

DEPARTMENT OF CONSERVATION AND LAND MANAGEMENT

POLICY STATEMENT NO. 18

RECREATION

APRIL 1987

NOTE: This document is part 1 and contains general policies. Activity specific statements are in preparation and will be circulated at a later date.



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EXECUTIVE DIRECTOR

Distribution
Lists A,B,C,D,E,F.

RECREATION POLICY

Introduction

There is a substantial and rapidly increasing demand for access to lands and waters entrusted to the Department, for recreation. For the purposes of this policy recreation is defined as those leisure time activities or experiences participated in through choice which bring enjoyment or satisfaction to the participants.

It is recognised that lands and waters entrusted to the Department have the capacity to satisfy an important portion of the public demand for outdoor recreation and in so doing contribute significantly to social, psychological, physical and economic well-being of people of this State. Furthermore the Department can and should use recreation to present the lands (and waters) and their care and management.

The demand for recreation is reflected in the legislation and has been established as a major objective of the Departmental Corporate Plan.

The policies outlined below will apply to all lands and waters entrusted to the Department, including classifications not yet established but which may be introduced.

The policies are based on knowledge and experience at this time and may change as further knowledge and experience is accumulated.

In development and interpretation of policies, it is useful to bear in mind the following general principles:

(i) Preservation of Land Values

The values of the land as a whole should be maintained. The natural systems (including landscapes, particular sites, biota) should be able to sustain the form of recreation, or ancillary activity, which is occurring or is proposed.

Consistent with preservation of land values, facilities associated with recreation should be carefully controlled. Facilities for organised sports for example, should generally be minimal on most categories of land (see (ii)).

Also consistent with preservation of land values, the CALM Act (Section 33) circumscribes the ability of the Department to carry out other than "necessary operations" unless there is an approved management plan in place.

The intensity of recreational activity should be controlled if necessary to insure that it does not destroy the value and nature of the activity.

(ii) Consistency of Recreation with Purpose of Vesting

Recreational activity should be compatible with the vesting purpose of the land or the established land use priority. This includes the relatively well known categories of land such as State forest, national park and nature reserve, but also includes allowance for new categories which may arise.

(iii) Equity

The widest range of activities consistent with the purpose of vesting should be allowed, but uses which impair other forms of use to an unreasonable extent or place the safety of other users in jeopardy, should be controlled or eliminated.

(iv) Management

The Department should be capable of providing any necessary degree of supervision of the activity, particularly where land values may be impaired. If this cannot be done the activity should be restricted, relocated or eliminated.

Policy

Policy statements have been developed in two broad categories, first those which can be applied to a number of different activities and categories of reserve and secondly those relevant to specific activities.

1 Statements Which May Apply Across All Activities or Several Categories of Reserves

1.1 Recoupment - Fees & Charges.

1.2 Commercial Concessions (tour operators, outdoor recreation programmes, guided activities, facility operators, etc.).

- 1.3 Leases for Associations and Clubs.
- 1.4 Overnight Stays (accommodation, camping).
- 1.5 Visitor Safety.
- 1.6 Special Groups/Events.
- 1.7 Filming/Photography.
- 1.8 Public Access.
- 1.9 Facilities/Buildings.
- 1.10 Protection of Recreation Site Values.
- 1.11 Visitor Information.
- 1.12 Domestic Animals.
- 1.13 Visitor Interaction Skills.
- 1.14 Research Monitoring (surveys).
- 1.15 Liaison with other Agencies (i.e. outdoor recreation groups, tourism groups, etc.).

2 Activity Specific

- 2.1 Vehicular:
 - 2.1.1 Cycling;
 - 2.1.2 Off Road Vehicles;
 - 2.1.3 Rally Driving (social);
 - 2.1.4 Scenic Driving;
 - 2.1.5 Competitive Car Rallying.
- 2.2 Canoeing and other paddle craft.
- 2.3 Boating/Sailing.
- 2.4 Fishing/Marroning/Spearfishing, etc.
- 2.5 Swimming/Diving/Snorkelling.
- 2.6 Barbecuing/Picnicking.
- 2.7 Nature Study/Appreciation (bird watching, nature study, photography, painting, etc.).
- 2.8 Day Hiking and overnight backpacking.

- 2.9 Equestrian.
- 2.10 Hunting/Gathering/Collecting.
- 2.11 Aircraft (fixed wing, helicopter).
- 2.12 Rockclimbing/Abseiling/Roping.
- 2.13 Orienteering/Rogaining.
- 2.14 Caving.
- 2.15 Shooting (pistol, rifle, archery).
- 2.16 Cross Country Running.
- 2.17 Model Aircraft.
- 2.18 Hang Gliding.
- 2.19 Speleology.

1.1 RECOUPMENT - FEES & CHARGES

Introduction

- 1.1.1 The recouping of fees from users can offset the costs of management and raise funds for the provision of facilities and services for users. The charging of a fee also provides a management tool for redirecting a particular use or discouraging overuse. The charging of a fee can also add value to a place, or experience for the user.

Policy

- 1.1.2 Whenever possible and appropriate fees will be collected from users when a service or opportunity is provided as long as the benefit to the Department exceeds the cost of collection.
- 1.1.3 A variety of alternative recoupment methods will be used including lease fees (see 1.2); permit fees (see 1.7); visitor entry fees, vehicle entry fees; program or service fees and voluntary donations.
- 1.1.4 The level of fees will be set from time to time by the Minister according to a number of factors including management costs, comparable fees for equivalent facilities and services, and the intention of encouraging or discouraging particular uses.
- 1.1.5 Opportunities should be taken wherever possible (through signs, brochures and verbal communication) to explain that fees are going towards management and facilities.
- 1.1.6 Waiver of fees is the prerogative of the Minister (or delegate). Fees will not normally be waived. Guidelines on waivure will be prepared for information of staff, and advice to the public.

1.2 COMMERCIAL CONCESSIONS

Definition

- 1.2.1 A commercial concession is a "right granted by way of lease, licence, or permit for occupation or use of part of an area of land or water entrusted to the Department, for the purposes of provision of appropriate facilities and services for visitors' use and enjoyment". (CONCOM Working Group Paper on Concession Management in National Parks and other Protected Areas, 1985). Although it is most commonly applied throughout the world in National Parks, the definition is appropriate for general use on all lands and waters entrusted to the Department.

Policy

- 1.2.2 Each proposal for a concession by way of lease or licence will be considered by the Policy Directorate and will require approval of the National Parks and Nature Conservation Authority and/or the Lands and Forest Commission and the Minister. It is necessary for the concession to conform to the management plan for the land or water in question.
- 1.2.3 Wherever development of opportunities for commercial activities is proposed on lands and waters entrusted to the Department, the Department will decide whether the activity will be managed by the Department itself or by commercial concession. The Department itself is likely to undertake those commercial activities which (i) are environmentally or socially sensitive, or (ii) are of important educative or interpretative value to visitors, or (iii) are likely to cause an overall financial loss to the Government if conducted by concession.
- 1.2.4 Concessions will be allowed only if they are consistent with the purpose of the Reserve and consistent with the preservation of values of the land, e.g. they do not impinge upon rare or fragile ecosystems or impair key features of the landscape, or increase visitor pressure on the land to an unacceptable level and do not detract from the reasonable enjoyment of the land by the public.

- 1.2.5 If adequate facilities or services exist or can be developed outside of lands and waters entrusted to the Department in a way which adequately meets visitors' needs, such facilities and services should not be provided as concessions on land or water under the control of the Department.
- 1.2.6 The use of the facility or service provided by the concession should enhance the appropriate use and enjoyment of lands and waters entrusted to the Department and should desirably ameliorate the impact of visitors.
- 1.2.7 All concession rights will be subject to conditions which may include specification of the requirements and standards of services and goods to be provided (e.g. aesthetic standards, safety standards, hours of operation, restrictions on litter generating products, etc.).
- 1.2.8 All concession rights will be monitored. Failure of concession holders to comply with conditions may be subject to penalty or cancellation of the concession.
- 1.2.9 Maximum rates to be charged by concession holders may be imposed. Such rates will be subject to periodic review.
- 1.2.10 Advertising or promotion of the concession will be in harmony with the values of the land concerned and by approval of the Department.
- 1.2.11 Concessions will comply with all statutory and industrial requirements relevant to the operation, including regulations applying to the land under the CALM Act.
- 1.2.12 A register of concessions will be maintained by the Manager, Land and Wildlife Administration Branch.
- 1.2.13 Concessions may be sold outright with the approval of the Department, but may not be subleased or otherwise assigned.
- 1.2.14 Concessions will be classified in the following way:
- | | |
|------------|--|
| Category 1 | Major facilities and services; |
| Category 2 | Minor facilities and services; |
| Category 3 | Guided leisure and instruction activities. |

There is some overlap in activity within this classification but distinctions can be developed as illustrated in Appendices 1 and 2. (Extracted from CONCOM Working Group Paper on Concession Management in National Parks and other Protected Areas, 1985.)

The operation of concessions within each classification should follow the guidelines shown in Appendix 2, but note that fees are specifically covered in 1.2.16. Attention is drawn to the duration of the concession in Appendix 2.

1.2.15 In principle, the concession will be for as short a term as possible concomitant with the amortisation of the invested capital.

1.2.16 Fees charged for concessions will be set from time to time by the Minister, in consultation with the Valuer General or the Treasury, as appropriate.

In most circumstances fees will at least recoup management and administration costs incurred by the Department. Lesser fees may be charged where the Department is materially assisted by the concession holder, e.g. by educational benefits, or by amenities provided for public use as a by-product of the concession.

1.2.17 All concession holders will be required to indemnify the Executive Director, NPNCA or LFC from any claims which may arise through their activities.

1.2.18 All concession holders will be required to carry public liability insurance. Rates will be set by the Department from time to time.

APPENDIX 1 - Extracted from CONCOM Working Group Paper
on Concession Management in National Parks and Other
Protected Areas, 1985

TABLE 2 - VARIOUS ACTIVITIES UNDER EACH CATEGORY OF CONCESSIONS IN NATIONAL PARKS

CATEGORY 1 MAJOR FACILITIES AND SERVICES	CATEGORY 2 MINOR FACILITIES AND SERVICES	CATEGORY 3 GUIDED LEISURE AND INSTRUCTION ACTIVITIES
Ski resort complex - ski lifts - accommodation buildings - ski hire and retail outlets - restaurant and food outlets - operation buildings - municipal services Motels/Taverns Hotels Caravan Park/Camping area complex Marina Complex - boat storage - boat hire - retail outlets - restaurant and food outlets - boat hire Holiday cabins and huts Recreational Transport - public transport system eg. Skitube - ski lifts, tows and gondolas - tourist trains - aircraft services Associated Hire Operations - canoes and row boats - holiday cruise craft - house boats - ski equipment and clothes Restaurants Accommodation Lodges	Refreshment kiosks Tea rooms General stores Souvenir and craft shops Recreational transport - oversnow transport services - water skiing - ski tows - boat launch tours - tourist trains Small Hire Operations - ski equipment - toboggans - canoes - diving equipment - camping equipment - push bikes - wind surfers - wheel chains for snow conditions - water ski equipment Itinerant vendors Commercial Utility Supplies - petrol - L.P.G. Picnic facilities - coin operated barbecues Mooring facilities Facilities for showing films- public transport system	Ski instruction Ski touring Horse riding tours and instruction Bushwalking tours and instruction Camping tours and instruction Caving tours and instruction Boating/rafting tours and instruction Rock climbing activities and instruction Underwater diving tours and instruction Fishing instruction Cruise boat tours Bus tours Four-wheel-drive tours Interpretative/cultural activities Commercial nature/historical programmes Filming (for park inform- ation or interpretation purposes)

FOOTNOTE: The distinction between major and minor facilities and services may not always be clear. However, as a general guide such distinction should be based on the degree of capital investment, scale of development, degree of patronage and amount of infra-structure in the park.

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APPENDIX 2 - Extracted from CONCOM Working Group Paper on Concession Management in National Parks and Other Protected Areas, 1985

NOTE: Terminology in this Appendix follow the CONCOM areas of responsibility, but can be applied to all lands and waters under the control of the Department.

TABLE 1 - CLASSIFICATION AND FEATURES OF CONCESSIONS IN NATIONAL PARKS

FEATURES	MAJOR FACILITIES & SERVICES	MINOR FACILITIES & SERVICES	GUIDED LEISURE AND INSTRUCTION ACTIVITIES
TYPE OF AUTHORISATION	Lease	Lease or licence	Licence, permit or consent
DURATION OF CONCESSION	5 or more years	Usually 1-5 years	Usually 1 year or less
CAPITAL EXPENDITURE BY CONCESSIONAIRE	Usually major	Usually minor but in some cases nil	Usually nil
RENT OR FEES	Usually high but in some cases may be reduced in view of input of significant capital expenditure and/or provision of additional visitor facilities. Rental is usually based on certain percentage of gross revenue	Usually reflects the nature and size of the business - not high but realistic. In some cases it is low. Rental is usually based on a certain percentage of gross revenue	Usually low or nominal
PROVISION OF ADDITIONAL VISITOR FACILITIES	In a number of cases usually required of the concessionaire and in some cases provided in lieu of high rent	Not usually required of the concessionaire but in some cases some additional services or facilities may be provided	Not usually required of the concessionaire
ENVIRONMENTAL ASSESSMENT	Major investigation usually involving public input	Usually minor investigation but in some cases may not require investigation	Not usually required
SUPERVISION BY PARK AUTHORITY	Usually major	Usually minor but depends on the nature and size of business	Usually minor
SECURITY GUARANTEE	Required of the concessionaire in all cases and usually in large amounts	Usually required of the concessionaire in amounts which reflect the size of the business	Not usually required of the concessionaire except in some cases and then only in small amounts

SCALE OF BUILDINGS AND STRUCTURES	Usually large and in some cases complex	Usually small but in some cases reflects the nature and scale of the business. In certain cases not applicable	Not applicable
BUILDER OF STRUCTURES ETC.	Usually the concessionaire but in some cases the Park Authority	In some cases the concessionaire and other cases the Park Authority. In certain cases not applicable	Not applicable
RESPONSIBILITY FOR STRUCTURAL REPAIRS	Usually the concessionaire	In some cases the concessionaire and other cases the Park Authority. In certain cases not applicable	Not applicable
RESPONSIBILITY FOR BUILDING MAINTENANCE	In all cases the concessionaire	In most cases the concessionaire and in certain cases not applicable	Not applicable
BUILDING INSURANCE	Usually the responsibility of the concessionaire	In some cases the responsibility of the concessionaire and other cases the Park Authority. With the latter the concessionaire reimburses the Park Authority. In certain cases not applicable	Not applicable
PUBLIC RISK	In all cases the responsibility of concessionaire	In all cases the responsibility of concessionaire	In all cases the responsibility of concessionaire
PROVISION OF MUNICIPAL SERVICES BY CONCESSIONAIRE	Usually only required in cases where major development complexes are involved eg ski-resort	Not usually required	In all cases not required
PAYMENT OF MUNICIPAL RATES AND TAXES	Usually the responsibility of concessionaire	Not usually required	Not applicable
EXCLUSIVE RIGHTS FOR CONCESSIONAIRE	Given in some cases	Given in some cases	Not usually given
TENDERING OF CONCESSION	Usually carried out	Carried out in in most cases	In some cases carried out

1.3 LEASES FOR ASSOCIATIONS AND CLUBS

Introduction

- 1.3.1 Several leases for clubs occur on National Parks, Reserves and State Forests. These are mostly long standing and are often highly capitalised. Membership is often hard to obtain, and may be expensive. Whereas most leases do not preclude public access, several are located in ways which use up public space adjacent to scarce resources, e.g. waterfront.

Policy

- 1.3.2 New leases will be provided to clubs only where (i) the applicant can demonstrate that it is not able to conduct these activities elsewhere; (ii) impact on landscape and environment generally is negligible; (iii) impact on public amenity and use of the area is negligible; (iv) the use is consistent with the purpose of vesting; (v) or the provision of the lease will benefit the land and water entrusted to the Department.
- 1.3.3 Existing leases will be reviewed according to the principles in 1.3.2 when they are about to expire or where the lessee requests renegotiation.
- 1.3.4 Fees for leases will be set by the Valuer General and will be reviewed at least every three years.
- 1.3.5 In the event that a new lease is issued it will be subject to conditions applying to concessionaires 1.2.
- 1.3.6 Where possible preference for leases in this section will be made to State organisations rather than local clubs.

1.4 OVERNIGHT STAYS

Introduction

1.4.1 There are increasing demands by the public for opportunities to stay overnight in the attractive surrounding of lands and waters entrusted to the Department. Overnight accommodation is often a prerequisite for the enjoyment of the visit or for pursuit of other activities. Overnight stays can be catered for in two ways, in built accommodation or through camping. Policy on construction of facilities and buildings is discussed in 1.9.

Policy

1.4.2 Built Accommodation

- (i) Built accommodation on lands and waters entrusted to the Department should generally be provided by way of a concession (see 1.2). In this area attention will be given to co-operating with private enterprise in the provision of 'low cost' accommodation. There may be, however, instances where remoteness, seasonality or other factors necessitate the Department itself providing the built accommodation.
- (ii) Accommodation such as motels, hotels and formal caravan parks would generally be provided off lands and waters entrusted to the Department but nearby. There are some circumstances where such accommodation is not available or appropriate. In this event, visitor accommodation may be built on a concessional basis within an area of lands and waters entrusted to the Department (see 1.2.3). An example of such circumstances would be in large and remote national parks.
- (iii) Houses, cabins or huts or other forms of low cost accommodation where provided, whether by concession or otherwise should be available to the general public and not given over to any organisation for exclusive use.

- (iv) Where for various reasons the Department has inherited privately used built accommodation, e.g. "squatters' shacks", their continued presence will be reviewed in the course of management planning, with the view to eventual elimination of this use. There will be no built accommodation for public use provided in Nature Reserves.

1.4.3 Camping Accommodation

- (i) Camping will be permitted in approved areas on lands and waters entrusted to the Department. Camping will be permitted on Nature Reserves only in special circumstances where there are no other options. This will not be revised except through the management planning process.
- (ii) Camping takes place in several forms, which can be broadly categorised into designated site camping and that associated with back packing.
- (iii) Back packing may be permitted across a total reserve or limited to a specific space or time zone according to the management plan. Where necessary an area on which to camp and a length of tenure may be specified by the Regional Manager consistent with the plan, but camping should not normally be allowed within 2km of designated sites or major roads.

(iv) Designated Sites

Facilities will be established at selected sites in order to encourage campers to use sites acceptable to maintenance of land values. These sites may have limited development of facilities such as basic toilets, water supply and rubbish removal.

All such facilities will be well sited and designed to minimise user impact.

A variety of designated sites may be developed including those catering for vehicle based or pedestrian based camping.

Some designated sites may remain undeveloped until such time as facilities are necessary.

It should be noted that the Health Act specifically states that it does not bind the Crown. This allows for facilities to be provided on land entrusted to CALM which would not otherwise have been possible. It enables CALM to provide and manage camping facilities of a less sophisticated type.

Regardless, it is expected that close liaison will continue with the Public Health Department and local authorities as health surveyors have and should continue to contribute through comments on location and design of facilities as well as by inspection of works after installation.

Guidelines for development and maintenance of sites will be issued in due course.

- (v) Designated campsites will not normally be developed in lands entrusted to the Department of less than 1000 hectares in area unless the land is specifically entrusted to the Department for camping or recreation.
- (vi) Caravans and campervan sites may be permitted at sites which have suitable access and/or turn arounds. Formal caravan parks with full facilities will normally be developed off lands entrusted to the Department and operated privately.

Where appropriate, sites may be developed in conjunction with private enterprise on a concessional basis. This would be on the same general guideline as indicated in (ii) above.

- (vii) Portable generators or battery charging plants will be limited to specified sites and times of operation within designated sites.

- (viii) Fees will be collected for all camping at designated sites wherever practicable (see policy 1.1).
- (ix) No charges (beyond normal entry charges, where applicable) will be levied against back packers.
- (x) Information on the location of designated camping sites, facilities available and fees and charges will be made readily available in publications and through information services, sign posting, etc.
- (xi) Overnight accommodation on boats will be permitted subject to conditions appropriate to the water(s) concerned.

safety barriers, shelters, bridging where necessary and the removal of pathways to dangerous areas).

- 1.5.8 Structures other than buildings, but including bridges, will be subject to periodic inspection and check. Inspections will include checking for the presence of heavy flammable fuels around and close to structures, buildings and recreation sites. Checks for hazards such as overhanging trees, dead limbs, potholes, etc., will be made periodically in heavily used areas. Any faults will be promptly rectified. Where this is impracticable, facilities may be temporarily closed for repair.
- 1.5.9 In the interests of public health, care will be taken to protect water supplies and catchments from pollution and to provide adequate means of sewerage and garbage disposal.
- 1.5.10 Concessionaires operating programmes or tours on lands and waters entrusted to the Department will be expected to have adequate first aid care available to deal with minor accidents.
- 1.5.11 Pre-planned and signposted access will be at recreation sites to enable access in the case of fire and for use as evacuation routes for visitors and firefighters.

1.6 SPECIAL GROUPS/EVENTS

Introduction

- 1.6.1 The Department receives periodic requests to accommodate diverse activities. Most special requests relate to commercial filming (dealt with in 1.7 below), but a wide range of others are also received.

Policy

- 1.6.2 The Department will attempt to accommodate special interest groups subject to Section 33 of the CALM Act (management plans, "necessary operations") and the general principles listed at the beginning of this document. The assessment of requests should give particular attention to maintenance of values of land and waters and to interference with other forms of recreation as well as the cost to management.
- 1.6.3 Approval of activities is generally the responsibility of Regional Managers. In the case of major events such as car rallies and festivals, however, Regional Managers should refer to the General Manager for consultation with the Policy Directorate of the Department.

Guidelines for the conduct of car rallies are attached.

1.7 PHOTOGRAPHY AND FILMING FOR PRIVATE PURPOSES

Introduction

- 1.7.1 Photography is recognised as being an important activity on all CALM Act lands and an important part of recreation.

Policy

- 1.7.2 Photography for private purposes (including video taping and movie filming) will be encouraged except where unusually sensitive issues are involved, e.g. close to private residences or where modification of the environment is required.
- 1.7.3 Where photography is for commercial or documentary purposes, reference should be made to the separately issued policy on this subject.

1.8 PUBLIC ACCESS

Introduction

- 1.8.1 Lands and waters entrusted to the Department are generally open to public use. There are some areas restricted to the public for reasons of safety, disease control, water quality, protection of species, maintenance, etc.
- 1.8.2 Whereas access may be generally open in principle, in reality the public uses only a very small proportion of available land for recreation. This is generally close to features of interest, e.g. water bodies, scenery. Access is generally determined by roads or pathways.

Policy

- 1.8.3 Access to all areas of lands and waters entrusted to the Department will be open to public use, except where this contravenes the general principles discussed at the beginning of this document. In practice this allows access on foot to most areas and access by vehicle to many parts of reserves (1.8.5).
- 1.8.4 Subject to Section 33 of the CALM Act, access on foot will be encouraged by construction of walking trails in areas where features of interest justify their construction. Where appropriate, interpretative trails will be constructed according to the principles laid down in 1.11. Construction standards will be determined from time to time by the Manager, Recreation and Landscape Branch. Construction will accord with policy on visitor safety (see 1.5) and will where possible allow for disabled people.
- 1.8.5 Vehicle access will be generally determined within the constraints of Section 33 of the CALM Act. In most areas a system of roads and/or tracks exists before a management plan is prepared. Generally access along such roads/tracks will be permitted until a management plan is prepared, but in circumstances where the values of the land are under threat (e.g. for disease control) it may be necessary to close or restrict vehicle access. In general vehicular access to nature reserves will be discouraged.

- 1.8.6 In some circumstances vehicles use beaches within National Parks. Existing use of beaches will be allowed to continue until disallowed by a management plan, or as a necessary operation (for example on the grounds of safety). New access along beaches would be allowed only to holders of special licences (e.g. disabled persons, or for commercial fishermen transporting equipment and produce to market), or by means of a management plan.
- 1.8.7 Subject to financial limitations, and subject also to urgency as "necessary operations" tracks will be upgraded, realigned or closed through the management plan process.
- 1.8.8 Design standards will be determined from time to time by the Manager, Recreation and Landscape Branch, in conjunction with the Main Roads Department.
- 1.8.9 Access by vehicles off roads and tracks will be limited to designated areas.
- 1.8.10 Use of unregistered vehicles will not be permitted except in compliance with the Off Road Vehicles Act. Where a permit is provided under that Act by the Minister for Local Government, Departmental approval is required for use on lands managed by this Department. Such approval will be issued by Regional Managers. Guidelines for approval will be issued separately.
- 1.8.11 Access by aircraft is subject to regulation by the Commonwealth Department of Transport. The Department may impose additional conditions for access. At other than established airstrips, access by aircraft, including helicopters, will be by permit from Regional Managers.
- 1.8.12 Airstrips will be constructed only in accordance with an approved management plan.
- 1.8.13 Power boats will not be permitted in areas where their use is not already established, e.g. Lake Unicup, Lake Preston. Permission will not be withdrawn except through the Management Plan process. Management Plans may seek to vary existing use where such use is not in accord with the principles discussed at the beginning of this document.

- 1.8.14 Generally sailing boats, canoes and small rafts may be permitted in closed waters. However some areas, e.g. Lake Clifton, water supply dams, are restricted to water craft for reasons of preservation of the resource, health, etc. Before new activities are established, Regional Managers should check these with the appropriate Policy Director. In general, boating is discouraged on nature reserves.

1.9 FACILITIES/BUILDINGS

Introduction

- 1.9.1 The Department provides a wide range of facilities and buildings for the assistance of the public. These vary in cost from several dollars (e.g. very simple signs) to hundreds of thousands of dollars in the case of large buildings. Construction of new facilities, and maintenance of existing facilities is subject to financial constraints, and to Section 33 of the CALM Act.

Policy

- 1.9.2 Buildings and other facilities will be maintained at as high a standard as possible with available finance. Where proper maintenance is not possible the removal of the facility or its replacement should be considered.
- 1.9.3 Subject to Section 33 of the CALM Act, new facilities will be considered where (a) replacement is considered to be a better alternative than maintenance of an old facility; (b) a new facility is justified in terms of levels of use, protection of the land values, or is necessary for the management of recreational use. In general a minimum of man made structures will be developed in nature reserves.
- 1.9.4 All new facilities funded through the Department are subject to available finance which will be generally sought in Regional Estimates programs. Decisions on priorities will be made according to (a) Ministerial direction; (b) Departmental finance policy; (c) advice from the Lands and Forest Commission or the National Parks and Nature Conservation Authority; (d) approved management plan commitments; (e) factors mentioned in 1.9.3 (b) above.
- 1.9.5 Location and design of facilities will conform with standards, which include consideration of the needs of disabled, as advised from time to time by the Manager, Recreation and Landscape Branch. Guidelines will conform with the general principles discussed at the beginning of this document, and in particular conform with landscape values of the area concerned.

- 1.9.6 Consistent with the general principles discussed at the beginning of this document, facilities for intensive sporting activities are not appropriate for Nature Reserves and are not generally appropriate for National Parks and State Forests. Whilst it is recognised that some such facilities are present in some instances, consideration will be given in management plans for elimination of the facilities or the reclassification of the land concerned. However, such facilities may well be accepted as being appropriate to some foreshadowed classifications of land.

1.10 PROTECTION OF RECREATION SITE VALUES

Introduction

- 1.10.1 Visitor use of lands and waters entrusted to the Department is often concentrated upon specific recreation sites. These sites are selected and developed according to various criteria including their attractiveness as well as their ability to withstand high levels of use without environmental degradation.

These recreation sites, according to their presentation and maintenance, are the most obvious focus by which the public evaluates the Department's achievements in land management.

Therefore the selection, presentation and maintenance of recreation site values is of great importance to the Department.

Policy

- 1.10.2 Recreation sites will be selected and developed according to the criteria and procedures laid down in the "Recreation Operations Manual" of the Department.
- 1.10.3 All recreation sites will be continually monitored to assess usage which may result in deterioration.
- 1.10.4 Where there is evidence of recreation site deterioration or it is anticipated, visitor use will be directed to another site, (i.e. rotation of use) and/or there will be temporary closure and rehabilitation of the site.
- 1.10.5 Recreation sites and facilities will be protected from wildfires by the development of fuel reduced zones, prescribed burning or mechanical means.

1.11 VISITOR INFORMATION AND INTERPRETATION

Introduction

- 1.11.1 Dissemination of information is an integral part of management of the natural estate. It informs the public of opportunities for recreation and services available. As such, it is important to the marketing of recreation areas. Also, it is a most important tool for their management - selective dissemination can modify the demand on particular areas; and specific messages can foster appropriate behaviour. There is often a 'fine line' between promotion which places additional visitor pressure on the finite resources of the Department, and information which assists management and improves understanding of nature conservation.
- 1.11.2 The principles of communicating information about parks and forests are well developed and are embodied in the concepts "visitor information", "interpretation" and "community education". Definitions of each are useful. "Visitor information" constitutes the basic data about recreation areas; for instance, location and distances, facilities, code of practice, costs, attractions and what to do. Before the visit it offers choice, on-site it orients the visitor. "Interpretation" is the explanation of systems and processes in the natural environment and includes presentation of less obvious features of the area, such as cultural, historical and scientific information. "Community education" is more clearly teaching about the area in a more formal and comprehensive way, often involving considerable resource materials, presentations by experts, and field activities. There is a great deal of overlap between the three concepts but the thrust of each should be recognised.
- 1.11.3 Many communication channels are available for visitor information, interpretation and community education. They can be loosely divided into pre-visit, on-site and post-visit. While staff contact on-site is a most effective means of communicating to individuals and groups, it is labour intensive and must be augmented by pre-visit brochures, publicity and advice; on-site signage and displays and souvenir publications.

Policy

- 1.11.4 Visitor information and interpretation is the responsibility of all Departmental staff backed by the expertise of specialist staff.
- 1.11.5 Co-ordination of visitor information and interpretation and community education is the responsibility of the Manager, Information Branch, who acts in consultation with the appropriate Regional Manager, the Manager, Recreation and Landscape Branch, the Directors of National Parks and Recreation, and Nature Conservation, and other senior officers.
- 1.11.6 The Department will disseminate information for the purposes discussed earlier and will avoid 'promotion' which places additional pressure on available resources without assisting management.
- 1.11.7 There will be a hierarchy of pre-visit brochures from 'statewide' cover to site specific. Resources for publication will be generally allocated on the basis of demand for recreational use of the area concerned, but other factors such as the need to protect specific areas will need to be taken into account.
- 1.11.8 Brochures and other forms of information obtained at CALM offices and on-site will generally be available at no charge. More extensive publications and maps will be priced at "what the market will bear". The costs of disseminating materials via mail or via other outlets (e.g. tourist information centres) will be recovered.
- 1.11.9 Specialised visitor information centres may be developed on-site but only where the demand is sufficient, and resources allow.
- 1.11.10 Information dissemination, interpretation and community education carried out by staff is to be a high priority. Other media should support and complement personal contact with visitors. Staff will be trained in appropriate communication skills (see 1.13).
- 1.11.11 Interpretative displays will be designed and prepared according to standards laid down by staff of the Information Branch. Normally Branch staff will be involved in production, in consultation with Regional and District staff.

- 1.11.12 Location and erection of interpretative displays should be in consultation with Recreation and Landscape Branch staff.
- 1.11.13 Signs and static displays should be worded to ensure a message of welcome to the area.
- 1.11.14 The guidelines on locations and maintenance of signs described in the "Recreation Operations Manual" will be followed. Signs should be kept to the minimum necessary to convey information. In some locations careful thought will need to be given to eliminating less important messages.
- 1.11.15 Sign text, layout, construction, location and size will conform with directions in the "Sign Manual" of the Department.
- 1.11.16 The Department will promote a 'code of conduct' for visitors.

1.12 DOMESTIC ANIMALS

Introduction

- 1.12.1 This policy deals with presence of domestic animals as an adjunct to recreation and includes exercising of animals, horseriding, etc.

There are opposing and often strongly held views in the community about the presence of domestic animals on public lands. Many people believe it is fair for them to be accompanied by (or ride) a domestic animal as part of their recreation. Many other people resent the nuisance which is presented by other people's animals (by noise, personal injury, fouling, etc.).

Domestic animals can also have an impact on wildlife. For example, the smell and general activity of dogs and cats impedes activity of wildlife in areas which otherwise present ideal wildlife viewing opportunities for the public.

Policy

- 1.12.2 Dogs, cats and other domestic animals are prohibited from national parks and nature reserves, with the following exceptions:

- (i) use of dogs in those nature reserves defined as game reserves;
- (ii) seeing eye dogs for blind persons in national parks;
- (iii) where specified zones are established in national parks.

- 1.12.3 Dogs and other domestic animals may be allowed on other types of reserves or specified zones in other reserves according to the management plan for that reserve.

- 1.12.4 Specially trained dogs for management (i.e. feral animal control), search and rescue, or security purposes may be permitted to be used on all classes of land.

- 1.12.5 Departmental staff resident on reserves may keep family pets (including watchdogs) with the approval of the Regional Manager, provided the

animals are confined at all times to the area rented by the staff member.

- 1.12.6 Residents adjacent to reserve entrances where domestic animals are not permitted should be encouraged to provide boarding facilities on a commercial basis for visitors who inadvertently arrive with a domestic animal.
- 1.12.7 Horses, for the purposes of this policy statement, are deemed to be domestic animals and as such may be allowed on reserves or specified zones in reserves (including National Parks) according to the management plan. They are generally prohibited in Nature Reserves (see specific policy on horseriding) and quarantine areas within State forest.

1.13 VISITOR INTERACTION SKILLS

Introduction

- 1.13.1 It is recognised that Departmental staff play a key role in visitor recreation. Staff in some areas have substantial experience in this field but others do not. Skills required for positive visitor contact are partly derived from personality and interest in this subject, but much can be done to improve involvement and enjoyment through training and personal development.

Policy

- 1.13.2 The Department will develop programs within the Departmental policy (Staff Training and Career Development - No.6) to improve visitor interaction skills of staff. This will include both formal training and other forms of personal development.
- 1.13.3 The Department will produce materials and information to assist and support staff in their interaction with the public.

1.14 RESEARCH MONITORING/SURVEYS

Introduction

- 1.14.1 Visitation and use of Departmental lands for recreation is increasing in many areas and in many ways. To assist in the planning and development of recreational opportunities there is a need to have measures of overall demand for outdoor recreation.

As well as predictive studies there is a need for information on current visitation levels, type of use, and frequency and duration of use. This information is essential in the ongoing management and should lead to improved allocation of resources as well as to the identification of revenue opportunities.

Information on recreation is important to the establishment of the recreational value of the resources managed by the Department and therefore in demonstrating the contribution of recreation to the economy of the State as a whole.

Research is also required to establish the attitudes and preferences of users so that management can be responsive to user needs.

There is a requirement for the monitoring of the capacity of various environments to cater for various recreational activities and the impact of activities themselves.

Policy

- 1.14.2 Recognising the expense involved in this kind of activity and the need to allocate priorities in a systematic way, a review of data gathering will be completed before the end of 1987.
- 1.14.3 Until completion of the review, as much data as possible on the level of visitation and use of recreational resources will be collected.
- 1.14.4 At the district and regional level all collections of information, i.e. ticket sales, traffic counts, registrations of visits from tour operators, etc. will be recorded and forwarded to Recreation and Landscape Branch.

- 1.14.5 Where possible specific case study or site specific studies will be undertaken as the basis for estimating visitor use for management plans.

1.15 LIAISON WITH OTHER BODIES

Introduction

- 1.15.1 Many other agencies are equally involved in the planning and provision of outdoor recreation opportunities in this State. It is recognised that there is a need to plan with local authorities and State Government Departments to ensure that recreational developments are complementary to those planned by other agencies and that management objectives are not compromised by lack of co-operation.

Similarly consultation is required with groups having commercial interests to ensure that recreation developments and information services are compatible with management objectives.

User groups such as local clubs, State associations and community interest groups should have their aspirations represented in the planning and management of recreation resources. A considerable contribution to the ongoing planning and management of recreation on Departmental land can be achieved through effective liaison with such bodies.

Policy

- 1.15.2 In the development of area management plans opportunity for extensive input will be sought from other bodies; State instrumentalities such as the Department of Sport and Recreation, the WA Tourism Commission and the WA Water Authority; Local Government; and commercial and voluntary groups (clubs and associations). Such groups will be actively consulted. In development of such plans, other public lands will be considered so that recreation within regions is integrated to the greatest extent possible.
- 1.15.3 Where possible involvement in the ongoing management of Departmental resources will be encouraged by interested and affected bodies. (See also policy on advisory committees.)
- 1.15.4 Where proposed changes and or developments are to be implemented in recreation opportunities, active consultation will take place with those agencies and individuals likely to be affected.