- VII Natural Biotic Area/Anthropological Area
- VIII Multiple Use Management Area/Managed Resource Area

3. CLASSIFICATION PROPOSED BY THE AUSTRALIAN INSTITUTE OF LANDSCAPE ARCHITECTS (WESTERN AUSTRALIA STANDING COMMITTEE) (Submission to the Task Force)

- a. Nature Reserves
- b. National Parks

- c. State Parks
- d. Regional Parks
- e. District and City Parks
- f. Urban and/or Neighbourhood parks

4. CLASSIFICATION RECOMMENDED FOR USE IN NATIONAL PARKS IN THE UNITED STATES

(Cited in: Jarrah Reserve. A Proposal for a Major Reserve in the Northern Jarrah Forest of Western Australia. Conservation Council of Western Australia. (Inc) 1980)

- Class I High density recreation areas
- Class II General outdoor recreation areas
- Class III Natural environment areas
- Class IV Outstanding natural areas
- Class V Primitive areas
- Class VI Historic and cultural areas

5. CLASSIFICATION PROPOSED BY THE CONSERVATION COUNCIL OF WESTERN AUSTRALIA (INC.)

(Jarrah Reserve. A Proposal for a Major Reserve in the Northern Jarrah Forest of Western Australia. Conservation Council of Western Australia (Inc.) 1980).

- Zone 1. Limited Development Areas
- Zone 2. Limited Access Areas
- Zone 3. Wilderness Areas
- Zone 4. Areas of Public Exclusion

APPENDIX 6.

TASK FORCE MEETINGS WITH GROUPS AND INDIVIDUALS

Over its study period the Task Force met with many organisations and individuals, both here and in the Eastern States, with interests in land resource management, and these are listed below. The information and advice obtained through these meetings formed an extremely important input to the Task Force's deliberations.

In addition to those meetings listed below, the Task Force held three workshops in country areas to discuss its broad areas of concern and to obtain advice at the local level. The workshops were held in July, 1983 at Wongan Hills, Katanning and Bunbury and were well attended by representatives of local authorities and other interested local organisations.

Agriculture Protection Board of Western Australia
Alcoa of Australia Ltd.
Australian Conservation Foundation
Australian Forest Development Institute
Australian Labor Party, Conservation and Environment Committee
Australian Timber Producers Council Ltd.

Bunning Bros. Pty. Ltd.
Burke, Hon. B.T., M.L.A.
Bush Fires Board

Chamber of Mines of W.A.
Collie Coal Mines Rehabilitation Committee
Commissioner for Soil Conservation
Crown Law Department

Darling Range Study Group
Davies, Hon. R., M.L.A.
Denmark Conservation Group
Department of Agriculture
Department of Conservation and Environment
Department of Fisheries and Wildlife
Department of Mines
Department of the Premier and Cabinet
Department of Resources Development
Department of Lands and Surveys
Department for Youth, Sport and Recreation

Evans, Hon. H.D., M.L.A.

Forest Products Association (W.A.)
Forests Department
Functions Review Committee

Gibbs D. and Prof. McColl (Environmental Consultants, New South Wales)
Gobby-McArthur

Hodgkin E.

Institute of Australian Geographers (W.A. Branch)

Kings Park Board

Land Management Society of W.A.
Leeuwin Conservation Group
Lewis, Hon. A.A., M.L.C.

Mant J. (Planning Consultant, Victoria)
McIver, Hon. K.F., M.L.A.
Metropolitan Water Authority
Mineral Sands Agreements Rehabilitation Co-ordinating Committee
Miscellaneous Workers' Union
Murdoch University students

National Parks Authority
National Trust (B. Brockman)

Orr N. (Member, Working Group on Land Releases)

Parker, Hon. D.C., M.L.A.
Pastoral Board
Pastoralists and Graziers' Association of W.A.

Pendal, Hon. P.G., M.L.C.
Perry R. (Ministerial Adviser)
Primary Industry Association of W.A.
Public Service Board
Public Service Board, Marine Steering Committee
Public Works Department

Rottneest Island Board

Shire of Harvey
South Australia. Department of Planning and Environment
(Director General and Director of Conservation)
South Australia. Director General of Lands

South Coast Working Group
South West Development Authority
State Energy Commission
Steering Committee for the Merger of
State Water Authorities
Stern W.R.
Tonkin, Hon. A.R., M.L.A.
Town Planning Department

Under Secretary For Lands

Victoria. Department of Planning
Victoria. Forests Commission

Victoria. Premiers Department

W.A. Chip and Pulp Co. Pty. Ltd.
W.A. Wildflower Society (Mrs Hamersley)
Western Australian Herbarium
Western Australian Museum
Western Australian Water Resources
Council
Western Australian Wildlife Research
Centre
(Department of Fisheries and Wildlife)
Yanchep National Park Ranger Staff

APPENDIX 7

REVIEW OF SUBMISSIONS TO THE TASK FORCE

7.1 Procedures for input to the Task Force

Submissions were received during two phases of the Task Force's inquiry from a wide range of interest groups, organisations and individuals.

The initial request for submissions to the Task Force was advertised in "The West Australian" on the 25th June and 2nd July, 1983 and in the "South Western Times" on the 28th June and the 5th July, 1983. Submissions were also directly invited from organisations which the Task Force believed could be interested in its inquiry. The initial closing date for submissions was 5th August but this was extended until the end of August. In fact submissions were received and considered by the Task Force through to October. By the time of the release of the Task Force's Interim Report, 76 submissions had been received.

The Interim Report was released for public comment on 16th November, 1983. The closing date for submissions was 30th December 1983; however, submissions were received until 20th January 1984.

In addition to the formal submissions, the Task Force met with numerous individuals and groups representing various organisations throughout both submission periods. Details of these meetings are given in Appendix 6.

Relevant information was also provided by many government organisations during the study and the Task Force is grateful for their co-operation.

Table 7.1 Source of Submissions Prior to Interim Report

Submission Group	No of Submissions	Percentage
Private individuals	15	19.7
Professional bodies	3	4.0
Environmental groups	11	14.5
Industry associations	5	6.6
Industry (private companies)	9	11.8
Local Government	8	10.5
State Government	24	31.6
Commonwealth Government	1	1.3
	76	100

Table 7.2 Source of Submissions on Interim Report

Submission Group	No of Submissions	Percentage
Private individuals	32	29.1
Professional bodies	6	5.5
Environmental groups	12	10.9
Industry associations	10	9.1
Industry (private companies)	6	5.5
Local Government	8	7.3
State Government	31	28.2
Other	5	4.4
	110	100

Appendix 8 lists the source of all submissions except those which were made to us on a confidential basis.

7.2 Analysis of Submissions

The submissions, particularly those made in response to the Interim Report, were vigorous, frank and of major assistance in formulating our final proposals.

It is not possible to document and respond to every concept which was presented to us in either verbal or written submissions, but we have summarised the major concerns and suggestions.

7.2.1. Agencies Proposed as Alternatives to the Department of Natural Land Management

The submissions suggested several alternative arrangements to those proposed by the Task Force. Some of these were:

- A National Parks and Wildlife Service (incorporating the National Parks Authority and the Department of Fisheries and Wildlife or the Wildlife Branch), and a separate Forests Department.
- A Forests and Lands Commission, a National Parks and Wildlife Service and a Department of Planning and Environmental Assessment, the latter to involve amalgamation of the Town Planning Department, the Planning and Evaluation branches of DCE, the MRPA, and the South West Development Authority.
- A Conservation Authority incorporating all organisations concerned with management of non-timber producing lands, with a separate Forests Authority.
- A Museum of Natural History incorporating the Herbarium, Botanic Garden and the existing Natural History Unit of the Museum.
- A Department of Fisheries incorporating the Waterways Commission.
- The Soil Conservation Service to be incorporated into the Department of Natural Land Management.

Some of the major alternatives are discussed below:

Amalgamation of conservation-orientated agencies, and a separate Forests Department

A number of the alternative suggestions involved an amalgamation of conservation orientated agencies (eg. National

Parks and Wildlife) and their separation from the Forests Department. The resulting agency could be known as the W.A. National Parks and Wildlife Service and would be responsible for the management of National Parks and Nature Reserves, and for wildlife management throughout the State.

Advantages perceived in this proposal were that the public would prefer an identifiable National Parks Service, and that separation from the Forests Department would enable a diversity of management practices to be applied to the public land estate which, it was argued, could be beneficial in maintaining diverse ecosystems.

Some of the reasons why it was proposed to separate the Forests Department relate to its potential domination of the Department of Natural Land Management, concern about the forestry profession, and the perception that the security of conservation and recreation reserves would be placed at risk if they were managed by an agency which was concerned with timber production.

The State Forest is an important recreation and conservation resource and its exclusion from the agency concerned with these uses would be illogical. The reasons for including the Forests Department in the proposal are dealt with in Chapter 5.

Agencies based on geographical divisions

An alternative suggestion involved the creation of three land management agencies based on three geographical divisions:

- (i) Metropolitan recreational areas, including National Parks such as John Forrest and Yanchep, State Forest such as Julimar, and Kings Park and Rottnest Island. These could be managed by a body known as the Metropolitan Region Planning and Management Authority which would consist of the MRPA, Swan River Management Authority, Kings Park Board, Rottnest Island Board, and metropolitan and near-metropolitan officers of the Forests Department.
- (ii) Multiple-Use Forest Areas. These are in the south west of the State and are managed for a variety of purposes.

Under the proposal they would continue to be managed by the Forests Department.

- (iii) Other public lands, including areas managed mainly for conservation, which may be National Parks, reserves or vacant Crown land. These areas would be managed by a National Parks and Wildlife Service which would include the Wildlife Branch of the Department of Fisheries and Wildlife, the National Parks Authority, the Herbarium, the fauna research group from the APB, the Biological Survey Unit from the Museum, and the Bush Fires Board.

The proponent maintained that this system would allow a more rational allocation of land to use and hence simplify some of the current management problems. Having three management agencies would preserve some of the different views on management.

The Task Force rejected this proposal because the basic skills (management and research) required for management of these types of land are similar to those of the new Department. This does not preclude achieving the benefits of regional divisions of responsibility by internal management arrangements.

Amalgamation of Fisheries with conservation agencies

We rejected the proposal that the Fisheries Department should be included in the amalgamation of conservation agencies because it is a production-orientated department using specialised staff and different facilities from the other agencies. Skills required to conserve fish populations are relevant to conservation of wildlife and there will be input from the Fisheries Department as more Marine National Parks are declared, but the Task Force expects that our proposals will not prevent co-operation between the Department of Fisheries and the Department of Natural Land Management.

Conservation, Environment and Planning

Other submissions proposed an amalgamation of departments with the Department of Conservation and Environment. A Department of Planning and Environmental Assessment could include the present Department of Conservation and Environment, Town Planning Department, some cartographic and clerical

staff from Lands and Surveys, and some professional staff from the Forests Department and Bush Fires Board to take part in environmental assessments.

Our understanding of the functions and objectives of the Environmental Protection Authority and the Department of Conservation and Environment is that they act as independent arbiters on environmental matters. This role will be reinforced if the current proposal to broaden its brief to include pollution control is accepted, and is incompatible with its active participation in land management.

In other States, Environment and Planning Departments have been combined, but although the Task Force acknowledges that consideration of the environment is an important part of the planning process, it is only one of a number of factors that need to be considered and not all planning issues involve environmental considerations. For these reasons, we are opposed to the amalgamation of DCE and the EPA with planning or management agencies.

7.2.2. Other issues raised in submissions

The dangers of creating a large bureaucracy

Several submissions raised the spectre of dangers in the creation of a large bureaucracy with extended lines of communication and centralised decision making.

The proposed Department is not large relative to other government agencies. Its salaried staff would total approximately 715, with approximately 825 wages staff. This is not excessive relative to other State agencies shown in Table 7.3.

Table 7.3 Staff numbers for other Government Departments

Department	Staff Numbers
Lands and Surveys	631
Agriculture (salary and wages staff)	1508
Metropolitan Water Authority (salary and wages staff)	3329
Public Works (salaried staff only)	1787
Forests (salary and wages staff)	1235

Moreover, it compares favourably with those organisations in other States dealing with Forests, National Parks, Reserves and other natural areas. Details of these are given in Chapter 3.

Reduction of Ministerial representation in Cabinet

In some of the submissions it was suggested that the consolidation of a number of agencies under one Minister would mean that land resource management issues would be less effectively considered in Cabinet.

The Task Force's understanding of the manner in which Cabinet functions is that the weight of argument is more important than the number of Ministers in determining whether a particular policy is to be adopted by Government. Since the portfolios concerned with land resource management are often grouped under the one Minister, concern about lack of Cabinet representation is clearly unjustified.

The proposed Land Resource Policy Council will provide another mechanism for input of land resource issues to Cabinet.

Loss of Identity

There were numerous expressions of concern that there would be a loss of identity of specific functions and organisations in an amalgamated Department.

We have modified our original proposal to retain the Conservator of Forests, the Conservator of National Parks and the Conservator of Wildlife as assistant directors of the three major policy forming divisions of Forest Production, Recreation and Conservation. A Ranger Service would still be necessary, so that members of the public could recognise staff concerned with recreational use of natural areas.

As indicated in Chapter 5, some of the smaller agencies such as the Bush Fires Board would remain as separate units within the Department of Natural Land Management and would thus retain their identity.

Lack of recognition of recreation

There was criticism that the Interim Report did not give sufficient recognition to recreation in its proposals for a new Department of Natural Land Management.

In this report there is a specific reference to recreation in the objectives of the proposed Department. We have also proposed that the Department would have a special policy Division for recreation and that its staff would have appropriate skills and training.

The National Parks and Nature Conservation Council would have representatives of community recreation groups which would contribute to policy formulation throughout the public land estate.

We have also proposed that the Department for Youth, Sport and Recreation be represented on the Land Resource Policy Council.

Safeguards for conservation and recreation reserves

A number of submissions argued that the Task Force proposals to 'relegate' the National Parks Authority and the Western Australian Wildlife Authority to advisory committee status, and to remove the authorities' statutory rights to protect conservation reserves by vesting the land in a Commission would place areas reserved for conservation and recreation at risk.

The Task Force was persuaded by these arguments and in this report we have included a number of provisions to ensure that the security of tenure and purpose of reserves is protected. In summary these proposals are —

- The recreation and conservation advisory committees have been combined to form the National Parks and Nature Conservation Council which is a statutory body.
- The Council has a statutory obligation to ensure the protection of security and tenure of reserves and has direct access to the Minister.
- It is proposed that these reserves be vested in the Council, but we have also proposed that the executive powers of the Council conferred on it by vesting be constrained for practical and administrative reasons.
- A member of the Environmental Protection Authority has been included on the Council with independent powers to report to the E.P.A.

We support the progressive upgrading of all significant conservation and recrea-

tion reserves to A class status, including those areas in State Forest which have a recreation and conservation priority.

Evidence of duplication and lack of co-ordination

A number of submissions challenged our proposition that there was duplication of resources and suggested that we give examples. Some examples of duplication and lack of co-ordination are the existence of two wildlife research co-ordinating committees; the incompatibility of radio communications in different land management agencies; the lack of consultation on *Phytophthora* research and management between agencies; the current organisation of fire fighting services which requires one agency to despatch equipment and personnel from Perth to fight fires in the lower South West; and the duplication of publication and information services and general administrative services.

Representatives of local government have also drawn the attention of the Task Force to the problems they have in having to deal with a number of agencies concerned with land management.

Multiple use management

The future of multiple use management was questioned by a number of submissions concerned that the three separate policy divisions proposed in the Interim Report may pursue different and conflicting management objectives. These submissions sought confirmation that adequate safeguards would be built in to the system to prevent such a situation from arising and to allow for integration of objectives and resolution of conflicts for multiple use areas. In some submissions it was suggested that our proposals

would lead to the application of multiple use management in areas of public land where it was inappropriate.

In this report (chapter 5) we have stressed the importance of multiple use management and outlined the policy formulation procedures which will permit co-ordination and integration of management throughout the public land estate.

Provisions for management of water resources

In some submissions concern was expressed that one of the State's most important resources — water — did not receive adequate attention.

Over a large proportion of the land estate for which the proposed Department will have management responsibility, protection of the water resource will be of prime importance. A water resource policy division was not included in the Department because this is the responsibility of water production interests in the Forest Production Council.

Criticism of the management structure of the proposed Department

Despite the fact that our diagrammatic representation of the management structure of the proposed Department of Natural Land Management was labelled "conceptual" some submissions were critical of the absence of detail in the diagram.

The Task Force does not believe that it is appropriate for it to plan the detailed organisation of the Department. This is the province of the Public Service Board. We have, however, provided a framework for the Department's structure, in particular the policy making structure and procedure.

APPENDIX 8

LIST OF SUBMISSIONS TO THE TASK FORCE

The individuals and organisations who made submissions to the Task Force are listed below, except where confidentiality was requested. The submissions are listed in two groups: those made prior to the preparation of the Interim Report; and those submissions received in response to the Interim Report.

Some of the individuals and organisations listed made more than one submission.

1. Submissions Made Prior to the Preparation of the Interim Report.

Agriculture Protection Board of W.A.
Amella J.J.

Armstrong M.

Australian Conservation Foundation
(Inc.)

Australian Forest Development
Institute

Australian Institute of Agricultural
Science (W.A. Branch)

Australian Labor Party Conservation
and Environment Committee

Australian Timber Producers Council
Ltd.

Bunning Bros. Pty. Ltd.

Churchward B.

Confederation of Western Australian
Industry

Conservation Council of Western
Australia

Crowe C.

CSBP and Farmers Ltd.

CSIRO (Division of Forest Research)

Davies S.

Department of Agriculture

Department of Fisheries and Wildlife

Department of Industrial Development

Department of Mines

Fitzgerald River National Park
Association (Inc.)

Forest Products Association (W.A.)

Forests Department

Gobby-McArthur

Gorddard B.J.

Hopkins A.

Industrial Lands Development
Authority

Institute of Foresters of Australia
(Inc.) (W.A. Division)

Land Release Study Group
Leeuwin Conservation Group

Main Roads Department
Metropolitan Water Authority
Muir J.

National Parks Authority
Newbey K.

Peel Preservation Group
Peters (W.A.) Ltd.

Price A.

Primary Industry Association of
Western Australia (Inc.)

Rotheram I.

Royal Australasian Ornithologists
Union

Royal Society of Western Australia

Shire of Cranbrook

Shire of Denmark

Shire of Manjimup

Shire of Mount Marshall

Shire of Nannup

Shire of Perenjori

Shire of Wanneroo

South West Development Authority

South West Forests Defence

Foundation

State Energy Commission

Steering Committee for the Merger of
State Water Authorities

Stern W.R.

Swan Portland Cement Ltd.

Taylor C.M.

Town Planning Department

Tree Society

W.A. Chip & Pulp Co. Pty. Ltd.

W.A. Steering Committee for the
National Tree Planting Programme
and Greening Australia

W.A. Wildflower Society (Ablany
Branch)

Waterways Commission

Western Australian Water Resources
Council

Western Australian Wildlife Research
Centre (Department of Fisheries and
Wildlife)

Wilson J.
Working Group on Cave Protection
and Management

2. Submissions Received in Response to the Interim Report

Agriculture Protection Board of W.A.
Alcoa of Australia Ltd.
Australian Conservation Foundation
(Inc.)
Australian Fishing Industry Council
(W.A. Branch Inc.)
Australian Forest Development
Institute
Australian Institute of Agricultural
Science (W.A. Branch)
Australian Institute of Landscape
Architects, Western Australia
Standing Committee
Australian Labor Party Conservation
and Environment Committee
Australian Labour Party, Warren
Branch

Beard J.S.
Bunning Bros. Pty. Ltd.
Bush Fires Board
Butler W.H.

Central South Regional Development
Advisory Committee
Chamber of Mines of W.A. (Inc.)
Chittleborough R.G.
City of Gosnells
Civil Service Association of W.A.
Committee of Inquiry into Statutory
Planning in Western Australia
Conservation Council of W.A.
Conacher A.
Country Shire Councils' Association
of W.A.

Denmark Environment Group
Department of Agriculture
Department of Conservation and
Environment
Department of Fisheries and Wildlife
Department of Lands and Surveys
Department for Youth, Sport and
Recreation

Emberson J.

Forest Products Association (W.A.)
Forests Department
Fox J.E.D.

Geraldton Professional Fishermen's
Association (Inc.)
Great Southern Regional Development
Advisory Committee
Greenbushes Tin Ltd.

Guyton R.
Hamilton B.
Hopkins A.

Institute of Foresters of Australia
(Inc.) (W.A. Division)

Jenkins C.F.H.

Kings Park Board

Lander N.S.
Land Management Society

Macfarlane T.D.
Main A.R.
Mant J.
Marchant N.G.
Masters B.K.
Mattiske E.M.
May R.F.
McGregor J.D.
Metropolitan Water Authority
Mining and Management Programme
Liaison Group
Muir B.G.
Muresk Agricultural College

National Parks Authority
Newbey K.
Nicholson C.
North Coastal Fishermen's
Association

O'Brien B.J.

Pastoral Board
Pastoralists and Graziers Association
of Western Australia (Inc.)
Pearce D.T.
Primary Industry Association of
Western Australia (Inc.)
Public Service Board
Public Service Board, Marine Steering
Committee
Public Works Department

Richmond P.
Rock Lobster and Prawning
Association of Australia (Inc.)
Rotheram I.
Royal Australian Institute of Parks and
Recreation (W.A. Branch)
Royal Australasian Ornithologists'
Union

Sands G.
Shire of Cuballing
Shire of Denmark
Shire of Harvey
Shire of Manjimup
Shire of Ravensthorpe
Shire of Wanneroo
Smith F.G.

South West Forests Defence
Foundation
Sprengel E.A.
Stern W.R.
Surveyor General

Taylor R.
Tree Society

Under Secretary for Lands
Underwood R.

W.A. Chip & Pulp Co. Pty. Ltd.
W.A. National Parks and Reserves
Association
W.A. Seafood Exporters Pty. Ltd.
W.A. Wildflower Society

Waterways Commission
Western Australian Herbarium
Western Australian Museum
Western Australian Native Orchid
Study and Conservation
Group (Inc.)
Western Australian Sports Federation
Western Australian Water Resources
Council
Western Australian Wildlife Research
Centre (Department of
Fisheries and Wildlife)
Westraian Sands Ltd.
Whitehouse S.
Whittington H.S.
Worsley Alumina Pty. Ltd.