



WESTERN AUSTRALIA

*DUPLICATE*

REPORT OF THE HONORARY  
ROYAL COMMISSION INTO  
THE CONSERVATION AND  
LAND MANAGEMENT ACT 1984

Operation and Effectiveness  
of the Conservation and  
Land Management Act 1984.

ROYAL COMMISSION REPORT

To: His Excellency Professor Gordon Reid,  
Governor in and over the State of Western  
Australia and its Dependencies in the  
Commonwealth of Australia.

May it please Your Excellency:

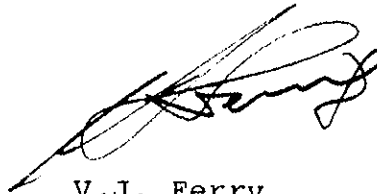
By Commission under the hand of the  
Governor of the State, Professor Gordon  
Reid, we were appointed to be Royal  
Commissioners to inquire into and report  
upon the operation and effectiveness of  
the Conservation and Land Management Act  
1984.

We have the honour to report to Your  
Excellency that we now have completed our  
inquiries pursuant to that Commission  
and beg leave to present our Report.

We have the honour to be Your  
Excellency's most obedient servants.



A.A. Lewis (Chairman)



V.J. Ferry



F.E. McKenzie

Perth, November, 1985

## FOREWORD

In approaching its task, the Honorary Royal Commission adopted a positive attitude, accepting from the outset that the new Department of Conservation and Land Management would take some time to settle down. Further, the Commission acknowledges that the new Department should be permitted to operate for some time before an assessment of the amalgamation's success or failure can be made.

Numerous issues were brought to the Commission's attention. Where appropriate, a number of these matters were brought to the notice of the Department's senior management. It was also clearly apparent that intra-departmental communication was not always effective. Two examples of this lack of communication are:

- (a) The recent visit to Western Australia by Professor P. Ehrlich, Professor of Biological Science and Population Studies at Stamford University, California, U.S.A. Professor Ehrlich's visit was arranged prior to the new Department's formation. However, some members of the Policy Directorate were unaware of the Department's role in bringing Professor Ehrlich to Western Australia.
- (b) The Bill to amend the Wildlife Conservation Act 1950-1979. The Bill, forwarded to Parliament prior to the establishment of the new Department, sought to increase the fines imposed for breaches of the Act and to extend the time required for the Department to lay charges and bring court proceedings against offenders. The Bill, however, was not shown to the Policy Directorate or members of the National Parks and Nature Conservation Authority.

The Commission is convinced that for the amalgamation to succeed there must be total commitment by both the Government and top management. From evidence received, the Commission does not believe that this commitment is strong enough. Comments referring to the inability of the Minister to attend certain Departmental functions, in particular safety presentations, and the extra work created by the Policy Directorate not fully understanding cutting plans etc, are disturbing.

The Commission was concerned at the strain that a number of senior personnel were working under. Complete regionalisation is, the Commission believes, the only solution to this problem.

Another feature which disturbed the Commission was the Planning Branch's inability to prepare management plans now required under the new legislation. The planning resources have not been increased to meet the new demand. This has resulted in some plans being prepared by other departments, without sufficient understanding of the requirements of management.

The preparation of management plans for the Bungle Bungle area and the proposed M10 Marine Park are two examples of this. The Commission has attempted to address such matters in its Report.

The Commission noted with interest the call by certain groups for the multi-use of State forests. However, the concept of multiple-use in the State's National Parks and nature reserves, as well as other areas, was clearly unacceptable to such groups. The Commission believes that the Department of Conservation and Land Management should adopt a policy of integrated resource management for all lands and waters under its control.

Finally, the Commission wishes to thank those who presented evidence to it and to our consultant, Mr. Bruce Beggs, whose great experience and knowledge have been invaluable. Our thanks also go to Mr. Nick Roberts and Mrs. Helen Westcott for their services as Secretary and Research Officer respectively. No Commission could have had such dedicated service, at times 'beyond the call of duty', than this one has had from these two officers.

To the Department of the Premier and Cabinet, the Public Service Board and to all departments with which the Commission has come into contact, the Commission thanks them for all the assistance provided.

To those Ministers, Departments or individuals, whether within Western Australia, other States of Australia or overseas, who helped us, the Commission extends a very warm thank you. The assistance to the Commission was generous, as was the attitude taken to individual Commissioners. This help made an extremely difficult task easier.

The Commission wishes to make special reference to the members of the Department of Conservation and Land Management and compliments them for the constructive and frank manner in which they provided information and assistance to members of this Commission.

## MEMBERS OF THE HONORARY ROYAL COMMISSION

**Chairman:** The Hon. A.A.Lewis, M.L.C.,

**Members:** The Hon. F.E. McKenzie,  
M.L.C.,  
The Hon. V.J. Ferry, D.F.C.,  
M.L.C.,

**Secretary to the  
Honorary Royal  
Commission:** Mr. N.N. Roberts<sup>1</sup>

**Research Officer  
to the Honorary  
Royal Commission:** Mrs. H.F. Westcott<sup>2</sup>

**Consultant  
to the Honorary  
Royal Commission:** Mr. B.J. Beggs, I.S.O.

1. Until 28th June, 1985.
2. Secretary to the Honorary Royal Commission after 28th June, 1985.

**TERMS OF REFERENCE OF  
THE HONORARY ROYAL COMMISSION**

- 1 That the Honorary Royal Commission inquire into and report upon the operation and effectiveness of the Conservation and Land Management Act 1984. The inquiry shall include consideration of:
  - (a) the effectiveness of the operations of the Department of Conservation and Land Management, the Lands and Forests Commission, the National Parks and Nature Conservation Authority and the Forest Production Council;
  - (b) the need for the continuation of the functions of the Department of Conservation and Land Management, the Lands and Forests Commission, the National Parks and Nature Conservation Authority and the Forest Production Council;
  - (c) a cost benefit analysis of the operations of the Department of Conservation and Land Management to ensure that additional Government funding is being utilised in the most efficient manner; and
  - (d) such other matters as the Royal Commission considers relevant to the operations and effectiveness of the Conservation and Land Management Act 1984.
- 2 Under Section 6 of the Royal Commissions Act 1968 to appoint the Honourable ALEXANDER ASHLEY LEWIS to be Chairman of the Royal Commission.
- 3 To direct that a copy of the Royal Commission be simultaneously provided to the Premier, the Leader of the Opposition in the Legislative Assembly and The Leader of the Opposition in the Legislative Council.

## EXPLANATION OF TERMS

- Aerial Ignition:** Lighting of fire for backburning or controlled burning by dropping incendiaries from aircraft.
- Biota:** The living component of the environment - plants, animals and micro-organisms.
- Bushfire:** Fires that are not intentionally lit as part of a management programme. They are sometimes referred to as wildfires.
- Conservation:** The management of human use of the biosphere so that it may yield the greatest sustainable benefit to present generations while maintaining its potential to meet the needs and aspirations of future generations. Thus conservation is positive, embracing preservation, maintenance, sustainable utilisation, restoration, and enhancement of the natural environment. Living resource conservation is specifically concerned with plants, animals and micro-organisms and with those non-living elements of the environment on which they depend. Living resources have two important properties, the combination of which distinguishes them from non-living resources: they are renewable if conserved, and they are destructible if not.<sup>1</sup>
- Controlled Burning:** Is a closely controlled cool burning fire designed to reduce the amount of fuel build-up in a vegetated area. This term is synonymous with 'hazard reduction' and 'prescribed burning'.



- Development:** The modification of the biosphere and the application of human, financial, living and non-living resources to satisfy human needs and improve the quality of human life. For development to be sustainable, it must take account of social and ecological factors, as well as economic ones; of the living and non-living resource base; and of the long term advantages and disadvantages of alternative actions.<sup>1</sup>
- Environment:** The physical, chemical, biotic (living) and social conditions surrounding an organism.
- Fire Regime:** The frequency, intensity and seasonality of the prevailing pattern of fire recurrence.
- Fuel:** All types of combustible material.
- Hazard:** In the consideration of fires the concept of hazard is usually concerned with the condition of fuel and the difficulty of suppression if fuel should be ignited. It is this definition of hazard which is used in technical terms such as "hazard reduction". In a wider sense, however, hazard means that which endangers life and property within the context of proposed developments.
- Hazard Reduction:** A reduction or modification of fuel by burning, chemical, mechanical or manual means.

- Litter:** Part of the fuel component of a forest or woodland, it consists mainly of leaves, bark and twigs which accumulate on the ground.
- National Park:** Relatively large areas which contain representative samples of major natural regions, features or scenery of national or international significance where plant and animal species, geomorphological sites, and habitats are of special scientific, educational and recreational interest.
- Natural Resource:** Any portion of the natural environment e.g. air, water, soil, forest, wildlife and minerals.

#### **Endnotes**

1. International Union for the Conservation of Nature and Natural Resources (IUCN), 1980. World Conservation Strategy: Living Resource Conservation for Sustainable Development.

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## Recommendations

The Commission recommends that:-

1. The Conservation and Land Management Act 1984 be amended to provide for areas currently excluded by Section 17(1) of the Act to be referred to the Commission or Authority for consideration. In the interim, the Minister should refer all such proposals for recommendation to the respective bodies. (paragraph 4)
2. The Department of Conservation and Environment become the Department of the Environment. The new Department should not have direct responsibility in the management of public lands. (paragraph 13)
3. The Department of Conservation and Land Management be renamed the 'Department of Land Management'. (paragraph 15)
4. Within the Department there should be a Forest Service, a National Parks Service and a Wildlife Service. Each Service should be distinguished by the wearing of appropriate shoulder flashes. (paragraph 18)
5. Vehicles belonging to the Department of Conservation and Land Management should have no identification other than the Department's logo. (paragraph 19)
6. The State Government and the Department of Conservation and Land Management should endeavour, as far as possible, to house the Department's central administration within a single complex. (paragraph 22)
- 7.(a) The Forest Research Unit and any other research units now located at Como should be transferred to the Woodvale complex.  
  
(b) The regional Research Unit now at Manjimup remain at Manjimup.  
  
(c) Consideration be given to transferring the Mapping Section (possibly to the Department's offices at Crawley). (paragraph 23)
8. The efficient library circulation system currently in operation continue. (paragraph 25)

9. The Engineering Services Section of the Department of Conservation and Land Management be completely decentralised to ensure that each region has full responsibility for the preparation and execution of its works programme.  
(paragraph 28)
10. The Accounts Section of the Department of Conservation and Land Management be further decentralised, ensuring greater autonomy to the regions. Each region should have responsibility for all its operations, including the preparation and administration of its budget.  
(paragraph 31)
11. The Department of Conservation and Land Management's Planning Branch be decentralised, giving each region responsibility for its planning.  
(paragraph 34)
12. The highest priority be given to the preparation of regional plans so that each regional manager can effectively manage the lands he has responsibility for.  
(paragraph 35)
13. The Department of Conservation and Land Management's senior management reaffirm and strengthen the chain of command, allowing for greater communication and more effective administration.  
(paragraph 39)
14. The Wildlife Officers be integrated more fully with their fellow officers at both the district and regional level.  
(paragraph 42)
15. In the training of Wildlife Officers emphasis be given to public relations, with a view to assisting them in their role as public educators.  
(paragraph 44)
16. A 'flying squad' with three members be formed to visit both regional and district offices of the Department of Conservation and Land Management on a regular basis. Such a group would listen to the problems faced by

field staff and then report to the Department's General Manager, so that any problems may be resolved.

(paragraph 52)

- 17.(a) The Department of Conservation and Land Management instigate a scheme allowing exchange of personnel between itself and the Ministry for Natural Resources in Ontario, Canada.
  - (b) Staff chosen for such a system of exchange should have relatively senior ranking within the organisation. However, other personnel showing initiative and potential should not be precluded.
  - (c) Any personnel exchange that takes place should be for a period of twelve months.

(paragraph 56)
- 18.(a) The Department of Conservation and Land Management with assistance from the Valuer General's Office immediately assess all rental and lease agreements for properties under the Department's control.
  - (b) The Department of Conservation and Land Management seek to rationalise the problem of properties under its control, either by selling the property or by negotiating long term lease agreements. Either option should be carried out as a commercial venture.

(paragraph 61)
19. The following regional names be changed:

Central Forest to Central South West  
Northern Forest to Northern Darling Range  
Southern Forest to Southern South West.

(paragraph 72)
20. The Timber Bureau be incorporated into the Department of Conservation and Land Management.

(paragraph 76)
21. The Forest Production Unit of the

Department of Conservation and Land Management be raised to Divisional status.  
(paragraph 78)

22. A Joint Standing Committee of both Houses of Parliament be created. Such a Committee should be known as the Standing Committee on Natural Resources. This Committee should have seven members and have terms of reference covering all natural resources.  
(paragraph 83)
23. The Conservation and Land Management Act 1984 be amended with the provision of a Review Clause. The period of review should be five years.  
(paragraph 85)
24. More educational literature be provided for the public on matters relating to conservation and land management. Where a high quality product is prepared, the public should be charged at least the cost of production and possibly more. Such material should be made available to and sold through retail outlets. Provision should be made to provide certain publications free of charge to educational outlets.  
(paragraph 92)
25. Further ecological field study centres be upgraded or built and that future courses cover all aspects of land use and management.  
(paragraph 93)
26. A concerted effort be made to provide interpretation centres at as many National Parks and other places of interest as soon as possible. A central interpretation centre should also be established, so visitors to the State have only to visit one central location to obtain information about all lands managed by the Department. One possible suggestion for the location of this centre is Kings Park.  
(paragraph 94)
27. The interdepartmental co-operation in education that existed prior to amalgamation should be continued and

broadened so as to cover all aspects of land management (i.e., National Parks, wildlife reserves, forests etc.).  
(paragraph 96)

28. Courses in expedition skills should not only be continued but be expanded to cover those skills required in remote National Parks, wildlife reserves or forest reserves.  
(paragraph 97)
29. The Information Branch be provided with sufficient resources to ensure that it is able to fulfill its role in promoting the Department's role in conservation and land management.  
(paragraph 100)
30. The Department of Conservation and Land Management give consideration to the design of a new logo. The logo's concept should be simple and inexpensive to reproduce for any purpose.  
(paragraph 101)
31. (a) Either private enterprise or volunteer organisations, be permitted to operate information centres within National Parks.  
  
(b) The existing systems in relation to private concessionaires be retained and where possible further encouraged.  
(paragraph 105)
32. The Department retains monies collected from the sales of educational materials in order that it be used to improve the public's awareness of the Department's goals and objectives with respect to land management.  
(paragraph 106)
33. Where other departments have access to material prepared by the Department of Conservation and Land Management to promote public awareness, some payment should be made to the Department to help finance such projects.  
(paragraph 107)



34. The public be encouraged to submit proposals allowing areas to be proclaimed National Parks. The final decision, however, in deciding on declaration of an area must always reside with the Minister.  
(paragraph 108)
35. The Department of Conservation and Land Management establish a core of permanent volunteers, to be called Honorary Rangers. Any such group would work under directions received from the Department.  
(paragraph 111)
36. Funds be made available for the collation of data held by the various Government departments (e.g. the Department of Lands and Surveys, Mines Department, etc.).  
(paragraph 119)
37. In the preparation of a land resource inventory, the inventory produced by the Land Conservation Council of Victoria<sup>3</sup> should be used as a guide.  
(paragraph 120)
38. Officers of the Division of Resource Management of the Department of Agriculture be responsible for collation of data for inclusion in a land resource inventory. The Division of Resource Management should be further assisted by officers from other Government departments having similar areas of expertise. All work should be carried out under the direction of the Land Resource Policy Council.  
(paragraph 124)
39. The Land Resource Policy Council be given the responsibility of setting priorities and allocation of funding for the collection and collation of material to be used in a land-use inventory.  
(paragraph 125)
40. The Division of Resource Management liaise with the Department of Lands and Surveys to gain access to information collected by that Department's Remote Sensing Unit for

use in the preparation of a land resource inventory.

(paragraph 126)

41. The Department of Conservation and Land Management investigate the possibility of forest management within National Parks. The Director of National Parks should make recommendations permitting such activities only after comprehensive studies have shown that there will be no adverse impacts on the long term objectives of the Park. Any work conducted within a National Park must adhere closely to guidelines prepared by the National Parks and Nature Conservation Authority.

(paragraph 137)

42. The State Government make representations to the Commonwealth Government to establish a task force to assess the impact of proposed tax changes on private afforestation initiatives and recommend, where appropriate, direct assistance packages along the lines suggested by the Commonwealth Government in their Draft White Paper.

(paragraph 138)

43. The Department of Conservation and Land Management be provided with the extra resources needed to further research into the effects of different fire regimes on the environment.

(paragraph 146)

44. The structure of the Bush Fires Board remain unaltered and it be amalgamated with the Department of Conservation and Land Management.

(paragraph 151)

45. All applications for building in designated fire prone areas should be referred to a services referee representing the appropriate fire authority for that location and other services.

(paragraph 158)

46. The State Minister responsible for Local Government and Fire Services in

consultation with the Australian Insurance Industry Council, review the current means of premium loading with a view to increasing the loading on premiums for properties in high fire risk areas. The extra revenue collected should be made available to the relevant fire protection authorities.

(paragraph 160)

47. The State Government recognise the inadequacy of funding to the former National Parks Authority and ensures that the Department of Conservation and Land Management is provided with the necessary resources to resolve many of the problems faced by the National Parks Service without having a detrimental effect on either the Wildlife or the Forest Services.

(paragraph 165)

48. The Department of Conservation and Land Management be provided with the necessary resources to ensure that once facilities have been brought to a high standard they are maintained.

(paragraph 166)

49. The word 'dogs' be replaced with the word 'pets' on notices informing the public that pets are not permitted.

(paragraph 168)

50. Pets be allowed into selected National Parks and the public be advised of these areas and the conditions under which pets will be permitted.

(paragraph 172)

51. The issue of horses within the John Forrest National Park be reviewed. If it is found that the presence of horses within the Park is detrimental then steps should be taken to revoke the permits of people using the Park. In the case of commercial riding ventures, revocation of the permit should be gradual to cause minimal disruption to the permit holder's livelihood.

(paragraph 175)

52. The Department of Conservation and Land Management adopt the land classification scheme prepared by the International Union for Nature Conservation and Natural Resources (IUCN).  
(paragraph 177)
53. Before permission for exploration within a National Park is granted, the Department of Conservation and Land Management prepare an Environmental Review and Management Assessment, with funds provided by the applicant for the preparation of this work. The Department of Conservation and Land Management should be responsible for ensuring that all conditions given in the Assessment are followed.  
(paragraph 181)
54. Where exploration locates a find of national significance further studies be conducted and an Environmental Review and Management Plan (ERMP) prepared. The ERMP should be prepared by the Department of Conservation and Land Management but funded by the exploration company seeking approval for mining. Finally, approval for mining should be the subject of an agreement between the miner and the Government, requiring ratification by the Parliament of Western Australia.  
(paragraph 182)
- 55.(a) The Department of Conservation and Land Management adopt the IUCN system of land classification.
- (b) The Department of Conservation and Land Management declare buffer zones around a townsite to protect the surrounding National Park from degradation.
- (c) The Department of Conservation and Land Management liaise closely with any Local Government Authority that has vesting of a townsite adjoining a National Park.
- (d) That the Department of Conservation and Land Management adopt the Canadian policy with respect to the development or

continuation of a townsite within a  
National Park.

(paragraph 186)

- 56.(a) The Department of Conservation and Land Management immediately assess the extent and severity of jarrah dieback outbreaks within the State's National Parks.
- (b) The Department of Conservation and Land Management take immediate action to restrict further spread of the disease.  
(paragraph 189)
57. The Department of Conservation and Land Management close areas most seriously affected by disease for quarantine purposes. Quarantine should be maintained until it is possible to allow planned re-entry with minimal risk.  
(paragraph 190)
58. Joint management agreements be restricted to Government agencies but where a particular group has special interest or skills these should be utilised through Advisory Committees.  
(paragraph 194)
59. The Department of Conservation and Land Management look to rationalising those nature reserves vested in the National Parks and Nature Conservation Authority and those locations without vesting.  
(paragraph 199)
60. Any area found to have little or no inherent conservation value should have its "A" class classification revoked and its vesting removed.  
(paragraph 200)
61. Those areas without vesting found to have conservation value should be dedicated as nature reserves as prescribed in the Act. Once dedicated these nature reserves should be vested in the National Parks and Nature Conservation Authority.  
(paragraph 201)
62. Interim regional plans be prepared for the

management guidelines of nature reserves,  
pending final management plans.  
(paragraph 202)

63. The State Government immediately provide the Department with additional funds to increase staffing levels within the Department's Inventory and Planning Section. Additional staff will allow for management plans for nature reserves at a regional level to be prepared more rapidly.  
(paragraph 204)
64. Any area set aside for the purpose of flora and fauna conservation and vested in an Authority other than the National Parks and Nature Conservation Authority should remain vested with the other Authority.  
(paragraph 207)
65. Section 13(3) of the Conservation and Land Management Act be amended in order that marine parks be defined as multiple use management areas, providing both conservation and protection of the marine environment, as well as contributing to the State's economic, social and material requirements.  
(paragraph 218)
66. The Department of Conservation and Land Management establish, as a matter of urgency, a listing of areas which should be given protection as Marine and Estuarine Protected Areas (MEPAs).  
(paragraph 220)
67. The State Government provide the Department of Conservation and Land Management with the resources needed to prepare and implement management plans for proposed MEPAs.  
(paragraph 230)
68. The State Government provide funding for the necessary equipment for the Department of Conservation and Land Management to properly manage the marine parks and marine nature reserves under its control.  
(paragraph 231)

69. Attention be given to training existing staff, i.e., National Parks rangers, in marine craft, so that the Department of Conservation and Land Management will be capable of managing the marine parks and marine nature reserves under its control.  
(paragraph 232)
70. The Point Maud Marine Nature Reserve and the Point Quobba Marine Nature Reserve have their vesting transferred from the Department of Fisheries to the National Parks and Nature Conservation Authority.  
(paragraph 234)
71. The Commonwealth Government be approached to financially assist the Department of Conservation and Land Management in the management of areas made accessible following the construction of Highway 1.  
(paragraph 239)
72. The Department of Conservation and Land Management seek public participation in recreation planning with volunteer assistance in construction of certain recreational facilities.  
(paragraph 245)
73. The Department of Conservation and Land Management take steps to increase the level of co-ordination, whether formal or informal, between other land management agencies ensuring rational recreational land-use planning.  
(paragraph 249)
74. Off-road activities be permitted in certain areas. In permitting such activities, the Department of Conservation and Land Management should maintain strict environmental controls on any land set aside for such activities.  
(paragraph 258)
75. In all management plans, recreation areas should be delineated. These areas should be given equal priority with other forms of land management performed by the Department, in order that outdoor recreational facilities may be provided.  
(paragraph 260)

76. All staff be encouraged to participate in recreation based training programmes.  
(paragraph 261)
77. The Department of Conservation and Land Management continue to protect historic sites as part of Western Australia's heritage.  
(paragraph 262)
78. There be constant interchange of information between Local Government bodies and the Department of Conservation and Land Management. This interchange should be conducted at all levels.  
(paragraph 269)
79. In addition to the money spent on promoting tourism in Western Australia, funds also be allocated to ensure that the State's indigenous flora and fauna are managed effectively and facilities provided to cope with the additional visitors generated by this promotion.  
(paragraph 275)
80. All rivers and estuaries either cutting or running through land managed by the Department of Conservation and Land Management should be managed by the Department.  
(paragraph 281)
81. The Department of Conservation and Land Management continue to have responsibility for water catchment areas managed previously by the former Forests Department. Consultation between the Department and other government bodies having similar responsibilities should continue.  
(paragraph 295)
82. The Soil Conservation Service remain with the Department of Agriculture.  
(paragraph 299)
83. The International Union for the Conservation of Nature and Natural Resources' (IUCN) classification of land-use options be adopted.  
(paragraph 304)



84. Quarrying and open cut mining be permitted in areas where the impact of such operations will be minimal.  
(paragraph 305)
85. Management policies, such as those prepared by the New South Wales Department of Environment and Planning, be drawn up to cover mining within Western Australia's National Parks and other areas managed by the Department of Conservation and Land Management.  
(paragraph 308)

## **LEGISLATION**

1. The Commission on reviewing the Conservation and Land Management Act 1984, and on evidence provided to the Commission, considers that several changes to the legislation may be appropriate.

### **(a) Functions of the Commission and Authority**

2. The Act provides for the establishment of the Lands and Forests Commission and the National Parks and Nature Conservation Authority.
3. The functions of these two bodies provide for certain classes of land to be vested in each. Both bodies are given the responsibility of considering any cancellation, change of purpose, or boundary alteration to the land vested in them in accordance with Section 17 of the Act.
4. For some inexplicable reason Section 17(1) of the Act excludes State forest timber reserves, National Parks and certain Class A reserves from being formally considered by the Commission or the Authority respectively. The Commission recommends as a matter of urgency, that:-

**The Conservation and Land Management Act 1984 be amended to provide for the areas currently excluded by Section 17(1) of the Act to be referred to the Commission or Authority for consideration. In the interim, the Minister should refer all such proposals for recommendation to the respective bodies.**

### **(b) Reservation of Marine Nature Reserves and Marine Parks.**

5. It would appear that section 13(9) of the Act does not permit the Department of Conservation and Land Management sufficient protection of marine parks and marine nature reserves. The Commission believes, that it would be unwise to pre-empt any possible conflict. However, it is possible that conflict may arise between the Conservation and Land Management Act and the Fisheries Act.
6. Should conflict arise and prove difficult to resolve, legislation should be enacted to strengthen the marine park and marine nature reserves section of the Act.

7. Section 13(3) is further discussed in the Section on Marine and Estuarine Protected Areas-Marine Parks and Marine Nature Reserves.

**(c) Control of Declared Noxious Weeds and Animals.**

8. Concern was expressed to the Commission as to the adequate control of declared noxious weeds and animals on land controlled by the Department of Conservation and Land Management.
9. The Commission noted this concern, taking the view that the Department has a responsibility to control declared noxious weeds and animals on land under its control.
10. Accordingly, the Department should give high priority to co-operative measures with the Agricultural Protection Board in the handling of this matter. (For further information see para 196 page 56 of this Report).

**(d) Provision of a Review Clause.**

11. This topic has been covered on page 23 of this Report.

## NAMING OF THE DEPARTMENT

12. The Commission believes that the Government should not have two Departments of Conservation. It considers that the Department of Conservation and Environment should be renamed, becoming the Department of the Environment.
13. The Department of the Environment should be responsible for the provision of environmental standards for the State and ensuring that these standards are enforced. The Commission does not believe that the proposed Department of the Environment has any role to play in the managing of public lands. This should be the sole responsibility of the Department of Conservation and Land Management. Thus, the Commission recommends that:-

**The Department of Conservation and Environment become the Department of the Environment. The new Department should not have direct responsibility in the management of public lands.**

14. Much evidence was submitted to the Commission concerning the Department's name. Many witnesses were saddened that the identity of the three groups were lost with a name as general as the Department of Conservation and Land Management. The Commission believes, however, that a complete change to the Department's name would now be counterproductive.
15. However, the new Department presently embodies four disciplines, Conservation, National Parks, Forestry and Wildlife, with the possibility of further disciplines being integrated into the Department. The Commission is of the view that a more appropriate name for the Department would be the Department of Land Management, since land management involves several disciplines. The Commission, thus recommends that:-

**The Department of Conservation and Land Management be renamed the 'Department of Land Management'.**

16. In making such recommendations, the Commission realises that the word 'conservation' has been removed completely. The Commission notes, however, that conservation is an integral component of

responsible land management. Thus it is not needed in the Department's title.

17. The Commission does, however, see merit in use of the word 'Service'. Public acceptance of a 'Service' is far greater, the public perceiving a 'Service' as being less authoritarian. It also believes that the Department's primary function should be one of service to the public.
18. Within the proposed Department, the Commission considers that there is scope for the three groups that came together with amalgamation to retain some individuality, with a National Parks Service, a Forest Service and a Wildlife Service. Although a common uniform would be worn by all some distinguishing feature, such as shoulder flashes, should be used to distinguish one group from another. The Commission therefore recommends that:-

**Within the Department there should be a Forest Service, a National Parks Service and a Wildlife Service. Each Service should be distinguished by the wearing of appropriate shoulder flashes.**

19. The Commission further recommends that:-

**Vehicles belonging to the Department of Conservation and Land Management should have no identification other than the Department's logo.**

## ADMINISTRATION

20. The Commission recognises that, in the first months following amalgamation, the Department has had to resolve a number of administrative problems. There are, however, several problem areas the Commission wishes to comment on.
21. It would appear that some of the Department's administrative problems arise from the fact that the Department has no central headquarters, with the Policy Directorate located at Crawley and the State Operations headquarters at Como. To further complicate matters, the Departmental library is located with the Wildlife Section of the Department at Woodvale. Departmental staff are also located at Murdoch House, Mount Pleasant.
22. The Commission views this as a most unsatisfactory arrangement, not only from an administrative point of view but also from the point that this dislocation of the Department causes the public considerable confusion. Serious consideration, both by the Government and the Department, should be given to finding ways of bringing the Department's central administration, as far as possible, within a single complex. The Commission therefore recommends that:-

**The State Government and the Department of Conservation and Land Management should endeavour, as far as possible, to house the Department's central administration within a single complex.**

23. If this is not possible, the Commission considers that every attempt should be made to house the Policy Secretariat within the Como complex. To create space at Como, the Commission recommends that:-
  - (a) **The Forest Research Unit and any other research units now located at Como should be transferred to the Woodvale complex.**
  - (b) **The regional Research Unit now at Manjimup remain at Manjimup.**
  - (c) **Consideration be given to transferring the Mapping Section (possibly to the Department's offices at Crawley).**

24. If all the Department's research units are located at Woodvale, the Commission believes that the Library should remain at Woodvale. The Commission considers that this would cause minimal disturbance and would allow for increased integration and effective transfer of information between the Department's research staff.
25. The Commission has noted the efficient circulation of library material that operated in the former Forests Department. Regardless of the library's location, the Commission recommends that:-

**The efficient library circulation system currently in operation continue.**

26. The Commission believes that if a relocation of staff takes place, the Department's Mapping Section could stand alone.
27. At the regional level, the Commission considers that effort should be made to retain each region's central administration within a single complex.
28. Although the new Department is said to be highly regionalised, the Commission was dismayed to see that some sections of the Department were located entirely at the Como offices. The most noticeable example was Engineering Services. For effective land management all of the organisation must be decentralised, with representation at the regional level. This is of particular importance with respect to Engineering Services, where the Commission believes that each region should have complete responsibility for the scheduling and execution of its works programmes. Thus, the Commission recommends that:-

**The Engineering Services Section of the Department of Conservation and Land Management be completely decentralised to ensure that each region has full responsibility for the preparation and execution of its works programme.**

29. The Commission also believes that the Accounts Section of the Department should be further decentralised, ensuring that each region has greater autonomy and responsibility for all its operations.

30. Each region should be responsible for the preparation and administration of its total budget. The Commission envisages that a core unit of the Accounts section would remain at the Department's Operational Headquarters to periodically check each region's operations.
31. In preparation of regional budgets, the Commission is of the opinion that the Department should allow a degree of flexibility in the regions' handling of their budgets. Thus, the Commission recommends that:-

**The Accounts Section of the Department of Conservation and Land Management be further decentralised, ensuring greater autonomy to the regions. Each region should have responsibility for all its operations, including the preparation and administration of its budget.**

32. The Commission considers that the Department's existing staff could be deployed at the regional level to facilitate in this decentralisation.
33. The Commission also considers that management plans should be prepared at regional level. Again, this decentralisation of activities would give the regions greater autonomy.
34. For management plans to be prepared at this level, the Commission recommends that:-

**The Department of Conservation and Land Management's Planning Branch be decentralised, giving each region responsibility for its planning.**

35. In addition, the Commission recommends that:-

**The highest priority be given to the preparation of regional plans so that each regional manager can effectively manage the lands he has responsibility for.**

36. In the Commission's view, a regional management system will only function successfully where there is an effective line of command. The Regional Manager must report to the Department's General Manager who in turn must report to the Policy Secretariat.



37. If there is not an effective line of command, the Policy Secretariat can not be familiar with all Departmental activities at a regional level. The Commission believes there is evidence to suggest that this is the case.
38. Likewise, the General Manager and the Policy Secretariat must provide guidance to the regions. The Commission, after visiting several regions, considers that senior management has not provided sufficient guidance to their regional staff. When a regional manager looked to senior management for direction, it has not always been forthcoming.
39. The Commission acknowledges that the delay in confirming many of the senior appointments may have contributed to this apparent lack of direction. However, the Commission cannot emphasise too strongly that, for the new Department to operate smoothly, a strong chain of command must be evident. With this view in mind, the Commission recommends that:-

**The Department of Conservation and Land Management's senior management reaffirm and strengthen the chain of command, allowing for greater communication and more effective administration.**

40. The Commission emphasises that the Department should prevent, at all costs, the duplication of work by their staff. In taking evidence overseas, the Commission found that this "mirror effect" prevented the Ministry of Natural Resources in Ontario, Canada, from operating effectively for a number of years. Only after the duplication of work had ceased did the Ministry make real progress in land management.
41. From the Commission's visits to the various regional and district offices of the Department, it became apparent that the Wildlife Officers had not been fully integrated into the new Department.
42. In one regional office, the Wildlife Officer would not inform other staff members where he could be contacted. The Commission considers this is unsatisfactory, not only from the view that the District or Regional Manager should be aware of

all his staffs' movements but also because safety precautions demand that the Officer-in-Charge be aware of his staffs' movements. Whilst recognising that a Wildlife Officer may sometimes need to have contact with the Chief Wildlife Officer, the Commission recommends that:-

**The Wildlife Officers be integrated more fully with their fellow officers at both the district and regional level.**

43. The Commission acknowledges that previously a Wildlife Officer's principal function was one of enforcement of the wildlife regulations. This was and is still a very important responsibility. However, the Commission considers that the Wildlife Officer has another equally if not more important task to perform - that of public educator.
44. The Wildlife Officer, like the National Park's ranger, has a high public profile and should be responsible for helping the community to appreciate the State's unique flora and fauna. In adopting a more persuasive approach, the Commission believes the Wildlife Officers would be seen to have a wider role within the community. The Commission therefore recommends that:-

**In the training of Wildlife Officers emphasis be given to public relations, with a view to assisting them in their role as public educators.**

## APPOINTMENT OF STAFF TO THE DEPARTMENT

45. In taking evidence, the Commission heard considerable criticism of the Public Service Board with respect to the delay in appointing staff, particularly for those positions at the middle to senior management level. Though not strictly within the Commission's terms of reference, the Commission believes some comment is necessary because the delay in staff appointments contributed to officers at the workface feeling that upper level management was providing insufficient guidance.
46. In addition to appointing staff to the Department of Conservation and Land Management, the Public Service Board was also involved in appointing staff to several other Government departments. These departments had also undergone major reorganisation.
47. As a result, the Public Service Board was working under immense pressure and the delay in staff appointments was, the Commission believes, unavoidable. Thus, the Commission believes that any criticism toward the Public Service Board is completely unwarranted and undeserved. The Commission considers that given the extra workload, the Board performed as well as circumstances permitted.
48. If blame is to be directed somewhere, it should be at the term of Government. Given only a three year term, a Government must act rapidly to enact any changes it believes to be of benefit to the public. With major reorganisation of a Government department such as that experienced with the formation of the Department of Conservation and Land Management, 'teething problems' are to be expected. However, from evidence collected, both interstate and overseas, the Commission considers that amalgamation has been effected relatively smoothly.
49. Notwithstanding this observation, there have been areas of deficiency and the Commission has addressed these issues in other sections of its Report, notably in the section on the Flying Squad.

## FLYING SQUAD

50. On visiting several offices of the Department of Conservation and Land Management, the Commission was alarmed at the level of concern generated over a number of issues, including:
- (a) promotional opportunities for departmental staff, at all levels;
  - (b) the consistency of rulings made by senior management;
  - (c) the belief that senior management do not fully understand the problems faced at the workplace;
  - (d) the belief that the former Forests Department staff are not being treated fairly in comparison with those members of the Department who came from either the former Wildlife Service or the former National Parks Authority;
  - (e) loss of identity. This problem coupled with (d) is causing morale to fall, something the Commission considers to be gravely disturbing;
  - (f) administrative delays; and
  - (g) industrial anomalies that have arisen due to the formation of the new Department.
51. Many of the problems brought to the Commission's attention were only of a minor nature. Nevertheless, even minor problems should be attended to promptly, thus avoiding them becoming major concerns to the Department.
52. Thus, it is the Commission's opinion, that during the period of adjustment following amalgamation, possibly for twelve to eighteen months, a 'flying squad' should be formed. This group consisting of three people would visit all the Department's offices both at the regional and district level, to talk with staff and discuss any problems they may have. The group would then regularly report to the General Manager so that any problems could quickly be resolved, averting any further conflict. The Commission therefore recommends that:-

A 'flying squad' with three members be formed to visit both regional and district offices of the Department of Conservation and Land Management on a regular basis. Such a group would listen to the problems faced by field staff and then report to the Department's General Manager, so that any problems may be resolved.

## EXCHANGE OF PERSONNEL

53. In travelling overseas to observe the operations of other land management agencies, the Commission has come to the conclusion that the Department of Conservation and Land Management would benefit greatly from personnel exchange with other overseas land management agencies. The Commission considers that an exchange of selected personnel would be most beneficial between the Department and the Ministry of Natural Resources in Ontario, Canada, where an effective amalgamation has been in place for several years and is said to be working well.
54. Exchange of staff would allow for greater information dissemination and sharing of ideas. Such an exchange and dissemination of knowledge would have obvious benefits to the Department.
55. Personnel selected for such an exchange should be of relatively senior rank within Departmental hierarchy. However, the Commission believes that other staff should also be considered, where they have shown potential and used initiative in handling any problems they may have encountered.
56. The proposed exchange of personnel should be for a period of twelve months. This period will allow the selected officer to observe land management practices over an entire season without losing sight of happenings at home.

Thus, the Commission recommends that:-

- (a) The Department of Conservation and Land Management instigate a scheme allowing exchange of personnel between itself and the Ministry for Natural Resources in Ontario, Canada.
- (b) Staff chosen for such a system of exchange should have relatively senior ranking within the organisation. However, other personnel showing initiative and potential should not be precluded.
- (c) Any personnel exchange that takes place should be for a period of twelve months.

57. The Commission will not make any recommendations as to how the exchange should be organised, believing that this will be best done by the Department of Conservation and Land Management and the Ministry for Natural Resources.

**LEASE AND RENTAL PROPERTIES CONTROLLED BY THE  
DEPARTMENT OF CONSERVATION AND LAND MANAGEMENT**

58. In the Report of the Legislative Council's Select Committee into National Parks<sup>1</sup> it was recommended that all rentals administered by the then National Parks Authority and Department of Fisheries and Wildlife be thoroughly investigated annually. The Commission is concerned that the Government over the four years since the report's release has done nothing to address the problem of rationalising rentals and lease agreements of properties, now under the Department of Conservation and Land Management's control.
59. The Commission believes substantial amounts of money are involved and that without detracting from Park values, the Department should have the benefit of increased revenue. At the present time, the Commission believes the rentals charged by the Department are unrealistically low.
60. The Department should either sell or obtain long term leases for properties it controls. The rentals charged should be at commercial rates.
61. The Commission is of the opinion that lessees will have to either pay commercial rentals or purchase the property they are currently leasing. Thus, the Commission recommends that:-
- (a) The Department of Conservation and Land Management with assistance from the Valuer General's Office immediately assess all rental and lease agreements for properties under the Department's control.
  - (b) The Department of Conservation and Land Management seek to rationalise the problem of properties under its control, either by selling the property or by negotiating long term lease agreements. Either option should be carried out as a commercial venture.



## Endnotes

1. Western Australia. Report of the Select Committee of the Legislative Council on National Parks. September, 1981.

## COST BENEFIT ANALYSIS

62. Item 1(c) of the Royal Commission's Terms of Reference states:-

"(c) a cost benefit analysis of the operations of the Department of Conservation and Land Management to ensure that additional Government funding is being utilised in the most efficient manner;"

63. The Commission has given careful consideration to this requirement.

64. In its deliberations, the Commission has been mindful of considerable public interest engendered in a cost benefit analysis for the operations of the Department of Conservation and Land Management.

65. While the objective of a cost benefit analysis may be laudable, in practical terms, the exercise appears to be incapable of accurate and meaningful assessment so early in the life of the recently created Department of Conservation and Land Management.

66. Value for funds expended is somewhat intangible when the full extent and range of activities of the amalgamated former Forests Department, former Wildlife Department and the former National Parks Authority are considered.

67. To illustrate the nature of the difficulty in trying to make a comparison between the three former bodies and the new Department, the Commission draws attention to a few factors by way of example:-

- (a) Number of personnel deployed.
- (b) Scales of remuneration to employees.
- (c) Changes in provision of vehicles and all nature of equipment.
- (d) The yet undetermined cost of appropriately servicing huge land mass areas and marine parks.
- (e) The yet unresolved utilisation of appropriate buildings and other facilities throughout the State.

68. There are also other factors.
69. Accordingly, the Commission can make no recommendation, but offers the suggestion that a cost benefit analysis may be more appropriately addressed some three years after the setting up of the Department of Conservation and Land Management.
70. In the interim, a Joint Parliamentary Standing Committee on Resources, as recommended in this Report's section on the Joint Standing Committee of the Parliament, could undertake a watching brief on the performance of the Department.

## NAMING OF REGIONS

71. The Department of Conservation and Land Management is divided into eleven regions:-

Gascoyne	)	
Goldfields	)	
Greenough	)	
Kimberley	)	These names signify
Metropolitan	)	geographical regions
Pilbara	)	of the State.
South Coast	)	
Wheatbelt	)	

- \* Central Forest
- \* Northern Forest
- \* Southern Forest

\* These names still signify forests. Such designations would seem to run contrary to the basic intention to submerge the previous sections of forests, National Parks and wildlife into the one new Department of Conservation and Land Management.

72. To be consistent, the Commission recommends that the names of the following regions be changed:-

**Central Forest to Central South West**  
**Northern Forest to Northern Darling Range**  
**Southern Forest to Southern South West.**

73. The Commission believes that the Department of Conservation and Land Management should also give consideration to alteration of the boundary between the Southern South-West region and the South Coast region, as there appears to be a long neck of land managed by the South Coast region that may be more appropriately managed by the Southern South West region.

## THE TIMBER BUREAU

74. The Task Force on Land Resource Management in Western Australia<sup>1</sup> recommended the establishment of the Timber Bureau explaining:

"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...The Department of Natural Land Management would advise on the availability but would not be responsible for providing the State's needs."

75. The Commission does not agree with the Task Force's assertion that the principles of good forest management would be compromised if the Department of Conservation and Land Management were responsible for both determining availability and setting production targets for the State's hardwood forests and pine plantations. The Commission believes that this did not occur in the former Forests Department and would not occur in the new Department.
76. The Commission is of the opinion that incorporating the Timber Bureau into the Department of Conservation of Land Management will give those responsible for setting production targets greater access to forecast data the Department collects. The Commission considers the Department should provide greater resources to ensure sufficient information is collected for forecast data. Adequate forecast data is vital if the State's timber requirements are to be met. Thus, the Commission recommends that:-

**The Timber Bureau be incorporated into the Department of Conservation and Land Management.**

77. Because of the impact the Timber Bureau and its specialist staff have on the Department, the Commission believes that it can be dealt under item 1(d) of the Commission's Terms of Reference.

**(a) Forest Production Unit**

78. The Commission also considers that the Forest Production Unit of the Department should be raised to Divisional status. Because the Forest Production Unit is a major source of revenue for the Department, the Commission believes this elevation is both necessary and justified. The Commission recommends that:-

**The Forest Production Unit of the Department of Conservation and Land Management be raised to Divisional status.**

**Endnotes**

1. Task Force on Land Resource Management in Western Australia. A Report to the Government of Western Australia. January, 1984.

## JOINT STANDING COMMITTEE OF THE PARLIAMENT

79. It is the Commission's firm belief that two factors caused serious disruptions to staff and prevented implementation of land management policy:
- (a) the degree of uncertainty that surrounded the future of public land management prior to the formation of the Department of Conservation and Land Management, and
  - (b) the constant requests for Royal Commissions etc. into the various aspects of land management.
80. Political expediency may also prevent proper land management. The Commission acknowledges that such intervention is often unavoidable due to the relatively short term of office that a Government works under. Such a short term prevents long term planning. Under the present terms of government, change must be implemented rapidly.
81. The Commission is of the opinion that such disruptions should be avoided. To this end, the Commission believes a Standing Committee of both Houses of Parliament should be formed. Such a Committee's terms of reference would cover all the State's natural resources - minerals, water production, nature reserves, forests, etc.
82. The Commission believes that such a Committee should have a membership of seven people.
83. The Commission realises that successive Governments have not favoured Committees such as this but believes such a Committee will allow for continued stable and apolitical development of land management strategies. This will be of benefit to both the Department and Western Australia. Thus, the Commission recommends that:-

**A Joint Standing Committee of both Houses of Parliament be created. Such a Committee should be known as the Standing Committee on Natural Resources. This Committee should have seven members and have terms of reference covering all natural resources.**

**PROVISION OF A REVIEW CLAUSE IN THE CONSERVATION  
AND LAND MANAGEMENT ACT 1984**

84. Evidence<sup>1,2</sup> presented to the Commission suggested that insertion of a Sunset Clause into the Act would be appropriate, ensuring that the Department's performance and the legislation's relevance be reviewed. The period of review, suggested in evidence, varied between three and seven years.
85. The Commission considers, however, that the insertion of a Review Clause into the Act would be more appropriate. Such an amendment would complement the functions of a Joint Standing Committee of the Parliament, recommended in an earlier section of this Report. The Commission believes that there should be a five year period for review. Accordingly, the Commission recommends that:-

**The Conservation and Land Management Act 1984 be amended with the provision of a Review Clause. The period of review should be five years.**

86. In making this recommendation, the Commission notes that on evidence gained overseas, any benefits to be reaped from amalgamation will take four or five years to become apparent. These benefits can only be gained with the total dedication of all concerned.

**Endnotes**

1. Written submission to the Honorary Royal Commission from the South-West Forest Defence Foundation.
2. Written submission to the Honorary Royal Commission from the Chamber of Mines of Western Australia (Incorporated).



## PROMOTION OF PUBLIC AWARENESS

87. Under the title of the Conservation and Land Management Act, 1984, the Department is "to make better provision for the use, protection and management of certain public lands and waters and the flora and fauna thereof, to establish authorities to be responsible therefore, and for incidental or connected purposes."
88. To satisfy these responsibilities, the Commission believes that the Department should promote public awareness and an appreciation of its activities and achievements and the significance of the resource it manages. It should also seek to motivate public concern and commitment to the conservation of this resource.
89. The Commission recognises that prior to amalgamation little emphasis was given to promoting public awareness of the Departments. The Commission acknowledges that funds were a limiting factor. However, it believes that amalgamation should enable better promotion of the Department's operations and its functions. The educational process is of vital importance because it is essential that the community be made fully aware of the need to develop the State's natural resources as well as the conservation and preservation of these resources. The understanding of the interdependence that exists between development and conservation will hopefully prevent the polarisation of opinions that currently exist when the topics of conservation/development are discussed.
90. The Commission will discuss public awareness in terms of the following headings:-
- (a) Education
  - (b) Publicity and Information
  - (c) Finance
- (a) Education**
91. Public interest in the environment has increased dramatically in recent years. Thus, the need for a complete range of educational aids is obvious. The Commission will comment on those areas which it considers pertinent to the topic.

(a.1) Brochures and Literature

92. The Commission believes that inexpensive information sheets giving details of individual walk trails, picnic facilities, points of interest, regulations etc. could be provided to the public free of charge. Better quality publications, such as coloured brochures, posters and books, (the Department's newest publication, Landscape, is a good example), should be sold. Provision should be made to provide certain publications free of charge to educational outlets. The prices charged for such material should be realistic so that at least the cost of production is recovered. The Commission considers it highly desirable that a profit be made. Such material could also be sold through retail outlets. The Commission recommends that:-

**More educational literature be provided for the public on matters relating to conservation and land management. Where a high quality product is prepared, the public should be charged at least the cost of production and possibly more. Such material should be made available to and sold through retail outlets. Provision should be made to provide certain publications free of charge to educational outlets.**

(a.2) Interpretation Centres/Field Study Centre

93. The Commission considers that these facilities are essential for the education of school children and the community as a whole. Before amalgamation, the former Forests Department was involved in the upgrading of the field study centres at Mundaring and Jarrahdale to demonstrate forest management and its effect on the forest. They had also started courses in ecological study methods at the Perup field study centre. The Commission recommends that:-

**Further ecological field study centres be upgraded or built and that future courses cover all aspects of land use and management.**

94. In their report, the Select Committee of the Legislative Council on National Parks<sup>1</sup> made the comment that such interpretation centres were sadly lacking from Western Australia's National Parks. This Commission concurs with those views and makes the following recommendation, that:-

**A concerted effort be made to provide interpretation centres at as many National Parks and other places of interest as soon as possible. A central interpretation centre should also be established, so visitors to the State have only to visit one central location to obtain information about all lands managed by the Department. One possible suggestion for the location of this centre is Kings Park.**

**(a.3) Interdepartmental Liaison**

95. Prior to amalgamation, the former Forests Department had developed working relationships with other education authorities. A 'forest-pack' of information on trees and forests was prepared jointly with the Curriculum Branch of the Education Department for use in primary schools. Museum staff were provided with departmental publications for inclusion in their forest ecology collection for loan to the public.
96. The Kings Park and the Zoological Gardens have similar relationships with the Education Department, with specialist teachers working from their information centres. The Commission recommends that:-

**The interdepartmental co-operation in education that existed prior to amalgamation should be continued and broadened so as to cover all aspects of land management, (i.e. National Parks, wildlife reserves, forests etc.).**

97. The Commission notes that the former Forests Department had officers acting as leaders in expedition skills courses run by the Education Department. The Commission recommends that:-

**Courses in expedition skills should not only be continued but be expanded to cover those skills required in remote National Parks, wildlife reserves or forest reserves.**

**(b) Publicity and Information**

98. The principal function of the Department's Information Branch is to provide a means of disseminating information effectively. In doing this the Information Branch:
- (i) promotes departmental goals,
  - (ii) disseminates technical information,
  - (iii) satisfies public inquiry,
  - (iv) creates increased awareness in the areas of conservation, recreation and production forestry, and
  - (v) provides the tools and outlets for information from land managers (land management plans, etc.).
99. The Branch is also responsible for co-ordinating and servicing many other communications activities, particularly at a regional and district level.
100. The Commission, recognising the Information Branch's importance, recommends that:-

**The Information Branch be provided with sufficient resources to ensure that it is able to fulfill its role in promoting the Department's role in conservation and land management.**

101. The Commission heard many comments about the Department's logo and very few of them were complimentary. The Commission believes that the Department's logo should be replaced because:

- (i) The current logo is very expensive to print, having four colours, and
- (ii) very few people, either within the Department or the community can associate the logo with Departmental functions. The Commission recommends that:-

**The Department of Conservation and Land Management give consideration to the design of a new logo. The logo's concept should be simple and inexpensive to reproduce for any purpose.**

**(c) Finance**

102. The Commission considers that where possible, facilities such as visitor information centres should be provided by private enterprise. Alternatively, consideration could be given to adopting a 'Friends of the Park' system similar to one which operates in Algonquin Provincial Park in Ontario, Canada.

103. The group, known as 'Friends of Algonquin Park', is a voluntary body and assumes responsibility for the staffing of information centres.

104. The group also prepares publications for sale, screens videos and operates other activities. The revenue raised from such ventures is then used for improving park facilities.

105. Furthermore, the practice of encouraging concessionaires into public visitation areas under the Department's control should be continued. The Commission believes that private enterprise has the ability to provide a more cost efficient service. The Commission therefore recommends that:-

- (a) Either private enterprise or volunteer organisations, be permitted to operate information centres within National Parks.**

**(b) The existing system in relation to private concessionaires be retained and where possible further encouraged.**

106. The Commission also accepts the notion that the Department should have the use of any revenue collected from such ventures (for example, the sale of education material), i.e. the funds generated by the Department be retained and a revolving fund such as that used by the New South Wales National Parks and Wildlife Service, be established. The Commission considers that this would stimulate the desire of the Department to sell their publications at a profit and see the result of their efforts in both management and financial terms. The Commission, therefore, recommends that:-

**The Department retains monies collected from the sales of educational materials in order that it be used to improve the public's awareness of the Department's goals and objectives with respect to land management.**

107. Where the Department is involved with other governmental departments in promoting the better understanding of the environment, the Commission believes that those departments should assist in providing some of the resource material and help defray costs. A notable example of this is the Western Australian Tourism Commission which utilises materials prepared by the Department's Information Branch, yet makes no direct contribution to the running of the Department. The Commission recommends that:-

**Where other departments have access to material prepared by the Department of Conservation and Land Management to promote public awareness, some payment should be made to the Department to help finance such projects.**

108. The Commission believes that there is considerable merit in allowing the public to become involved in the selection process of areas to be proclaimed National Parks. It must be remembered, however, that there is a limit to the number of Parks that can be created.

For example, when a similar exercise was conducted in Canada the public submitted 245 proposals. Of these 245 submissions, only 155 areas could be proclaimed Parks. The Commission recommends that:-

**The public be encouraged to submit proposals allowing areas to be proclaimed National Parks. The final decision, however, in deciding on declaration of an area must always reside with the Minister.**

109. The Commission also considers that establishment of a permanent volunteer group to assist the Department in National Park management will also increase the public's awareness as to their responsibility in protecting/conserving the environment.
110. Such an organisation operates in Canada. Members, known as Deputy Conservation Officers, assist with land resource inventory preparation, species management, disease control as well as providing information and extension services.
111. The Commission recognises that such work is already being conducted (for example at Fitzgerald River National Park and the Two People's Bay Nature Reserve) but that the Department should make use of such voluntary help in a more co-ordinated manner. The Commission therefore recommends that:-

**The Department of Conservation and Land Management establish a core of permanent volunteers, to be called Honorary Rangers. Any such group would work under directions received from the Department.**

#### **Endnotes**

1. Western Australian Report of the Select Committee of the Legislative Council on National Parks. September, 1981.

## LAND RESOURCES INVENTORY

112. The Commission was impressed by a check list used by the Ministry of Natural Resources in Ontario, Canada, which is:
1. Policy - what and for whom;
  2. Land use planning - where and what;
  3. Resource planning - how;
  4. Working plans and operations - what in a given year, specifying the source of funds; and
  5. Evaluation - how well
113. The Commission commends it to the Department of Conservation and Land Management in its overall planning.
114. The immense damage that can be caused to our land resource, either by ignorance or injudicious development, is of vital concern to the Commission. Effort must be directed at both protection of the resource and rehabilitation where degradation may have occurred.
115. In the interest of effective land management and to ensure both protection and rehabilitation, the land's physical and biological attributes must be fully understood. This understanding can only be achieved through preparation of land resource inventories.
116. The importance of a land-use inventory has been the subject of much debate<sup>1,2</sup>. The Commission can only reiterate the comments made by previous inquiries and hope that Government, both at State and Federal level, will realise that it is essential for the future of land management that a complete inventory of land resources be prepared.
117. The Commission notes the comments and recommendations made by Mr. Justice Hope in the Report on the National Estate<sup>1</sup>:

"To protect and conserve the natural environment requires conservation to be part of the normal planning and development processes. A proper land-use inventory and an overall regional land-use plan, key in with the inventory, are vital. Therefore we recommend:

That the Australian Government gives its full support, and discuss with the State's possible help to them in setting up procedures for



land-use inventories and regional land-use planning.

Second, planners, designers, construction authorities and developers generally should accept the principles of "design with nature" and act accordingly. We recommend:

That the Australian Government seek to ensure as far as possible that land-uses are planned and decided in harmony with natural forces and conditions and not against them".  
(Recommendations 3.442 and 3.423).

118. The Senate Standing Committee on Science, Technology and the Environment made a similar recommendation with respect to the establishment of national land-use inventories in their Report on Land Use Policy in Australia<sup>2</sup>.

119. With these recommendations in mind, the Commission recommends that:-

**Funds be made available for the collation of data held by the various Government Departments (e.g. the Department of Lands and Surveys, the Mines Department, etc).**

120. Once collation of existing information has been completed, the Commission believes that priorities for further data collection should be set. All materials should be incorporated into a land resource inventory. The Commission also recommends that:-

**In the preparation of a land resource inventory, the inventory produced by the Land Conservation Council of Victoria<sup>3</sup> should be used as a guide.**

121. In the past CSIRO has been viewed as the principal repository of a broad understanding of the soil pattern as a basis of an effective mapping programme. Such information is vital in the preparation of a land-use inventory.

122. Unfortunately, CSIRO no longer has this pool of expertise. However, a number of other organisations, such as the Division of Resource Management within the Department of Agriculture

and the Department of Conservation and Environment have officers who have some understanding of the inter-relationships of the physical attributes of the country within Western Australia.

123. It is the Commission's view that these people should be brought together in one group, to collate all information currently available for inclusion in the inventory and then to suggest priorities for further data collection for inclusion in the inventory.
124. The Commission believes that the Land Resource Policy Council should have responsibility for such a group, being responsible also for the setting of priorities and allocation of funding in the preparation of the land-use inventory. The Commission recommends that:-

**Officers of the Division of Resource Management of the Department of Agriculture be responsible for collation of data for inclusion in a land resource inventory. The Division of Resource Management should be further assisted by officers from other Government departments having similar areas of expertise. All work should be carried out under the direction of the Land Resource Policy Council.**

125. The Commission also recommends that:-

**The Land Resource Policy Council be given the responsibility of setting priorities and allocation of funding for the collection and collation of material to be used in a land-use inventory.**

126. The Commission believes that information held by the Department of Lands and Surveys' Remote Sensing Unit will be invaluable in the preparation of a land resource inventory. The Commission therefore recommends that:-

**The Division of Resource Management liaise with the Department of Lands and Surveys to gain access to information collected by that Department's Remote Sensing Unit for use in the preparation of a land resource inventory.**

127. Any land resource inventory should aim to identify:
- (i) important natural areas and their associated wildlife;
  - (ii) prime agricultural land in developing areas;
  - (iii) water catchments and protect them from damaging uses;
  - (iv) vulnerable marginal land. Such land should be withdrawn from production;
  - (v) recreation areas; and
  - (vi) those areas most suitable for urban growth and new cities.
128. In the preparation of a land resource inventory, it must always be remembered that planning of a resource is a continuous process. As such, the land resource inventory must be responsive to changing needs, information and technologies. The Commission believes this especially so when it is remembered that the inventory will be fragmented for use by different members of the community.
129. The Commission believes that supplying the complete inventory to those bodies which require land resource data would be unnecessary. Rather, map packages and accompanying reports relevant to an organisation's requirements should be forwarded. The Commission believes an approach similar to that used in Victoria<sup>4</sup> may be suitable.

#### Endnotes

1. Report of the National Estate. Report of the Committee of Inquiry into the National Estate 1974.
2. Land Use Policy in Australia. Report prepared by the Senate Standing Committee on Science, Technology and the Environment. October, 1984.

3. Report on the South Gippsland study area, District 2. Land Conservation Council of Victoria. October, 1980.
4. Rural Land Mapping - A Basis for Planning in Victoria's Rural Municipalities. Prepared by Wendy Morris (Department of Planning, Victoria) for the 17th Conference of the Institute of Australian Geographers. August, 1981.

## FORESTRY

130. The Department of Conservation and Land Management is responsible for the State's forests as well as its National Parks and wildlife reserves. Thus, the Commission considers it pertinent to discuss forests and forest products, comparing the situation in Western Australia with other States of Australia and worldwide.
131. In the first volume of an inquiry into the Victorian timber industry<sup>1</sup>, Professor Ian Ferguson made several recommendations regarding the direction of the Victorian industry. Many of these recommendations, notably the need for five year plans which show delineation of coupe boundaries, recognising the need for wildlife corridors, landscape aesthetics, water and honey production, as well as the proper use of regeneration burns, have long been practiced by foresters in Western Australia. This leads the Commission to believe that many of the criticisms levelled at the State's foresters are unfounded.
132. The Commission accepts the view that our forests should be conserved for future generations. But conservation is concerned with both the maintenance and sustainability of a natural resource. The interdependence of living resource conservation and sustainable development is emphasised by the definitions of conservation and development given in the World Conservation Strategy<sup>2</sup>:

"Conservation is ...the management of human use of the biosphere so that it may yield the greatest sustainable benefit to present generations while maintaining its potential to meet the needs and aspirations of future generations. Thus conservation is positive, embracing preservation, maintenance, sustainable utilization, restoration and enhancement of the natural environment. Living resource conservation is specifically concerned with non-living elements of the environment on which they depend. Living resources have two important properties, the combination of which distinguishes them from non-living resources: They are renewable if conserved, and they are destructible if not." (WCS 1980, Section 1.4).

Development is ...the modification of the biosphere and the application of human,

financial, living and non-living resources to satisfy human needs and improve the quality of human life. For development to be sustainable, it must take account of social, ecological factors, as well as economic ones; of the living and non-living resource base; and of the long term advantages and disadvantages of alternative actions." (WCS 1980, Section 1.3).

133. Given the need for conservation of the forest resource, the Commission believes that foresters must be allowed to continue their work.
134. The Commission concurs with Professor Ferguson's recommendation that all public forest management should be based on the following four principles. That public forest management be:-
  - . economically viable with respect to the provision of wood and other market goods;
  - . environmentally sensitive with respect to the provision on non-market goods and services;
  - . sustainable with respect to the interests of future generations; and
  - . assisted by public participation in the planning process.
135. With respect to the fourth principle, the Commission believes that public participation must be limited. If not, the process of decision-making is brought almost to a halt. The Commission saw such indecision regarding forest management in Victoria, New Zealand and the United States of America. This indecision has lowered the morale of foresters in these areas and the Commission does not want this to happen in Western Australia.
136. The Commission considers that forest management within certain parks may also be acceptable. The Ministry of Natural Resources in Ontario, Canada, have such a policy, allowing forest management providing it has no adverse impacts on the long term objectives for the park and that all work is conducted with the framework of carefully planned and approved guidelines.

137. Any work conducted in a National Park must adhere closely to guidelines prepared and recommended by the National Parks and Nature Conservation Authority. The Commission therefore recommends that:-

**The Department of Conservation and Land Management investigate the possibility of forest management within National Parks. The Director of National Parks should make recommendations permitting such activities only after comprehensive studies have shown that there will be no adverse impacts on the long term objectives of the Park. Any work conducted within a National Park must adhere closely to guidelines prepared by the National Parks and Nature Conservation Authority.**

**(a) Taxation**

138. Because of the particular nature of forestry, the Commission is of the opinion that the State Government should ensure that investments in forests are provided, encouraged, and protected where necessary because of the need to defer the harvesting of timber crops. The Commission therefore recommends that:-

**The State Government make representations to the Commonwealth Government to establish a task force to assess the impact of proposed tax changes on private afforestation initiatives and recommend, where appropriate, direct assistance packages along the lines suggested by the Commonwealth Government in their Draft White Paper<sup>3</sup>.**

139. The Commission is of the firm belief that foresters have the background and ability to be overall land managers. The Commission believes that the worldwide attacks on foresters are unwarranted and do not serve the best interests of the community. The Commission hopes that such criticism will cease and that all concerned with our environment will work together in implementing effective land management strategies.

### Endnotes

1. Report of the Board of Inquiry into the Victorian Timber Industry (Chaired by Professor I.S. Ferguson). July, 1985.
2. International Union for the Conservation of Nature and Natural Resources (IUCN), 1980. World Conservation Strategy: Living Resource Conservation for Sustainable Development.
3. Commonwealth Government. Reform of the Australian Tax System. Draft White Paper. June, 1985.



## HAZARD REDUCTION AND FIRE MANAGEMENT REGIMES

140. The practice of hazard reduction has been the subject of considerable debate, both in Australia and overseas. The Commission's views are in accordance with those of the House of Representatives Standing Committee on Environment and Conservation<sup>1</sup> which stated:

"In many situations hazard reduction is the only effective and efficient technique that is available and must be used but, whenever it is used there is a need to consider the environmental impacts."

141. The Commission does not accept the view that hazard reduction can have either a significant or deleterious long term impact on flora and fauna. In fact, it holds the belief that much of the safety of bush and outer metropolitan areas depend on the reduction of ground fuels. This view is held by most, if not all, knowledgeable land management authorities in the world.

142. The Commission believes that in bush and agricultural areas there is a need for 'good neighbour' policy as well as the realisation of the enormous damage that could be done if a major bushfire were to occur. Within the outer metropolitan area, whilst the rights of the individual are acknowledged, the safety and well-being of the community as a whole is paramount. The tragic fires of Ash Wednesday, 1983, are a reminder of what can happen when effective hazard reduction is neglected.

143. Whilst in the USA, the Commission noted with interest the acceptance of hazard reduction methods in California, an area climatically very similar to Western Australia. Indeed, a number of American scientists have long advocated the use of fuel reduction programmes to Californian fire agencies, quoting the Western Australian experience<sup>2</sup>.

144. In submitting evidence to the Honorary Royal Commission, the Tasmanian Forestry Commission<sup>3</sup> lodged a document, titled 'Wildfires Cost Tasmania Millions of dollars yearly', which referred in part to the successes of hazard reduction programmes in Western Australia. To quote from this article:

"Western Australia also has huge areas of flammable native forest, and this is coupled with a long fire season and fire weather just as severe as the Eastern States. Its fire fighting forces are not noticeably stronger than those of

New South Wales, Victoria or Tasmania and are less than those of South Australia.

Despite blow up days with many fires, as occurred during Cyclone Alby in 1978, Western Australia has an outstanding record and the average area of land affected is only 32 hectares. In New South Wales, Victoria and Tasmania forest bushfires are by comparison, 19, 7, and 9 times bigger! The Tasmanian figures for any forests, the ones most like Western Australian forests, is 18 times bigger! It seems that the Western Australians have found the key to reducing the bushfires power."

145. The current acceptance of the need for effective fuel reduction supports the view held by the Commission, that a practical fuel reduction programme is essential for specific areas of Western Australia. The safety of human life and property and the preservation of many hectares of Parks and Forests is and will continue to be dependent on sensible hazard reduction.
146. The Commission believes complete protection from fire is warranted only in special circumstances, such as the preservation of certain sensitive natural communities or habitats, or to protect life and property. The Commission realises that reduction of forest fuels must be done with sensitivity and that different fire regimes will be required for varying locations. Any programme of fuel-reduction burning must be weighed against the cost of the ecological damage caused to the natural environment. The Commission believes that insufficient information is available with respect to the ecological impact of fire. To this end extra resources are required for research into the different fire regimes. Thus the Commission recommends that:-

**The Department of Conservation and Land Management be provided with the extra resources needed to further research into the effects of different fire regimes on the environment.**

## Endnotes

1. Bushfires and the Australian Environment.  
August 1984 Report by the House of  
Representatives Standing Committee on  
Environment and Conservation.
2. Submission to Honorary Royal Commission whilst  
in the United States of America.
3. Submission to Honorary Royal Commission from  
the Tasmanian Forestry Commission.

## PROVISION OF FIRE SERVICES

147. The Commission concurs with the Task Force<sup>1</sup> recommendation that the Bush Fires Board be amalgamated with the Department of Conservation and Land Management. The Commission believes that the structure of the Board should remain unaltered. However, its incorporation into the Department would enable the Bush Fires Board to co-ordinate activities between Government Agencies, Local Government and community groups.
148. The continuation of Western Australia's strong Volunteer Fire Service is essential. The Commission stresses this point, believing that where centrally organised organisations are in place the following important ingredients for successful fire fighting have been diminished:
- (a) The use of the volunteer's local knowledge and fire fighting experience and expertise.
  - (b) The adequate supply of personnel with sufficient experience at the fire face.
149. With respect to the latter ingredient, the Commission is concerned that the modern methods of prescribed burning do not give the fire control officers of the Department of Conservation and Land Management sufficient exposure to the fire front as would previously have been the case. The fact that fires used to be lit on the ground enabled crews to experience a fire's behaviour at the fire face and get a 'feel for fire'. With aerial ignition this opportunity is lost.
150. It has been suggested to the Commission that the Bush Fires Board should be incorporated into the State Emergency Services. The Commission believes, however, that the State Emergency Services has no role in land management, being used only in times of crisis and emergency. (See the section on the State Emergency Services).
151. With the amalgamation of the Bush Fires Board into the Department of Conservation and Land Management, the Commission believes that the resources then available would be used to serve the best interests of the State. The Commission recommends that:-

**The structure of the Bush Fires Board remain unaltered and it be amalgamated with the Department of Conservation and Land Management.**

## **Endnotes**

1. Task Force on Land Resource Management in Western Australia. A Report to the Government of Western Australia. January, 1984.

## PLANNING AND INSURANCE

### (a) Planning

152. "The history of bushfires in Australia has shown that extensive damage to property, injury and loss of life will result unless communities and land managers take appropriate measures to mitigate the threat from fire. Community protection involves more than fire prevention and suppression. It includes incorporating fire safety measures into building construction and siting guidelines, coupled with land-use control and disaster planning."<sup>1</sup>
153. While the Commission does not suggest that citizens be unreasonably restricted in where and how they build their homes, it is considered necessary for stricter controls to be exercised, be they by-laws or special conditions, over the siting of buildings and fire protection measures which should be incorporated into future housing design and construction.
154. Too often buildings, especially homes, are sited in thick bush with vegetation growing right up to the buildings. Large trees may have branches overhanging the roof. This is especially noticeable in hilly terrain where the risk of fire is greatest.
155. These areas of land may be adjacent to areas of Crown land under the management of the Department of Conservation and Land Management and thus could be of direct concern to this Department.
156. The provision of services, such as electric power lines, should be closely monitored to ensure that those lines cannot arc close to hazardous materials.
157. Having regard for factors such as these, the Commission believes that appropriate measures should be taken to reduce fire risk in high risk areas.
158. As a first step it is suggested that all applications for building in designated fire prone areas should be referred to a services referee representing the appropriate fire authority for that location and other services. The Commission notes with interest the findings and recommendations made by the Select Committee into Bushfires

in Western Australia<sup>2</sup>, with respect to planning control, particularly the following:

"The Select Committee recommends that local authorities incorporate planning control regarding subdivisional design and location as a necessary component of their local fire protection plans. These controls should relate specifically to locations of high fire risk and also to road design and access provisions ensuring maximum safety standards, with adequate access to and egress from a fire outbreak being major considerations". (Section 6.10.2 )

"The Select Committee recommends that existing procedures for approval of land-use planning, between the Town Planning Board and the Bush Fires Board be formalised and strengthened". (Section 6.10.3)

The Commission recommends that:-

**All applications for building in designated fire prone areas should be referred to a services referee representing the appropriate fire authority for that location and other services.**

**(b) Insurance**

159. The burden of premiums on fire insurance cover for buildings erected in high fire risk areas would seem to be an unjust impost on those insuring buildings in areas with reduced fire risk.
160. It is suggested that those properties in fire prone areas should carry a higher loading on insurance premiums and that a portion of the increased loading be paid to the local Authority as part of its rating system. These monies could then be channelled to the fire protection authority servicing that locality. The Commission recommends that:-

**The State Minister responsible for Local Government and Fire Services in consultation with the Australian Insurance Industry Council, review the current means of premium loading with a view to increasing the loading**

on premiums for properties in high fire risk areas. The extra revenue collected should be made available to the relevant fire protection authorities.

#### Endnotes

1. Bushfires and the Australian Environment  
Report by the House of Representatives Standing Committee on Environment and Conservation. August, 1984.
2. Western Australia. Report of the Select Committee of the Legislative Assembly into Bushfires in Western Australia, November, 1984.



## NATIONAL PARKS

161. Whilst National Parks have been covered comprehensively previously<sup>1</sup>, the Commission is of the opinion that further debate is necessary.
162. The Commission in taking evidence found that National Parks rangers were, in general, in favour of amalgamation. Amalgamation, they believed, had greatly increased the resources available to them. The most commonly cited example of increased resource availability was in the provision and servicing of rangers' vehicles. In the former National Parks Authority, park rangers were responsible for maintaining their vehicles. With amalgamation they have been relieved in the main of this duty, giving them greater time for what the rangers, and the Commission, consider their appropriate duties - the maintenance of the State's National Parks.
163. With amalgamation, the former National Parks Authority's desperate need for increased funding was recognised and in part, the Department has taken measures to redress the problem. There has been replacement of sub-standard equipment and vehicles. Furthermore, it was noted that machinery and personnel belonging to the former Forests Department had been sent from the southern areas to Kalbarri National Park to assist in road maintenance and upgrading of firebreaks within the Park.
164. Whilst applauding such resource utilisation, the Commission hopes that the other services within the Department, notably the Forest Service are not being disadvantaged in order that the funding inadequacies of the former National Parks Authority be redressed. The Commission was provided with strong evidence to suggest that the National Parks Service was being funded to the detriment of the Forest Service.
165. Furthermore, the Commission emphasises the need for the State Government to increase funding to the Department. Accordingly, it recommends that:-

**The State Government recognise the inadequacy of funding to the former National Parks Authority and ensure that the Department of Conservation and Land Management is provided with the necessary resources to resolve**

**many of the problems faced by the National Parks Service without having a detrimental effect on either the Wildlife or the Forest Services.**

166. Further, the Commission believes that the commitment of funds to National Parks must be an ongoing one. The level of public usage, both by tourists and the people of Western Australia, justifies this increase. For example, in 1984 115,000 people visited Yanchep National Park. Yet, the numbers of rangers located at Yanchep have been declining and the facilities within the park are badly in need of repair or replacement. The situation is similar at other well patronised National Parks. The Commission doubts, therefore, whether the public purse is being wisely used in the provision of recreational/entertainment facilities. The Commission recommends that:-

**The Department of Conservation and Land Management be provided with the necessary resources to ensure that once facilities have been brought to a high standard they are maintained.**

167. The Commission believes that private enterprise has a significant role to play in certain National Parks. The Commission's recommendations regarding private enterprise can be found in the section on Recreation.

**(a) Pets in National Parks**

168. The issue of pets, notably dogs, in National Parks has been raised many times. The Commission is of the opinion that the word 'pets' rather than 'dogs' should be used on notices. This Commission therefore recommends that:-

**The word 'dogs' be replaced with the word 'pets' on notices informing the public that pets are not permitted.**

169. With the adoption of IUCN categories (Appendix 5), pets on leashes would be permitted into certain areas under the Department's management. The Commission considers that where human disturbance has been greatest, for example in heavily visited parks such as Yanchep National

Park and John Forrest National Park, dogs should be permitted under controlled conditions. The onus would be upon the dog's owner to ensure that it was restrained at all times. If for any reason a dog caused any damage within a park, the owner would be liable for the cost of any repairs.

170. However, where human disturbance has been minimal, such as in the isolated National Parks of the North-West or nature reserves, such as Two Peoples Bay, the Commission feels pets, notably dogs, should still be excluded.

171. The Commission considers the following comments made in the National Parks Report<sup>1</sup> worth noting:

"Evidence overwhelmingly shows the damage pets can do in Parks, and it has been conclusively shown that some fauna will leave an area for three weeks or more as a result of the scent left by a dog."  
[para. 2 page 21 of the Report of the Select Committee of the Legislative Council on National Parks].

172. Thus, the Commission recommends that:-

**Pets be allowed into selected National Parks and the public be advised of these areas and the conditions under which pets will be permitted.**

173. The Commission concurs with the Select Committee into National Parks<sup>1</sup> that horse-riding in certain areas of selected National Parks be permitted.

174. The problem of horse-caused erosion in John Forrest National Park was discussed in the Select Committee of the Legislative Council's Report into National Parks<sup>1</sup>. In this report, the following comments were made with respect to the matter:-

"...The suggestion made to the Committee that horse riding in John Forrest National Park was causing erosion problems was investigated and confirmed by inspection. However, if the National Parks and Wildlife Service is allowed an unfettered approach in laying out specific tracks and the riders keep to them, the Committee is convinced erosion can be eradicated or controlled."

[para. 3 page 21 of the Report of the Select Committee of the Legislative Council on National Parks].

175. However, the Commission heard in evidence that the problem of erosion had increased significantly, since the National Parks Report was published in 1981. The increase in erosion was directly attributed to the increased intensity of use of the riding tracks by private individuals and commercial riding schools. The Commission therefore recommends that:-

**The issue of horses within the John Forrest National Park be reviewed. If it is found that the presence of horses within the Park is detrimental then steps should be taken to revoke the permits of people using the Park. In the case of commercial horse riding ventures revocation of the permit should be gradual to cause minimal disruption to the permit holder's livelihood.**

**(b) Mining within National Parks**

176. The Commission heard considerable evidence relating to mining within National Parks. The Commission does not believe that mining should be permitted under any circumstances in National Parks with wilderness or scientifically reserved classification. The Commission, however, considers that under the current system of land classification there are a number of National Parks that cannot be truly considered as such.
177. The adoption of the IUCN classification scheme (Appendix 5) would make policy decisions regarding exploration much easier. Adoption of this classification scheme would hopefully resolve much of the conflict that currently exists between the conservation lobby and the exploration and mining companies. The Commission therefore recommends that:-

**The Department of Conservation and Land Management adopt the land classification scheme prepared by the International Union for Nature Conservation and Natural Resources (IUCN).**

178. If permission is granted to explore within a Multiple Use Management Area (IUCN Category VIII), the Department of Conservation and Land Management should prepare strict guidelines to be followed by the exploration company on commencement of activities.
179. If the IUCN categories are not adopted, then the Commission is of the opinion that exploration should only be permitted after an Environmental Review and Management Assessment has been conducted and any guidelines arising from the Assessment are adopted. The Department of Conservation and Land Management would be responsible for ensuring that these guidelines are followed.
180. If exploration reveals a find of national importance, further environmental impact assessments should be conducted. Any exploitation that follows should be allowed only with very strict conditions applying. Again, the Department should be held responsible for the enforcement of guidelines prepared before the commencement of mining.
181. In the situation where the IUCN classification scheme is not adopted, the Commission recommends that:-

**Before permission for exploration within a National Park is granted, the Department of Conservation and Land Management prepare an Environmental Review and Management Assessment, with funds provided by the applicant for the preparation of this work. The Department of Conservation and Land Management be responsible for ensuring that all conditions given in the Assessment are followed.**

182. The Commission also recommends that:-

**Where exploration locates a find of national significance further studies be conducted and an Environmental Review and Management Plan (ERMP) prepared. The ERMP should be prepared by the Department of Conservation and Land Management but funded by the exploration company seeking approval for mining. Finally, approval for mining should**

be the subject of an agreement between the miner and the Government, requiring ratification by the Parliament of Western Australia.

**(c) Townsites within National Parks**

183. The issue of townsites within National Parks has been discussed previously<sup>1</sup>. The Commission acknowledges that the major problem within such townsites in the past has been that of vesting. In many cases the townsite has been vested in the Local Shire and problems have arisen where there has been the need to provide rubbish tips, airstrips etc., features universally accepted as being incompatible intrusions into a National Park.
184. The Commission believes that adherence to the IUCN classifications (Appendix 5), use of buffer zones and consultation between the Department and Local Government Authorities could overcome many of the problems associated with these townsites.
185. The Commission notes that a townsite within a National Park is always an intrusion. However, it believes that adoption of the Canadian National Parks policy with respect to townsites within a National Park is reasonable and adoption of such a policy is desirable. To quote from this Policy:
- "...The need or acceptability of a townsite in a Park should be determined by the character and specific purposes of the individual Park.
- A townsite is an intrusion and should be permitted to develop in a Park only if, by reason of the services it provides, the visitor is better able to enjoy the Park for what it is."
186. Thus, the Commission make the following recommendations:-
- (a) That the Department of Conservation and Land Management adopt the IUCN system of land classification.**

- (b) That the Department of Conservation and Land Management declare buffer zones around a townsite to protect the surrounding National Park from degradation.
- (c) That the Department of Conservation and Land Management liaise closely with any Local Government Authority that has vesting of a townsite adjoining a National Park.
- (d) That the Department of Conservation and Land Management adopt the Canadian policy with respect to the development or continuation of a townsite within a National Park.

(d) Outbreak of Phytophthora cinnamomi in National Parks

187. The Commission was disturbed to learn that there were serious outbreaks of jarrah dieback (caused by the fungus Phytophthora cinnamomi) in some of the State's southern National Parks.
188. The spread of such a devastating disease within our National Parks must be restricted as far as possible. The Commission believes that the extent and severity of the disease should be assessed immediately and that the possibility of closure, for quarantine purposes, of those areas most seriously affected by disease, be seriously considered.
189. The Commission makes the following recommendations, that:-
- (a) The Department of Conservation and Land Management immediately assess the extent and severity of jarrah dieback outbreaks within the State's National Parks.
  - (b) The Department of Conservation and Land Management take immediate action to restrict further spread of the disease.

190. If assessment shows that an area is seriously affected by jarrah dieback, the Commission also recommends that:-

**The Department of Conservation and Land Management close areas most seriously affected by disease for quarantine purposes. Quarantine should be maintained until it is possible to allow planned re-entry with minimal risk.**

191. The Commission realises that closure of any recreational facility such as a National Park will be unpalatable, especially to the community. However, once a unique resource, such as the Stirling Ranges National Park, is destroyed it is lost forever.

**(e) Eradication of Declared Noxious Weeds and Animals**

192. The Commission believes that in the interests of effective land management and 'good neighbour' policy, the Department should be responsible for the control of declared noxious weeds and animals on the lands and waters under its control.

**(f) Joint Management of Land Vested in the Department of Conservation and Land Management**

193. It has been suggested to the Commission that areas such as Bungle Bungle should be jointly managed by the area's traditional owners and the Department of Conservation and Land Management. The Commission rejects completely the concept of joint management, other than where another State or Commonwealth Government Department is involved in the management of an area. Joint management by the Department and the Commonwealth of the proposed Ningaloo Marine Park is such an example.
194. The Commission, however, endorses the concept of an Aboriginal Advisory Committee assisting in preparation of management plans but the Department should always be sole manager. Thus, the Commission recommends that:-

**Joint management agreements be restricted to Government agencies but where a particular group has special interest or skills, these should be utilised through Advisory Committees.**



## Endnotes

1. Western Australia. Report of the Select Committee of the Legislative Council into National Parks. September, 1981.

## NATURE RESERVES

195. Prior to amalgamation, many of the State's nature reserves were vested in the Western Australian Wildlife Authority under the Wildlife Conservation Act 1959-1979. These reserves are all now vested in the National Parks and Nature Conservation Authority under the Conservation and Land Management Act 1984.
196. Areas vested in other Authorities (e.g. local shires) or those having no vesting are protected by the Department under the Conservation Act 1984. They cannot, however, be known as nature reserves but instead are referred to as 'areas set aside for the purposes of flora and/or fauna conservation'.
197. The Commission believes that it is highly undesirable for a large number of areas to be set aside for conservation purposes without being vested with some authority. The Commission believes there are over one hundred such areas and the Department should take immediate action to resolve the problem.
198. However, as with many nature reserves vested in the Authority, most, if not all, the unvested locations have had little or no management.
199. It is obvious that this is unsatisfactory. The Commission believes that every attempt should be made to ascertain whether these areas have any inherent conservation value. Thus, the Commission recommends that:-

**The Department of Conservation and Land Management look to rationalising those nature reserves vested in the National Parks and Nature Conservation Authority and those locations without vesting.**

200. The Commission also recommends that:-

**Any area found to have little or no inherent conservation value should have its 'A' class classification revoked and its vesting removed.**

201. Finally, the Commission also recommends that:-

**Those areas without vesting found to have conservation value should be dedicated as nature reserves as prescribed in the Act. Once dedicated, these nature reserves should be vested in the National Parks and Nature Conservation Authority.**

202. Ideally, the Commission feels that comprehensive land management plans for each reserve should be prepared. However, it is accepted that in the short term such a goal is impossible. The Commission therefore recommends that:-

**Interim regional plans be prepared for the management guidelines of nature reserves, pending final management plans.**

203. Even the preparation of interim regional management plans will be an enormous task for the Inventory and Planning Section of the Department. With the exception of a small number of officers from the former National Parks Authority, the Inventory and Planning section is comprised of former Forests Department officers.

204. The Commission is of the opinion that unless additional resources are supplied immediately, the resources currently available will be 'spread too thinly' and effective land management will not be achieved and some existing programmes may be weakened. The Commission therefore recommends that:-

**The State Government immediately provide the Department with additional funds to increase staffing levels within the Department's Inventory and Planning Section. Additional staff will allow for management plans for nature reserves at a regional level to be prepared more rapidly.**

205. Once management plans have been prepared, the Commission realises that another problem will arise. Who is going to implement these management plans? The former Wildlife Authority had insufficient staff to manage such vast numbers of reserves. This is one of the principle reasons why so little is known about many of the nature reserves. Thus, the Department, as it is now currently structured, is capable of accepting only a limited amount of increased responsibility.

206. If the new Department is to be expected to effectively manage all the nature reserves vested in the Authority, further staff will have to be placed at the workface to implement the management plans prepared for the reserves.

207. With regard to those areas vested in other Authorities, the Commission recommends that:-

Any area set aside for the purpose of flora and fauna conservation and vested in an Authority other than the National Parks and Nature Conservation Authority should remain vested with the other Authority.

**MARINE AND ESTUARINE PROTECTED AREAS - MARINE PARKS  
AND MARINE NATURE RESERVES**

208. The concept of setting aside areas as National Parks, to conserve and preserve their unique geological characteristics, flora and fauna, is long established and well understood. That marine and estuarine ecosystems require similar protection has not always been so well understood.
209. For this reason, the Commission has decided to include, in Appendix 6, Council of Nature Conservation Ministers (CONCOM) criteria for selection and management of marine and estuarine protected areas.
210. The Commission recognises the urgent need for establishing a system of marine parks and marine nature reserves along the Western Australian coastline.
211. CONCOM<sup>1</sup> has accepted the International Union for the Conservation of Nature and Natural Resources (IUCN) definition of Marine and Estuarine Protected Areas (MEPAs) into which both marine parks and marine nature reserves are designated. A MEPA is defined as:-
- "Any area of intertidal or subtidal terrain together with its superadjacent waters and associated flora and fauna which has been reserved by legislation to protect part or all of the enclosed environment for conservation, scientific, educational and/or recreational purposes".
212. While other definitions for MEPAs have been proposed<sup>2</sup>, the Commission is of the opinion that CONCOM's definition is the most suited to Western Australia's needs.
213. It should be stressed that a marine park serves a completely different purpose to that of a marine nature reserve.
214. A marine nature reserve is a MEPA which is not zoned and is generally small in area. It has inherent conservation value and no activity is permitted in a marine reserve other than that required to maintain, restore and protect/conservate the resource.

215. A marine park, however, is generally much larger in area than a marine nature reserve. As defined by CONCOM<sup>1</sup>, a marine park is generally zoned for multiple use, allowing for recreational, educational or scientific pursuits, as well as conservation purposes. Under the Conservation and Land Management Act 1984 a marine park has a much narrower definition. Apart from conservation purposes, a marine park can only be used for the purpose of public recreation.
216. The Commission holds the view that both definitions for marine parks are too restrictive. The Commission believes that a marine park should be seen as a multiple use management area, as defined by the IUCN (Appendix 5). In this way, a marine park will provide protection and contribute to the State's economic, social and material needs.
217. Given broader powers of reservation, the Department of Conservation and Land Management will be able to permit commercial fishing on waters under its jurisdiction. The ability to permit such activities has considerable ramifications for the Department when it comes to manage the proposed M10 Marine Park and when the long-term management objectives for the Abrolhos Islands are decided.
218. Therefore, the Commission considers it imperative that the Department's powers of reservation with respect to marine parks be reviewed and the legislation amended. The Commission recommends that:-

**Section 13 (3) of the Conservation and Land Management Act be amended in order that marine parks be defined as multiple use management areas, providing both conservation and protection of the marine environment as well as contributing to the State's economic, social and material requirements.**

219. Prior to amalgamation, the Department of Fisheries and Wildlife, through their Minister, had the powers to dedicate marine nature reserves. This was rarely done and then only for the preservation of commercial fisheries. The Department had no power to reserve areas for any other purposes, e.g.,

recreational activities. As a consequence, Western Australia has few marine nature reserves and no marine parks.

220. Under the Conservation and Land Management Act 1984, the Department has such powers. As Western Australia has few marine nature reserves and no marine parks (Ningaloo Marine Park has still to be dedicated), the Commission considers that urgent attention be given to the listing of areas worthy of MEPA status. The Commission believes that there are many areas worthy of MEPA status and there is evidence to support this view<sup>2</sup>. Studies to locate areas worthy of MEPA Status should be conducted in a manner similar to that used by the Environmental Protection Authority in their Conservation through Reserves Committee (CTRC). The Commission thus recommends that:-

**The Department of Conservation and Land Management establish, as a matter of urgency, a listing of areas which should be given protection as Marine and Estuarine Protected Areas (MEPAs).**

221. Before dedication can proceed, a complete management plan must be prepared for the proposed reserve or park as prescribed in the Act. In its present structure, the Department of Conservation and Land Management is totally unprepared to do such work. The Department has only one marine biologist and he as a member of the Policy Secretariat cannot do any of the work required. Even with staff, the Department has no laboratories or equipment to carry out the necessary data collection required in the preparation of management plans.
222. The Commission, recognising the Government's good intentions in wanting to dedicate marine nature reserves and parks, considers that very little thought has been given to the ramifications of requiring the Department of Conservation and Land Management to establish marine parks and marine nature reserves. Without resources nothing can be achieved.
223. Indeed, because the Department of Conservation and Land Management does not have the necessary expertise to carry out any preparatory work, the Department of Conservation and Environment has been given the responsibility of preparing the draft management plans for the proposed M10 Marine

Park, which extends from Triggs Beach to Burns Beach.

224. A further example of the urgent need for additional staff and resources can be applied to the Shark Bay region.
225. Moves to protect the Shark Bay area began in 1974 with the Conservation through Reserves Committee's (CTRC) recommendation that the Shark Bay region be set aside as a multipurpose National Park for public recreation and conservation of flora, fauna, and unique natural features.
226. The Environmental Protection Authority (EPA) substantially endorsed the CTCRC recommendations, yet many of these recommendations have not been implemented. The EPA, through its publication "Conservation of Hamelin Pool" has drawn attention to the need to protect the unique stromatolite colonies found at Hamelin Pool.
227. The Shark Bay region itself supports a myriad of marine life. The seagrass beds are among the most extensive and species rich in the world. The dugong population, said to be only one of two numbering in excess of 500, is of critical importance, both to the scientific community and to the preservation of the species itself.
228. The dolphins of Monkey-Mia also are of importance, providing a unique dolphin - human interaction.
229. A number of concerned organisations and people have put forward proposals that would ensure the protection of this unique area.
230. The Commission view this as encouraging but believes that the Department of Conservation and Land Management should have responsibility for co-ordination and management of such projects. The Commission recommends that:-

**The State Government provide the Department of Conservation and Management with the resources needed to prepare and implement management plans for proposed MEPA's.**



231. The Government allocation of funding to the Department must of necessity go well beyond this. The Department has no qualified personnel or equipment to patrol and maintain these reserves and parks. With amalgamation, the Fisheries Department retained all boats and the associated equipment used in patrolling marine nature reserves. The Commission therefore recommends that:-

**The State Government provides funding for the necessary equipment for the Department of Conservation and Land Management to properly manage the marine parks and marine nature reserves under its control.**

232. The Commission also recommends that:-

**Attention be given to training existing staff, i.e., National Parks rangers in marine craft, so that the Department of Conservation and Land Management will be capable of managing the marine parks and marine nature reserves under its control.**

233. The Commission also considers that there are sections of the Conservation and Land Management Act 1984 with respect to marine parks and marine nature reserves that require clarification. (See the Section on Legislation).

234. Following amalgamation, a number of marine nature reserves were left vested in the Department of Fisheries. It is the Commission's opinion that two of these reserves, Point Maud Marine Nature Reserve and Point Quobba Marine Nature Reserve, should be vested in the National Parks and Nature Conservation Authority. Both reserves have inherent conservation value and no value as fisheries making their vesting under the Fisheries Act difficult to justify. The Commission therefore recommends that:-

**The Point Maud Marine Nature Reserve and the Point Quobba Marine Nature Reserve have their vestings transferred from the Department of Fisheries to the National Parks and Nature Conservation Authority.**

## Endnotes

1. Council of Nature Conservation Ministers (CONCOM). Technical Conference Programme. Summary Report of the Second Technical Workshop on Selection and Management of Marine and Estuarine Protected Areas. Jervis Bay. February 15-21, 1985.
2. Suter, K.D. 1983. Marine and Estuarine Reserves in Australia. Toward a National Policy. Published by The Fund for Animals Ltd. (Australia).

## RECREATION

### (a) Introduction

235. The concept of multiple use of land allows for the allocation of land for a combination of uses. The Commission firmly believes in this approach to land-use planning, since there is seldom reason for an area to be managed for a sole purpose, even if given the highest management priority.
236. Recreation is one such use and should be given consideration when formulating land management strategies. Indeed, worldwide, it is being increasingly recognised that Governments have a social, perhaps even a moral, obligation to ensure that every person has the freedom or right to recreation. Access to recreation opportunities can be seen as one significant measure of the quality of life in the community.
237. In recent times, the public has become better educated and more mobile. Coupled with this increased awareness and mobility, the public has greater leisure time. The combination of these three factors has placed considerable strain on existing recreational facilities, not only in the metropolitan areas but in the more distant regions of our State.

### (b) Finance

238. The Commission is particularly concerned that Highway 1 in providing access to previously inaccessible areas will place pressure upon fragile environments. Management must be given priority to ensure that these areas are protected whilst still permitting the provision of recreational facilities that the public has come to expect.
239. The Commission believes that the Commonwealth Government must accept some of the financial responsibility involved in the management of these areas. The effect of Highway 1 on other departments (largely State) is considerable and departments, such as the Department of Conservation and Land Management, cannot be expected to provide the necessary management and facilities without assistance from the Commonwealth. The Commission therefore recommends that:-

**The Commonwealth Government be approached to financially assist the Department of Conservation and Land Management in the management of areas made accessible following the construction of Highway 1.**

240. The Commission notes that Highway 1 has made these areas accessible not only to Western Australians but to all Australians.
241. A little closer to home, one only has to visit the heavily patronised Walyunga National Park or John Forrest National Park on a Sunday afternoon to appreciate the need for increased recreational facilities!
242. The Commission feels that it is the responsibility of the Department of Conservation and Land Management as a land manager to provide recreational opportunities for the public, including high intensity day use, such as picnicking, to low intensity use, such as birdwatching.

**(c) Community Participation**

243. The Commission acknowledges that the Department of Conservation and Land Management has had only a short time to look at the problem of recreation. Whilst the issue of recreation is being addressed the problem at present remains largely unresolved.
244. The Commission considers that the Department's dilemma may be eased if it seeks the help of the many recreational based volunteer groups in Western Australia - bushwalking clubs, cycling clubs, angling clubs, sports clubs, canoe clubs, etc.
245. Such community participation in recreation planning should be encouraged. With Department planning and supervision, these volunteers may assist in the construction of much needed facilities. The Commission believes that such groups would get pleasure and a sense of satisfaction helping the Department. The Commission recommends that:-

**The Department of Conservation and Land**

**Management seek public participation in recreation planning with volunteer assistance in construction of certain recreational facilities.**

246. The use of volunteer groups through public participation was found to be highly successful in the preparation of an integrated resource management plan for the Copeland Forest in Ontario, Canada. The assistance of Friends of Algonquin Provincial Park in Ontario, Canada has also been invaluable in the management of this area. Members of this volunteer organisation assist in manning interpretive centres, help in publication of reference material about the Park - activities which aid the public in understanding the beauty of the Park.

**(d) Interdepartmental Co-ordination**

247. The Commission holds the view that higher levels of co-ordination, either informal or formal, between the Department and other government departments and instrumentalities is highly desirable. Such collaboration will hopefully ensure that leisure opportunities are planned to provide for equitable and rational distribution of resources which are in accord with community needs.
248. The success of such co-operation was presented to the Honorary Royal Commission by the Division of Recreation with the Education Department of Tasmania<sup>1</sup>. Between 1979-1983, the Division of Recreation was responsible for co-ordinating and rationalising recreational land-use planning for government authorities and agencies responsible for State lands.
249. The Commission believes that co-operation between the various land management authorities is essential, recommending that:-

**The Department of Conservation and Land Management take steps to increase the level of co-ordination, whether formal or informal, between other land management agencies, ensuring rational recreational land-use planning.**

250. The Commission also believes that the adoption of

the IUCN classifications (Appendix 5) would assist in solving the problem of finding suitable areas for recreational facilities.

**(e) Private Enterprise**

251. The Commission is also of the opinion that the Department should involve private enterprise in the management of certain recreational facilities.
252. For example, if private enterprise was permitted to operate the tennis courts, row boats, golf club and other commercial ventures within Yanchep National Park, the rangers could be released to perform more appropriate duties, including the general management of the Park and assisting the public in appreciating the Park's beauty and value.
253. The revenue gained from leasing such commercial ventures would greatly assist in the maintenance of the State's National Parks.

**(f) Land-use Planning of the Coastal Region**

254. The Commission acknowledges that, at present, one of the most intensive land-use conflict areas in the State is the coastal region. For this reason the planning and management of the coastal region must be considered carefully. However, recreation must be given equal consideration to that of conservation and preservation. To this end, the Commission notes that many of the recommendations made by the Keep Our Coast Open Committee (KOCO)<sup>2</sup> in their management planning strategy for the Shannon Forest and D'Entrecasteaux National Park are worthy of consideration.
255. The Commission believes that a number of KOCO's recommendations may also apply in the management of the State's entire coastal region. In particular, the Commission considers that greater access to coastal regions should be provided.

**(g) Off-road Recreation**

256. While recreational pursuits such as picnicking and bushwalking rarely conflict with the needs of other recreators, activities such as car rallying, four-wheel drive touring and trail bike riding often

conflict with the needs of other recreational pursuits. These activities also have the potential for damaging the environment.

257. The Commission believes that these pastimes should also be catered for but in a way so as to cause:

- (a) minimal disturbance to the environment, and
- (b) minimal conflict with other recreators.

258. Such off-road activities should be permitted in areas where some disturbance has previously occurred (e.g. disused but safe quarries). However, such activities should still be subjected to strict environmental controls. The Commission therefore recommends that:-

**Off-road activities be permitted in certain areas. In permitting any such activities, the Department of Conservation and Land Management should maintain strict environmental controls on any land set aside for such activities.**

259. In permitting such activities, preference should be given to organised clubs who accept responsibility for the use and abuse of areas set aside for such activities.

260. In deciding management priorities with respect to recreation, those areas currently under severe 'people pressure' must have priority funding. The Commission believes that such funding decisions should be without political bias. Recreation in this area has long been disregarded and underfunded and all efforts must be made to improve the State's outdoor recreational facilities. The Commission recommends that:-

**In all management plans, recreation areas should be delineated. These areas should be given equal priority with other forms of land management performed by the Department, in order that outdoor recreational facilities may be provided.**

#### **(h) Staff Training**

261. In order that the Department provide recreational facilities, the Department's staff must have some

training in the recreation ethic. To this end, the Commission recommends that:-

**All staff be encouraged to participate in recreation based training programmes.**

**(i) Protection of Historic Sites**

262. The Department of Conservation and Land Management has responsibility for a number of areas that have historical significance (for example, the East Perth Cemetery, the sawpits at Sawyers Valley and Pemberton, and the Boranup Forest near Augusta). The Commission, recognising the importance of such sites, recommends that:-

**The Department of Conservation and Land Management continue to protect historic sites as part of Western Australia's heritage.**

**Endnotes**

1. Written submission to the Honorary Royal Commission in to the Conservation and Land Management Act 1984 from the Education Department of Tasmania, Division of Recreation.
2. A Management Planning Strategy for the Shannon Forest and D'Entrecasteaux National Park, prepared by the Keep Our Coast Open Committee (KOCO) March, 1985.



## LOCAL GOVERNMENT

263. Local Government has input into the National Parks and Nature Conservation Authority vide Section 23 (1)(b) of the Conservation and Land Management Act 1984, which reads:-

(v) "2 shall be representative of Local Government and shall be at the time of nomination elected members of a local authority;"

264. Local Government is an integral part of our total community and therefore has a keen and legitimate interest in the management of public lands.

265. By virtue of this interest, the Department of Conservation and Land Management would do well to inform, seek advice from, and have regard for the views and role of local authorities throughout the State.

266. In terms of land management, the Commission can perceive opportunities in some circumstances for a local authority to act as managing agent for the Department. Co-operation in this way could provide for a rational system and may prove less costly to the Department and the public purse.

267. Section 59 of the Conservation and Land Management Act 1984, provides for the controlling body to submit proposed management plans to each local authority within whose district the land in question is situated.

"59. (1) The controlling body may submit the proposed management plan, modified if it thinks fit after considering submissions made under section 58, to any organization or body it thinks appropriate, together with a summary of those submissions.

(2) The controlling body shall submit the proposed management plan to each local authority within whose district the land in question is situated and any such local authority shall, notwithstanding section 58, be given a reasonable time in which to prepare written submissions on the proposed plan.

(3) In the case of a jointly vested nature reserve referred to in section 7(4)

the Authority shall submit the proposed management plan, in accordance with subsection (1), to any associated body.

(4) If an organization or body to which the proposed plan is referred under subsection (1) or (3) considers that the controlling body should vary the plan or make any addition to or delete any provision from, the plan, it may within one month after receipt of the proposed plan under subsection (1), in writing, request the controlling body to make the variation, addition or deletion."

268. The Commission supports these provisions of the Act.

269. The Commission recognising Local Government's major role in the management of public lands, therefore, recommends that:-

**There be constant interchange of information between Local Government bodies and the Department of Conservation and Land Management. This interchange should be conducted at all levels.**

## STATE EMERGENCY SERVICES

270. In times of emergency, such as fire, flood, etc., the Department of Conservation and Land Management would be expected to take whatever managerial steps considered to be necessary for protection of land under its charge.
271. Whereas it is not envisaged that the State Emergency Services would act in any situation other than when dealing with an emergency, the staff of the Department of Conservation and Land Management along with other agencies in these circumstances, would be expected to carry out work in liaison with the State Emergency Services.
272. The Commission stresses the need for close co-operation between the State Emergency Services and the Department of Conservation and Land Management in view of the latter's expertise and involvement in fire management. This will provide access to a well disciplined staff, having a good communications network at their disposal.

## **TOURISM**

273. The tourist industry is worth millions of dollars to the State's economy. Many thousands of people, both from interstate and overseas, come to Western Australia to view the State's unique landscape, flora and fauna.
274. The Department of Conservation and Land Management is responsible for the protection and conservation of many tourist attractions. Yet little funding, both now and in the past, has been spent on the maintenance of these resources. Far greater emphasis has always been placed by Government on the promotion of tourism. Whilst acknowledging that a successful advertising campaign is needed to bring tourists to Western Australia, it is imperative that the State's forests, National Parks, etc. be protected from degradation. If not, both their conservation and tourist value will be lost.
275. Thus, the Commission believes that Government must be committed to providing sufficient funding to ensure that these areas are effectively managed for the future, recommending that:-

**In addition to the money spent on promoting tourism in Western Australia, funds also be allocated to ensure that the State's indigenous flora and fauna are managed effectively and facilities provided to cope with the additional visitors generated by this promotion.**

## **WATERWAYS**

276. The Waterways Commission, established under the Waterways Conservation Act 1976, employs staff outside the Public Service to carry out the objectives of its Management Authorities.
277. Its function is to manage such rivers, inlets and estuaries as are declared by the Governor, on the recommendation of the Environmental Protection Authority.
278. 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.
279. It has been suggested to the Commission that the Department of Conservation and Land Management should have responsibility for all waterways. The Commission believes, however, that the Department should only manage those waterways which either surround or cut through land under its jurisdiction.
280. Apart from the above circumstances, it is believed that individual Management Authorities are capable of carrying out their charter in a dedicated way and thereby relieving the Department of Conservation and Land Management of the direct responsibility associated with this work.
281. Given the above guidelines, the Commission then recommends that:-

**All rivers and estuaries either cutting or running through land managed by the Department of Conservation and Land Management should be managed by the Department.**

## WATER CONSERVATION

282. At the present time, the Water Authority of Western Australia has the main responsibility for evaluating, planning and monitoring water resources. The statutory establishment of the Western Australian Water Resources Council in 1982 provides a vehicle for some additional input into policy development.
283. The role of the Harvey, Bunbury and Busselton Water Boards is confined to local areas of these centres.
284. It has to be acknowledged that water is one of the most important and essential crops harvested for the benefit of the people of the State. The majority of catchments are on lands managed by the Department of Conservation and Land Management.
285. Water may arguably be the most valuable of all the natural resources under the control of the Department of Conservation and Land Management.
286. There is no doubt that the public has benefited from lower costs of water due to the management of catchment areas by the former Forests Department.
287. Further, it should be noted that the role of the former Forests Department in this work involved a cost factor borne by that Department.
288. Accordingly, that benefit would have been obliquely passed on to water consumers by virtue of the savings which otherwise may have been a cost factor included in rating assessments.
289. It would not be out of place to give credit to the former Forests Department for the degree of responsibility and competence that Department exercised in the management of water catchment areas during the life of its administration. The Commission believes that this function of the now superseded Forests Department did not receive the understanding and support it deserved from the wider community during its life.
290. The Commission would expect the new Department of Conservation and Land Management to exercise a similar role.

291. While water conservation may be regarded as an ingredient in land management, the Commission believes it would be premature and inappropriate for the Department of Conservation and Land Management to have direct control of the water resources of the State.
292. In the preparation of management plans for catchment areas on lands managed by the Department of Conservation and Land Management, the Commission considers it practical for consultation to occur between that Department, the Water Authority of Western Australia the Department of Agriculture, the Commissioner of Soil Conservation and, where appropriate, the Water Boards of Harvey, Bunbury and Busselton.
293. Management programmes should be drawn up by the respective agencies and, when approved, the programmes should proceed in clear and precise terms.
294. The Commission believes that the expertise of each agency would provide for a knowledgeable, balanced and realistic approach to the management of such a vital resource as water.
295. The Commission is of the view that any legislation needed to effect water resource management should be capable of implementation under existing statutes, subject to amendments to those statutes, as may be necessary from time to time. The Commission recommends that:-

**The Department of Conservation and Land Management continue to have responsibility for water catchment areas managed previously by the former Forests Department. Consultation between the Department and other government bodies having similar responsibilities should continue.**

## SOIL CONSERVATION

296. The potential damage caused by erosion and salinity is so great that every attempt must be made to overcome present and future degradation of the State's major natural resource.
297. While soil conservation efforts must be directed at both prevention and amelioration of damage which has already occurred, prevention should receive more attention.
298. To this end, the Commission believes the Soil Conservation Service, located at the Western Australian Department of Agriculture, has done an admirable job.
299. The Commission agonised over the issue of soil conservation, recognising that it is a major concern to management and vitally important to the effective management of the State's land, both public and private. After much deliberation, the Commission recommends that:-

**The Soil Conservation Service remain with  
the Department of Agriculture.**

300. In making this recommendation, the Commission acknowledges that at some time in the future, consideration could be given to integration of the Soil Conservation Service with the Department of Conservation and Land Management.



## MINING

301. The Honorary Royal Commission has had numerous comments made to it with respect to mining on lands now managed by the Department of Conservation and Land Management. It is sensible to outline those areas which attracted greatest comment. Those areas included:

1. Exploration
2. Quarrying or open cut mining
3. Deep mining
4. The Mines Department
5. The possible benefits of advice from those intimately involved with mining with respect to optimal land management.

### (a) Exploration

302. Whilst recognising that there is a community requirement for tracts of land to be set aside for conservation and preservation, the Commission believes that there is a need for a single hierarchial classification for conservation reserves based on their overall conservation value. The International Union for the Conservation of Nature and Natural Resources' (IUCN) has produced such a classification of land-use options (Appendix 5). Such a system would assist the State in managing land reserved for conservation and to provide guidelines for prospective developers. It could then be used to define what other activities may be carried out in particular reserves and under what conditions.

303. Any permits for exploration and the possible exploitation that may follow on lands managed by the Department of Conservation and Land Management would be subject to conditions laid down by that Department.

304. In their final report, the Legislative Council Select Committee on National Parks (1981)<sup>1</sup> recommended the adoption of the IUCN's land-use classification. In their submissions to the Honorary Royal Commission, the Conservation Council of Western Australia,<sup>2</sup> and the Tree Society<sup>3</sup> advocated the adoption of the IUCN definition for National Parks. The Commission, therefore, recommends that:-

**The International Union for the Conservation of Nature and Natural Resources' (IUCN) classification of land-use options be adopted.**

**(b) Quarrying and Open Cut Mining**

305. The destructive nature of quarrying and open cut mining appears to be the major concern of those who comment adversely on mining. The Commission agrees that large scale quarrying and open cut mining in general have no place in the areas managed by the Department of Conservation and Land Management. However, the Commission sees no reason to prevent this type of mining providing that it is economically viable and has minimal impact on land of significance. It would appear ridiculous in the extreme to tie up land with no intrinsic value, for no other reason than that it is being managed by the Department of Conservation and Land Management. The Commission recommends that:-

**Quarrying and open cut mining be permitted in areas where the impact of such operations will be minimal.**

**(c) Deep Mining**

306. As with quarrying and open cut mining, the Commission believes that deep mining could be allowed in areas managed by the Department. Management plans and strategies similar to those prepared by the Department of Environment and Planning in New South Wales<sup>4</sup>, for the mining of coal in National Parks, could be prepared.
307. In both their written and oral submissions to the Commission, the Chamber of Mines of Western Australia (Incorporated)<sup>5,6</sup> advocated the adoption of multiple land-use policies.
308. It is important to stress that although large areas are necessary for exploration, the application of modern technology to exploration means that an increasing amount of exploration can take place using non-invasive techniques such as remote sensing by satellite. Secondly, the areas actually involved in the exploitation (mining) of minerals are small. The Commission recommends that:-

**Management policies, such as those prepared by the New South Wales Department of Environment and Planning, be drawn up to**

**cover mining within Western Australia's National Parks and other areas managed by the Department of Conservation and Land Management.**

**(d) The Mines Department**

309. In evidence <sup>5,6</sup> given to the Commission, it was suggested that for total land management the Mines Department should also be included in the newly merged Department of Conservation and Land Management (similar to the Department of Natural Resources in Ontario, Canada). The Commission believes, however, that in the short term this would be unwise but does not rule out the possibility some 10 to 15 years hence.

**(e) The Interaction of Mining Interests with the Department of Conservation and Land Management.**

310. It is the Commission's belief that the mining industry has considerable experience in land resource management to offer the Department of Conservation and Land Management.
311. Continuation of the close relationship between the mining industry and the Department is seen by the Commission as being advantageous in the interests of effective land management.
312. Whilst the Commission does not recommend that the mining industry be directly represented on the National Parks and Nature Conservation Authority, it believes that both the Authority and the Department should have regular discussions with the industry. It may be that the Authority will need to set up sub-committees to investigate all facets of land management. If this is the case, the mining industry should be represented on such sub-committees.

**(f) Summary**

313. The Commission believes that if the Department of Conservation and Land Management is to be an effective land manager, in the fullest sense, then it must allow for the views of all land users to be taken into consideration. Thus in areas where the conservation values are not at risk, mining should

be allowed subject to the terms and conditions laid out and agreed to by both the company involved and the Department.

### Endnotes

1. Western Australia . Report of the Select Committee of the Legislative Council on National Parks. September, 1981.
2. Written submission to the Honorary Royal Commission from the South-West Forests Defence Foundation Inc.
3. Written submission to the Honorary Royal Commission from the Tree Society.
4. Resolution of Conflicts between Underground Extraction of Coal Resources and Dedication and Management of Areas as National Parks and Nature Reserves. Statement of Policy - New South Wales Department of Environment and Planning. September, 1980.
5. Written submission to the Honorary Royal Commission from the Chamber of Mines of Western Australia (Incorporated).
6. Verbal submission to the Honorary Royal Commission from the Chamber of Mines of Western Australia (Incorporated).

## Appendix 1

### CONDUCT OF THE HONORARY ROYAL COMMISSION

After assuming office in March 1983, the State Government established a Task Force to carry out a comprehensive review of land resource management. The Task Force concluded that the only way Western Australia could have an integrated land management system was by the formation of an integrated land management department. Those Government bodies proposed for integration into this single body are listed below:

Forests Department	
Wildlife Research	) Department of
Nature Reserves Management	) Fisheries and
Wildlife Management	) Wildlife
National Parks Authority	
State Herbarium	
Kings Park Board	
Bush Fires Board	
Waterways Commission.	

The Government accepted in part the Task Force's recommendation and announced its intention to amalgamate the National Parks Authority, the Forests Department and the Wildlife Management section of the Department of Fisheries and Wildlife. This integrated body is known as The Department of Conservation and Land Management.

Before its successful passage through Parliament the Conservation and Land Management Act was placed under the scrutiny of a Select Committee.

In its report (Appendix 7) the Select Committee recommended that the amalgamation of the various bodies should take place. It also recommended, amongst other things, that further studies on land management practices should be undertaken and that a review clause should be inserted in the Bill so that the legislation could be reappraised by December 1985. Accordingly, when the parliamentary session closed in December 1984, an Honorary Royal Commission was appointed.

The persons appointed to the Honorary Royal Commission are the same persons who comprised the Select Committee into Conservation and Land Management Act.

The Honorary Royal Commission undertook visits to all States of Australia, New Zealand, the United Kingdom, Canada and the United States of America as well as taking evidence in Perth, Western Australia. The Commission has taken evidence from over 200 witnesses representing Commonwealth and State Government Departments, the various Government and statutory authorities of those overseas nations visited, environmental groups, academics and individuals appearing in a private capacity. A list of witnesses who have appeared before the Honorary Royal Commission is given in Appendix 2. A list of witnesses who presented written submissions is given in Appendix 3.

The itineraries of the trips undertaken are given in Appendix 4.

The Honorary Royal Commission acknowledges the co-operation and assistance from all those who made submissions, assisted with inspections and to those witnesses who gave oral evidence to the Commission.

The Honorary Royal Commission also acknowledges with appreciation the co-operation and assistance given them by the Governments of New Zealand, the United Kingdom, the Province of Ontario, Canada, the United States of America and all the States of Australia visited by the Commission.

## Appendix 2

List of witnesses who appeared before the Honorary Royal Commission.

ABRAHAMS, MR. M.	Forestry Commission, Scotland.
ADAM, MR. P.	School of Botany, University of New South Wales, New South Wales.
ADAMS, MR. R.	Director of Wildlife, Department of Internal Affairs, New Zealand.
ANNELLS, MR. R.	Director-General, Lands Department, Tasmania.
ARGENT, MR. F.	Wildlife Division, Department of the Environment, England.
ARMSON, DR. K.A.	Executive Co-ordinator, Forest Resources, Ministry of Natural Resources, Ontario, Canada.
ARMSTRONG, MR. D.	Manager, Queensland Timber Board, Queensland.
ARNOLD, MR. S.	Director, Land Use and Science Management Support Group, State Service Commission, New Zealand.
ATKINS, MR. P.	Town and Country Planning Association, Footscray Institute of Technology, Victoria.
BAKER, MR. N.	Deputy Secretary, Department of Maori Affairs, New Zealand.
BAKER, MR. W.J.	Chairman, Land Administration Commission, Queensland.

BEESON, MR. M.	General Manager, Public Service Board, Western Australia.
BELGRAVE, MR. M.J.	Director General, Ministry of Agriculture and Fisheries, New Zealand.
BERISFORD, MR. M.	Conservation Council of South Australia.
BISWELL, PROF. H.	Professor Emeritus, School of Forestry and Conservation, University of California, United States of America.
BLYTHE, MR. D.	Chamber of Mines of Western Australia (Incorporated), Western Australia.
BOURNE, MS L.	Co-ordinator, Queensland Conservation Council.
BRABIN, MR. T.R.	Executive Director, Australian Timber Producers Council, Victoria.
BROOKS, MR. D.	Chamber of Mines of Western Australia (Incorporated), Western Australia.
BURGAR, MR. R.J.	Assistant Deputy Minister, Southern Ontario, Ministry of Natural Resources, Ontario, Canada.
BUNNING, MR. R.G.	Forest Production Council, Western Australia.
BUTCHER, MR. D.,	Under Secretary for Agriculture, Lands and Forests, New Zealand.
BUTLER, MR. J.	Royal Australian Planning Institute, Queensland.
CALLAGHAN, MR. A.L.	Under Secretary, Department of the Arts, National Parks and Sport, Queensland.



CALVERLEY, MR. P. Deputy State Conservationist,  
Soil Conservation Services,  
United States of America.

CAMPBELL, MR. D. Forestry Commission,  
Scotland.

CAMPBELL, MR. I.D. Director of Land Administration,  
Department of Lands and Surveys,  
New Zealand.

CAMPBELL, MR. R. Director,  
Land Protection Services,  
Department of Conservation,  
Forests and Lands,  
Victoria.

CANNELL, MR. R.F. Town and Country Planning  
Commission,  
Tasmania.

CHALLEN, MR. R. Chairman,  
Environment Committee,  
Queensland Chamber of Mines,  
Queensland.

CHAMBERS, MR. J. Department of Conservation,  
Forests and Lands,  
Victoria.

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## Appendix 3

### LIST OF SUBMISSIONS

Persons and Organisations who made written submissions but did not appear before the Honorary Royal Commission:

Campaign to Save Native Forests (W.A.).

Murray Shire Council, Western Australia.

The Tree Society, Western Australia.

The Hon. R.J. Carr, M.P., Minister for Planning and Environment, New South Wales.

The Hon. J.A. Crosio, M.P., Minister for Natural Resources, New South Wales.

Mr. F. Fischer, Graduate School of Environmental Science, Monash University, Victoria.

Mr. B.C. Hoff, Mount Yokine, Western Australia, private citizen.

Mr. G. Kelleher, Great Barrier Reef Authority, Canberra, A.C.T.

Mr. J.M. McCulloch, M.B.E., Hopetoun, Western Australia, private citizen.

## Appendix 4

### ITINERARIES FOR THE HONORARY ROYAL COMMISSION

#### Australia

Perth, Western Australia, departure:	January 28, 1985
Sydney, New South Wales:	January 28-30, 1985.
Brisbane, Queensland:	January 30 - February 1, 1985.
Melbourne, Victoria:	February 1-5, 1985.
Hobart, Tasmania:	February 5-7, 1985.
Adelaide, South Australia:	February 7-8, 1985.
Perth Western Australia, return:	February 8, 1985.

#### New Zealand

Perth, Western Australia, departure:	April 19, 1985.
Rotorura:	April 20-21, 1985.
Christchurch:	April 21-23, 1985.
Wellington:	April 23-24, 1985.

#### United States of America

Wellington, New Zealand, departure:	April 24, 1985.
San Francisco, California:	April 24-28, 1985.

#### Canada

San Francisco, USA, departure:	April 28, 1985.
Toronto:	April 28-30, 1985.
Field Tour of Algonquin Provincial Park, Huntsville, Ontario:	April 30 - May 1, 1985.
Toronto:	May 2, 1985.

#### United Kingdom

Toronto, Canada, departure:	May 2, 1985.
London:	May 3-7, 1985
Edinburgh:	May 7, 1985.
London:	May 7-9, 1985.
Peterborough:	May 2, 1985.
Perth, Western Australia, return:	May 10, 1985.

## APPENDIX 5

In their final report, the ICUN<sup>a</sup> Committee on Criteria and Nomenclature Commission on National Parks and Protected Areas<sup>1</sup>, outlined the practical implications in preparing and recognizing a set of categories for conservation and land management. Such a set of categories can be found in this report. These categories are defined below.

"The total number of categories necessary to manage the natural resources of any nation can be divided into three groups:

- A. Those categories in which the CNPPA<sup>b</sup> takes responsibility to monitor the status of each conservation area and to provide technical advice as requested. Considered in Group A would be:-

- I Scientific Reserve
- II National Park
- III Natural Monument/National Land Mark
- IV Nature Conservation Reserve
- V Protected Landscape

- B. Those categories which are of particular importance to IUCN as a whole and are generally found in most nations, but would not be considered exclusively within the scope of CNPPA. However, CNPPA may wish to monitor and provide expertise on those areas which are of particular importance to nature conservation.

Considered in Group B would be:

- VI Resource Reserve.
- VII Anthropological Reserve
- VIII Multiple Use Management Area"

- C. Those categories which form part of international programmes and which have specific relevance for nature conservation yet may in some cases already receive protection under a previous category. CNPPA may be called upon to monitor these categories and to provide special expertise in co-operation with other institutions to which IUCN has consultative status.

Considered in Group C would be:

Biosphere Reserve  
World Heritage Site (Natural).

**CATEGORIES FOR CONSERVATION AREAS**

GROUP A - Areas of Particular Interest to the  
Commission on National Parks and  
protected areas.

CATEGORY I

Scientific Reserve/Strict Nature Reserve

Introduction:

The rapid alteration of a variety of natural environments has created a need for a category of management which will ensure areas free of human intervention and unnatural outside influences and available exclusively for scientific research and environmental monitoring. These specific natural areas are necessary to provide adequate locations for research where a complete understanding of natural processes can be attained and where full protection of ecosystems and their inherent species is maintained.

Management Objectives:

The objectives of a scientific reserve are to protect nature (communities and species) and maintain natural processes in an undisturbed state in order to have ecologically representative examples of the natural environment available for scientific study, environmental monitoring, education, and for the maintenance of genetic resources in a dynamic and evolutionary state. Research activities need to be planned and undertaken carefully to minimize disturbance.

Criteria for Selection and Management:

These areas possess some outstanding ecosystems, features and/or species of flora and fauna of national scientific importance. These areas are generally closed to public access, recreation and tourism. They often contain fragile ecosystems or life forms, areas of important biological or geological diversity, or are of particular importance to the conservation of genetic resources. Size is determined by the area required to ensure the integrity of the area to accomplish the scientific management objective and

provide for its protection.

Natural processes are allowed to take place in the absence of any direct human interference. These processes may include natural acts that alter the ecological system or physiographic feature at any given time such as naturally occurring fires, natural succession, insect or disease outbreaks, storms, earthquakes and the like, but necessarily exclude man-made disturbances. The educational function of the site is to serve as a resource for studying and obtaining scientific knowledge.

Land use control and ownership should in most cases be by central government. Exceptions may be made where adequate safeguards and controls relating to long-term protection is ensured and where the central government concurs.

## CATEGORY II

National Park

### Introduction:

Governments have for some time recognized the desirability of setting aside outstanding natural areas representative of the diversity of ecosystems of their countries so as to guarantee their protection and use for present and future generations.

Rapid exploitation of the natural resources has demonstrated that unless governments take positive and decisive action to protect the most outstanding examples of the country's natural heritage, these resources may be lost. The continued trend of urbanization has increased the need to provide opportunities for outdoor recreation and tourism in natural settings. Furthermore, the need for people to understand more fully the natural environment is of particular concern in an age of rapidly diminishing natural resources. Outstanding representative areas of a nation can serve to contribute to this understanding.

### Management Objectives:

The management objectives of a Category II area call for the protection of natural and scenic areas of national or international significance for scientific, educational, and recreational use. The area should perpetuate in a natural state representative samples of physiographic regions, biotic communities and genetic resources, and species in danger of extinction to provide ecological stability and diversity.

### Criteria for Selection and Management:

National Parks are relatively large land or water areas which contain sensitive samples of major natural regions, features or scenery of national or international significance where plant and animal species, geomorphological sites, and habitats are of special scientific, educational, and recreational interest.

They contain one or several entire ecosystems that are not materially altered by human exploitation and occupation. The highest competent authority of the country has taken steps to prevent or eliminate as soon as possible exploitation or occupation in the area and to enforce effectively the respect of ecological, geomorphological, or aesthetic features which have led to its establishment.

The resource is managed and developed so as to sustain recreation and education activities on a controlled basis. The area is managed in a natural or near-natural state. Visitors enter under special conditions for inspirational, educational, cultural, and recreational purposes.

The protected status of the area is adequately maintained directly by the central government or through agreement with another agency.

### CATEGORY III

Natural Monument/Natural Landmark

#### Introduction:

Many countries possess natural features of

particular scientific and educational interest; however, in many cases, they receive no special national recognition. These areas, however, may be susceptible to damage or adverse exploitation. The features might include outstanding examples of a country's natural heritage such as spectacular waterfalls, caves, craters, volcanoes, unique species of flora and fauna, sand dunes, etc. They would be of such scenic, scientific, educational and inspirational importance that they merit special designation and protection. There is a need to elevate their significance because of their uniqueness so as to afford these areas greater protection for both scientific and public enjoyment.

#### Management Objectives:

Management objectives are to protect and preserve nationally significant natural features because of their special interest or unique characteristics and to the extent consistent with this, provide opportunities for interpretation, education, research, and public appreciation.

#### Criteria for Selection and Management:

This category normally contains one or more several specific natural features of outstanding national significance such as a geological formation, a unique natural site, animal or plant species or habitat which, because of uniqueness or rarity, may be threatened and should be protected. The specific feature to be protected ideally has little or no evidence of man's activities. These features are not of the size nor do they contain a diversity of features or representative ecosystems which would justify their inclusion as a National Park. These areas have particular potential for public education and appreciation. Size is not a significant factor. The area should only be large enough to protect the integrity of the site.

Although Category III areas may have recreational and touristic value, they should be managed in such a way that they remain relatively free of human disturbance. These areas may be owned and managed by either central or other government agencies or non-profit trusts or corporations as long as there is assurance that they will be



managed to protect their inherent features for the long term.

#### CATEGORY IV

Nature Conservation Reserve/Managed Nature Reserve/  
Wildlife Sanctuary

#### Introduction:

Although most of the other categories of management play important roles in protecting and providing habitat for flora and fauna, it is essential that selected areas be set aside where manipulative management techniques can be applied to guarantee the stability or survival of certain species of plants and animals to assure their survival in the future. Due to widespread destruction of habitat, there is a need for specific areas which will protect breeding populations, feeding and breeding grounds, and critical habitat for protection of rare and endangered floral or faunal species.

#### Management Objectives:

The purpose of these areas is to assure the natural conditions necessary to protect nationally significant species, groups of species, biotic communities, or physical features of the environment where there require specific human manipulation for their perpetuation. Scientific research, environmental monitoring, and educational use are the primary activities associated with this category.

#### Criteria for Selection and Management:

A Category IV area is desirable when protection of specific sites or habitats is essential to the continued existence or well-being of individual biotic species, resident or migratory fauna of national or global significance. Although a variety of (protected) areas fall within this category, each would have as its primary purpose the protection of nature, and not the production of harvestable, renewable resources, although this may play a role in the management of a particular area. The size of the area or in certain instances seasons in which special management is

necessary, will be dependent upon the habitat requirement or specific characteristics of the species to be protected. These need not require vast areas but could be relatively small consisting of nesting areas, marshes, or lakes, estuaries, forest or grassland habitats.

The area may require habitat manipulation to provide optimum conditions for the species, vegetative community, or feature according to individual circumstances. For example, a particular grassland or heath community may be protected and perpetuated through a limited amount of livestock grazing. A marsh for wintering waterfowl may require continual removal of excess reeds and supplementary planting of waterfowl food, whereas a reserve for an endangered animal may need protection against predators. These areas may be developed in limited areas for public education and appreciation of the work of wildlife management.

Ownership may be by the central government or with adequate safeguards and controls in which long-term protection is ensured, by lower levels of government, non-profit trusts or corporations or private individuals or groups.

#### CATEGORY V

##### Protected Landscape:

In many areas of the world, distinctive landscape patterns are created by the integration of specific natural and cultural features that present aesthetically attractive land and water settings. These may result through traditional land use practices of a cultural group in response to their environment while in others land use practices have retained relatively large and scenic natural or semi-natural areas near urban centers.

At the same time, increasing population and leisure time and expanding urban areas are creating demand for additional recreation and tourism areas and facilities in aesthetic environments for citizens and visitors.

The management and protection of these natural and cultural areas of importance from both a

recreational use stand-point, as well as from the scientific point of view because of their potential as reservoirs of genetic material and for their social customs evidenced through land use practices, which are disappearing under modern technology.

#### Management Objectives:

The objectives of this category are to maintain nationally significant natural landscapes which are characteristic of the harmonious interaction of man and land while providing opportunities for public enjoyment through recreation and tourism within the normal life style and economic activity of these areas. These areas also provide for ecological diversity, scientific, cultural and educational purposes.

#### Criteria for Selection and Management:

The scope or character of areas that fall within this category are necessarily broad because of the wide variety of semi-natural and cultural landscapes that occur within various nations. This may be reflected in two types of areas: those whose landscapes possess special aesthetic qualities which are a result of the interaction of man and land and those that are primarily natural areas managed intensively by man for recreational and tourism uses.

In the first case, these landscapes may demonstrate certain cultural manifestations such as: customs, beliefs, social organisation, or material traits as reflected in land use patterns. These landscapes are characterised by either scenically attractive or aesthetically unique patterns of human settlement. Traditional land use practices associated with agriculture, grazing, and fishing would be dominant. The size of the area would be large enough to ensure the integrity of the landscape pattern.

In the latter case, natural or scenic areas found along coastlines and lake shores or in hilly or mountainous terrain or along the shores of rivers and inland adjacent to important tourist highways or population centres offering scenic views and climatic variation are often included. Many will

have the physical qualities and potential to be developed for a variety of outdoor recreational uses with national significance.

In some cases the land would be privately held and the use of either central or delegated planning control would likely be necessary to assist in the perpetuation of both the land use and life style. Means of subsidization, or other government assistance, might be required for external renovations or construction to disguise improvements in the standard of living while recognizing the dynamics of evolution of the land and its use. Efforts would be made to maintain the quality of landscape through appropriate management practices. In other instances the areas are established and managed under public ownership in perpetuity.

## **GROUP B - AREAS OF INTEREST TO IUCN IN GENERAL**

### CATEGORY VI

Resource Reserve - (Interim Conservation Unit)

#### Introduction:

Despite the rapidly increasing utilization of the natural resources in the world, there still remain land and water areas for which the most appropriate utilization has yet to be determined. If these lands are not protected, occupation and use are likely to occur on an unplanned, single use and short-term economic exploitation basis. This, in turn, may cause problems and compromises and limit future options where remaining resources need to be rationally utilized. The utilization without sufficient knowledge may result in resource deterioration and loss of longer-term economic and social benefits.

#### Management Objectives:

One possibility is to restrict use of these areas until adequate studies have been completed as how to best utilize these remaining resources. In such a case, the management objective is to protect the natural resources of the area for future use, and prevent or contain development activities that could affect the resource pending the establishment of more defined objectives which

are based upon appropriate knowledge and planning.

Criteria for Selection and Management:

Category VI areas will normally comprise an extensive and relatively isolated and uninhabited area having difficult access, or regions that are lightly populated yet may be under considerable pressure for colonization and greater utilization. In many cases, there has been little study or evaluation of these areas, and the consequence of converting these lands to agriculture, mineral or timber extraction, or the construction of roads, etc. is unclear. Similarly, use of the resources may not be appropriate because of the lack of technology, human, or financial resource restrictions or alternate national priorities.

Consequently, natural, social, and economic values are not sufficiently identified to permit the area to be managed for specific objectives or to justify its conversion to other land uses. Restricted access is implied so areas will normally require control, depending upon the pressures to enter and utilize the area. Lands may be government-owned while others may be owned or administered by public corporations.

Maintenance of existing condition to allow for studies as to the potential use for the designated areas is a prerequisite. Protection, studies, and planning are envisioned as the major activities while under this short-term designation. No exploitation should occur with the exceptions of use of resources by indigenous inhabitants. There is an acceptance of ongoing ecosensitive activities.

CATEGORY VII

Natural Biotic Area/Anthropological Reserve

Introduction:

In some countries there may be a need for the protection of natural areas in which man is a component and obtains his livelihood by means that do not involve extensive cultivation or other major modifications of the vegetation and animal

life. These individuals or societies may require special protection to maintain their existence.

Management Objectives:

The objective of management is to allow the way of life of societies living in harmony with the environment to continue undisturbed by modern technology. Research into the evolution of man and his interaction with the land would a secondary objective.

Criteria for Selection and Management:

Category VII areas are characterized by natural areas where the influence or technology of modern man has not significantly interfered with or been absorbed by the traditional ways of life of the inhabitants. These areas may be remote and isolated and their inaccessibility may be maintained for a considerable period of time. The societies are considered relatively unique and may be of particular significance to the maintenance of genetic diversity and/or for research as to the evolution of man. These are predominantly natural areas of which man is an integral component. There is a strong dependence of man upon the natural environment for food, shelter, and other basis material to sustain life. Extensive cultivation or other major modifications of the vegetation and animal life is not permitted.

Management is oriented toward the maintenance of habitat for traditional societies so as to provide for their continuance within their own cultural mores.

CATEGORY VIII

Multiple Use Management Area / Managed Resource Area

Introduction

There is a need for a category of management for areas that can both provide protection to natural resource systems and to certain natural resources and yet contribute significantly to a nation's economic, social, and material needs. The multiple function of these lands can provide for a sustained yield of a series of products and

services under proper management. Watershed protection, for example, may be of particular importance in addition to the timber, forage or wildlife aspect of the area.

#### Management Objectives

To provide for the sustained production of water, timber, wildlife, pasture, and outdoor recreation and at the same time provide for economic, social and cultural needs over a long term. The conservation of nature is also an objective of this category primarily oriented to the support of the economic activities although specific zones may also be designated within these areas to achieve specific conservation objectives.

#### Criteria for Selection and Management

A large area, containing considerable territory suitable for production of wood products, water, pasture, wildlife, and outdoor recreation. Parts of the area may be settled and may have been altered by man. Generally, these forest or other wildland areas do not possess nationally unique or exceptional natural features.

Planning to ensure the area is managed on a sustained yield basis would be a prerequisite. Land ownership would be under government control. Through proper zoning, significant areas could be given specific additional protection. For instance, the establishment of wilderness-type areas is consistent with the purpose of these areas as would be setting aside the nature reserves. Multiple use, in the context of Category VIII, is considered to be the management of all renewable surface resources, utilized in some combination to best meet the needs of the country. The major premise in the management of these lands is that they will be managed to maintain the overall productivity of the land and its resources in perpetuity.

#### GROUP C - Internationally Recognized Affiliated Designations:

Biosphere Reserve.

#### Introduction:

The UNESCO Man and the Biosphere Programmes

initiated fourteen projects in 1970. The focus of project No. 8 is to conserve natural areas throughout the world through the establishment of a network of biosphere reserves.

Management Objectives:

The primary objective is to conserve for present and future use the diversity and integrity of biotic communities of plants and animals within natural ecosystems, and to safeguard the genetic diversity of species on which their continuing evolution depends.

Biosphere reserves are to provide opportunities for ecological research, including particularly, baseline studies, both within natural and altered environments. These reserves have particular value as benchmarks or standards for measurement of long-term changes in the biosphere as a whole and are consequently important sites for environmental monitoring. Biosphere reserves are to provide facilities for education and training.

Criteria for Selection and Management:

Each biosphere reserve will include one or more of the following:

- (a) representative examples of natural biomes;
- (b) unique communities or areas with unusual natural features or exceptional interest;
- (c) examples of harmonious landscapes resulting from traditional patterns of land use; and
- (d) examples of modified or degraded ecosystems capable of being restored to more natural conditions.

A biosphere reserve must have adequate long-term legal protection. Each biosphere reserve will be large enough to be an effective conservation unit, and to accommodate different uses without conflict. Each reserve must be approved by the Man and the Biosphere International Co-ordinating Council before it can receive designation as a biosphere reserve.

Each biosphere reserve will be zoned to provide direction as to its management. Four zones may be delineated as follows:



- (a) Natural or Core Zone;
- (b) Manipulative or Buffer Zone;
- (c) Reclamation or Restoration Zone; and
- (d) Stable Cultural Zone.

#### World Heritage Site (Natural)

##### Introduction:

The International Convention concerning the Protection of the World Cultural and Natural Heritage (UNESCO 1972) provides for the designation of areas of "outstanding universal value" as World Heritage Sites. These exceptional areas must be recommended by the signatory nation responsible for the site for declaration by the International World Heritage Committee. The sites will undoubtedly include many previously designated protected areas.

##### Management Objectives:

The primary objective is to protect the natural features for which the area was considered to be of world heritage quality. Also important is to provide publications of information for world-wide public enlightenment as well as to provide for research and environmental monitoring.

##### Criteria for Selection and Management:

Areas to be considered under the Convention will be restricted to those which are truly of international significance. Natural sites must represent one or more of the following criteria:

- (i) be outstanding examples representing the major stages of the earth's evolutionary history;
- (ii) be outstanding examples representing significant ongoing geological processes, biological evolution and man's interaction with his natural environment.
- (iii) contain unique, rare or superlative natural phenomena, formations or features or areas of exceptional natural beauty; and
- (iv) be habitats where populations of rare or

endangered species of plants and animals still survive.

Natural Heritage Sites must also fulfill conditions relative to the integrity of the site.

Management of these sites will stress the maintenance of the heritage values, will ensure the continuation of legal protection, and will promote each site as to its significance to each country, its people and the world.

All sites will have to have strict legal protection and will be owned by government or non-profit corporations or trust for the long term. While recreation and on-site interpretation will generally be developed, some sites may be of such significance that public use will either be strictly controlled or prohibited.

- a. IUCN = International Union for Conservation of Nature and Natural Resources.
- b. CNPPA = Commission on National Parks and Protected Areas.

#### **Endnotes**

1. Categories, Objectives and Criteria for Protected Areas. A final report prepared by the Committee on Criteria and Nomenclature Commission on National Parks and Protected Areas, August 1978. Annex to General Assembly Paper GA. 78/24 International Union for Conservation of Nature and Natural Resources, Morges, Switzerland.

**APPENDIX 6: Selection and Management Principles  
for Marine and Estuarine Protected  
Areas<sup>1</sup>.**

1. The International Union for the Conservation of Nature and Natural Resources (IUCN) identified Marine and Estuarine Protected Areas (MEPAs) as generally serving the following purposes, which are also relevant to Australian conditions:
  - (a) To conserve and manage representative samples of marine habitats and ecosystems;
  - (b) To protect endangered species and habitats;
  - (c) To conserve and manage important breeding areas for economically important species;
  - (d) To preserve aesthetic values for present and future generations;
  - (e) To protect valuable archaeological, historical and cultural sites;
  - (f) To preserve sites for the interpretation of marine areas for the purposes of tourism, recreation and education of the public;
  - (g) To preserve sites for the installation of research stations in which to learn of marine ecosystem processes;
  - (h) To preserve sites for monitoring the environmental effects of man's development and his various perturbations.
2. The objectives listed above fall into four functional categories:
  - (a) Scientific Research
  - (b) Conservation
  - (c) Education
  - (d) Recreation
3. The term Marine and Estuarine Protected Area is defined as:

"any area of intertidal or subtidal terrain together with its superadjacent waters and associated flora and fauna which has been reserved by legislation to protect part or all of the enclosed environment for conservation, scientific, educational and/or recreational purposes."

This term is adopted as a general term encompassing the variety of existing protected areas. It excludes terrestrial and island parks or reserves which abut the aquatic environment if their protective legislation does not extend below High Water Mark, even though such areas may be important in the protection of species dependent on the aquatic environment.

4. Within the above general definition, two further terms apply: "marine park" and "marine reserve". A marine park is a MEPA which is generally zoned for multiple use and is generally larger in area. A marine reserve is a MEPA which is generally not zoned and is generally smaller in area. The marine reserve is envisaged as the more protective category of the two and may be encompassed within a marine park.
5. Identification of potential MEPAs will be assisted by the use of:
  - (a) primary criteria which are the biological, geological and cultural features of sites;
  - (b) secondary selection criteria which may assist in establishing a priority ranking for declaration of MEPAs. Such criteria would include recreational and educational purposes as well as those outlined by IUCN (point 1 above) and other factors such as coastal zone use patterns and pressures which might affect the long-term viability of adjacent or nearby MEPAs.
6. Selection and management of MEPAs should include the following steps:

- (a) collection of baseline data on at least the resources present and usage levels prior to, or concurrently with the development of a MEPA proposal;
- (b) preparation of a management plan which has, as a paramount consideration, the maintenance of the ecosystem;
- (c) close collaboration among agencies with responsibilities within and adjacent to MEPA boundaries;
- (d) subsequent to declaration, wherever possible, a regular monitoring programme should be undertaken which would include:
  - (i) assessment of the extent to which the objectives identified for each MEPA are being achieved;
  - (ii) assessment of possible impacts on the ecosystem from human activity;
  - (iii) refinement of and adjustments to the management plan;
  - (iv) any necessary subsequent adjustments to legislation;
- (e) development of an effective enforcement programme which would include penalties for gross or persistent infringement of regulations;
- (f) the use of regular surveillance to monitor activities and usage in MEPAs. Such surveillance will contribute to safety, acquisition of resource data and act as an effective deterrent. Aerial surveillance offers a most appropriate and cost-effective, multi-purpose management tool, especially for larger or widely-dispersed, relatively inaccessible MEPAs;
- (g) development of comprehensive and well-planned education and information

programmes to increase public awareness of MEPAs;

- (h) regular review of management plans on the basis of monitoring and research data.
7. Identification of areas requiring MEPA status would be greatly assisted by the development of a national inventory of coastal resources and usage.
  8. Enforcement within MEPAs could be simplified by:
    - (a) more standardisation of nomenclature, and
    - (b) implementation of more uniform legislation following collaboration and consultation among relevant authorities at intra- and inter- State levels.
  9. For the effective selection, establishment and management of MEPAs, increased resources and staff are required at both State and Commonwealth levels.

#### Endnotes

1. CONCOM. Technical Conference Program Summary Report of the Second Technical Workshop on Selection and Management of Marine and Estuarine Protected Areas. Jervis Bay, 15-21 February, 1985.

**Appendix 7**

**REPORT OF THE SELECT COMMITTEE  
INTO CONSERVATION AND LAND MANAGEMENT BILL 1984**

**Presented by: HON A.A. LEWIS (Chair)**  
**Tabled in the Legislative Council on December 11, 1984.**

**REPORT OF THE SELECT COMMITTEE  
INTO CONSERVATION & LAND MANAGEMENT BILL 1984**

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Your Committee has worked strenuously since its establishment, in an endeavour to be in a position to produce a report to the Legislative Council prior to the House rising this year.

It received both oral and written submissions. Forty witnesses appeared to give oral evidence, whilst a further 49 provided written submissions.

Evidence was taken in Perth, Manjimup and Bunbury.

While some submissions offered complete support for the Bill, others gave qualified support only.

Many submissions opposed the Bill for a wide range of reasons.

Your Committee supports the passage of the Bill subject to the recommendations of this report as it believes that this is in the best interests of all concerned. Any delay may aggravate the total land management area and with the adoption of the continued review the interests of all should be protected.

Evidence tendered to the Committee suggested that the Task Force conclusion was based on limited study of land management practices in other States of Australia. Your Committee believes it is appropriate and desirable for a further study to be undertaken.

There is no conclusive evidence that land management practices will markedly benefit from the additional funding for some time. As one witness explained - "The Bill is



unlikely to advance land management, but no ground is likely to be lost; it would seem that it is mostly a matter of re-arrangement for the sake of change."

An appraisal of the cost benefit analysis should be made to ensure that the extra Government funding is utilised in the most efficient manner.

It is apparent that, by Government direction, administrative changes in a number of areas of land management have already been contemplated. This is said to have had an unsettling effect on some staff - more especially senior staff. From discussions with, and observations of staff, your Committee discounts the suggested adverse effect on staff in their attitude to their work.

The Task Force, in its report, recommended the establishment of a Land Resources Policy Council. Its recommendation provided membership of such council be confined solely to permanent heads of certain Departments.

Your Committee strongly supports the establishment of such Council. Evidence before us causes your Committee to recommend that the Council be constituted to provide its composition be drawn from Permanent Departmental Heads and other persons nominated from the community.

From evidence received, your Committee believes that there is not enough emphasis on the rights of, and benefit to, those people who use the lands covered in this Bill for recreation, a further examination of this is desirable. The Task Force report has proposed a greater role for recreation.

For the benefit of the people of the State, the Parliament, and the Government, the Committee recommends that, subject to the Bill passing, a Sunset Clause be inserted, bringing back the legislation for re-appraisal by December 31, 1985.

In line with submissions made to the Committee, your Committee recommends that any changes made under the new Act (new Department) would need to be made with caution, and phased in only after very careful analysis so that existing practices and programmes may not be impaired in the process of change.

Your Committee recommends:

1. That a Committee be set up to examine the matters mentioned in this report and any other matter in connection with the Bill that may arise.
2. That the Sunset Clause as suggested be inserted.
3. That the membership of the Land Resource Policy Council not be limited to the permanent heads of certain Departments.

MEMBERSHIP:

Hon A A Lewis (Chair)	.....
Hon V J Ferry	.....
Hon F E McKenzie	.....